

## THE CABINET

### AGENDA

Meeting to be held in the Civic Centre (Committee Room No. 1) on  
Wednesday 18 April 2012 at 2.00 p.m.

#### Part I

ITEM		PAGE
1.	<b>Minutes of the Meeting of the Cabinet held on 21 March 2012 Part I</b>  (Copy herewith).	1
2.	<b>Receipt of Declarations of Interest (if any)</b>	
3.	<b>Apologies for Absence</b>	
4.	<b>Report of the Meeting of the Personnel Committee held on 22 March 2012 Part I</b>  (Copy herewith).	5
5.	<b>Review of the Council's Executive and Committee Arrangements</b>  Joint report of the Chief Executive and the Executive Director of Commercial and Corporate Services (copy herewith).	9

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

6.  **City of Sunderland Local Development Framework :  
Core Strategy Revised Preferred Options and  
Supporting Evidence Papers** 23

Report of the Deputy Chief Executive (copy herewith).

<p><b>N.B. Members are requested to note that a full copy of the Sunderland City Council Strategic Housing Land Availability Assessment (SHLAA) (2012 to 2027) is available from Members' Services.</b></p>
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7.  **Revision to School Admission Arrangements -  
September 2012** 311

Report of the Executive Director of Children's Services (copy herewith).

### **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The reports contained in Part II of the Agenda are not for publication as the Cabinet is considered likely to exclude the public during consideration thereof as they contain information relating to any individual, which is likely to reveal the identity of an individual, the financial or business affairs of any particular person (including the Authority holding that information) or to consultations or negotiations in connection with labour relations matters arising between the Authority and employees of the Authority (Local Government Act 1972, Schedule 12A, Part 1, Paragraphs 1, 2, 3 and 4).

### **Part II**

8. **Minutes of the Meeting of the Cabinet held on 21  
March 2012 Part II** 317

(Copy herewith).

9. **Report of the Meeting of the Personnel Committee held on 22 March 2012 Part II** 321

(Copy herewith).

(For approval of the recommendations on executive functions and to note the remaining decisions).

10. **Old Sunderland Townscape Heritage Initiative: Award of Grant to Assist Works to Restore 51 High Street East, Sunderland** 327

Report of the Deputy Chief Executive (copy herewith).



**Denotes Key Decision.**

- \* **Denotes Rule 15 Notice issues – item which is a key decision which is not included in the Forward Plan.**

ELAINE WAUGH  
Head of Law and Governance

Civic Centre  
SUNDERLAND

10 April 2012



**CABINET MEETING – 18 APRIL 2012**  
**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 21 March 2012 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 21 March 2012 at 1.30 p.m.**

**Present:-**

Councillor P. Watson in the Chair

Councillors Allan, Blackburn, Gofton, Kelly, P. Smith, Speding and H. Trueman

**Part I**

**Minutes**

The minutes of the meeting of the Cabinet held on 14 March 2012 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**

Apologies for absence were received from Councillors Charlton and T. Wright.

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

At the instance of the Chairman, it was:-

2. 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 any individual, which is likely to reveal the identity of an individual, the financial or business affairs of any particular person (including the Authority holding that information) or to consultations or negotiations in connection with labour relations matters arising between the Authority and employees of the Authority (Local Government Act 1972, Schedule 12A, Part 1, Paragraphs 1, 2, 3 and 4).

(Signed) P. WATSON,  
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 – 18 APRIL 2012**  
**EXECUTIVE SUMMARY SHEET – PART I**

**Title of Report:**

Report of the meeting of the Personnel Committee, Part I held on 22 March 2012

**Author(s):**

Head of Law and Governance

**Purpose of Report:**

Presents the report of the meeting of Personnel Committee, Part I

**Action Required:**

The Cabinet is requested to note the report of the meeting held on 22<sup>nd</sup> March 2012



**At a meeting of the PERSONNEL COMMITTEE held in the CIVIC CENTRE on THURSDAY 22 MARCH 2012 at 5.30 p.m.**

**Present:-**

Councillor Errington in the Chair

Councillors Mordey, Speding, D. Trueman, H. Trueman, S. Watson, A. Wilson and Wood.

**Part I**

**Apologies for Absence**

Apologies for absence were submitted to the meeting on behalf of Councillors Gofton, D. Smith and P. Watson.

**Declarations of Interest**

The following Councillor declared a personal interest in the report below as a Member of the body indicated:-

Item 6 – Request for Flexible Retirement	Councillor Mordey	Regional Pensions Committee
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**Reports of the Meetings of the Personnel Committee, Part I**

The reports of the meetings of the Personnel Committee held on 23 and 24 February 2012 Part I (copies circulated) were submitted and consideration given thereto.

(For copy reports – see original minutes).

1. RESOLVED that the reports of the meetings be noted, confirmed and signed as a correct record.

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

At the instance of the Chairman, it was:-

2. RESOLVED that in accordance with Section 100(A)4 of the Local Government Act 1972, the public be excluded during consideration of the remaining business as it is considered to involve a likely disclosure of exempt information relating to an individual or information which is likely to reveal the identity of an individual or information relating to any consultations or negotiations, or contemplated consultations or negotiations in connection with any labour relations matters arising between the Authority and its employees (Local Government Act 1972, Schedule 12A, Part I, Paragraphs 1, 2 and 4).

(Signed) D. ERRINGTON,  
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 – 18 APRIL 2012**

**EXECUTIVE SUMMARY SHEET**

**Title of Report:**

Review of the Council's Executive and Committee Arrangements

**Authors:**

Joint Report of the Chief Executive and Executive Director of Commercial and Corporate Services

**Purpose of Report:**

To ask Council to note the Leader's proposals to revise the Cabinet Portfolios and to recommend Council approves revisions to the support arrangements for Cabinet, the number of Scrutiny Committees, the strengthening of leadership arrangements for Area Committees and disestablishment of Personnel and Appeals Committees as the first part of an overall review of current governance arrangements.

**Description of Decision:**

That Council be recommended to;

- a) Note the Leader's decision to revise Cabinet portfolios, with effect from Annual Council, by reducing the number of Cabinet Portfolios from ten to eight (retaining the three current Leadership Portfolios) and revising Portfolio remits accordingly and to approve changes to Committees to take effect from Annual Council
- b) Approve changes to support arrangements for Cabinet, the number of Scrutiny Committees, Personnel Committee, and to strengthen the leadership of Area Committees, as follows;
  - i. Establish the role of Policy Support Member (five Members) to provide additional support for members of Cabinet
  - ii. Reduce the number of Scrutiny Committees from seven to one with one Chairman, one Vice Chairman and six Scrutiny Lead Members
  - iii. Establish five additional roles to support the Chairs and work of the Area Committees and confirm that in each Area Committee there will be one Vice Chair, Lead Area Member with responsibility for 'Place' matters and an Alternate Vice Chair, Lead Area Member for 'People' matters.
  - iv. Disestablish Personnel Committee with relevant executive decisions to be made by Cabinet and alternative arrangements to be established for exercise of those functions that are not to be the responsibility of the Executive.
  - v. Disestablish Appeals Committee arrangements following consultation upon options for an alternative appeals mechanism.
  - vi. Authorise the Head of Law and Governance to amend the constitution to reflect the revised arrangements.

<p><b>Is the decision consistent with the Budget/Policy Framework?</b></p>	<p><b>Yes</b></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></p> <p>Approval for these proposals will ensure that the Council's Executive and Committee structures are configured in a way which will</p> <ol style="list-style-type: none"> <li>1. enable Cabinet to manage an increasingly broad and complex agenda most effectively</li> <li>2. support increased devolution of decision-making on the widest range of appropriate services to the most appropriate level</li> <li>3. strengthen the influence of local councillors in the design, delivery and review of these services</li> </ol> <p>Proposals are intended to strengthen the Council's capacity at a critical time in its development as Community Leader, as the Sunderland Way of Working matures and embeds within the organisation and as a fast moving national policy agenda continues to throw up major and challenges opportunities for the Council and City.</p>	
<p><b>Alternative options to be considered and recommended to be rejected:</b></p>	
<p>The following options were considered as part of this process</p> <p><b>Retain Cabinet in its current size and form.</b> This option was rejected as it would not align Portfolios sufficiently with key emerging challenges and responsibilities facing the Council and City. Nor would this option provide Cabinet with the additional capacity it will require to support smooth and effective moves towards increased decentralisation as described above.</p> <p><b>Retain Area Committee leadership structures in their current form:</b> This option was rejected in view of the need to strengthen current capacity within Area Committees to take on significant additional roles and responsibilities associated with the Council's proposals for increased devolution of decision-making to the Area level.</p> <p><b>Retain all Scrutiny Committees in their current size and form.</b> This was rejected for three main reasons.</p> <p>Firstly, overall proposals are designed to place a clear emphasis upon the need to deliver a decentralisation agenda in an effective manner. This would have clear implications for the role and capacity of Cabinet and Area Committees and these would therefore be prioritised for further clarification and strengthening (respectively).</p> <p>Secondly, practical management of decentralisation is also likely to require significant additional Member input to the set up, ongoing operation and regular review of enhanced area arrangements. It is therefore considered important to prioritise attention principally upon Cabinet and Area Committees. This would have direct knock-on implications for the focus of Scrutiny and how it should operate in the future. The preferred option was selected in view of its capacity to accommodate key legal and other requirements, to maintain the high level of effectiveness achieved by Scrutiny but to do so in a more focused, streamlined manner.</p>	

Thirdly, the preferred option also reflected the stronger local scrutiny role envisaged for both Area Boards and Area Committees.

**Retain Personnel Committee in its current form**

This option was rejected as it does not maximise the efficiency of arrangements by positioning Member and managerial responsibilities appropriately to facilitate effective decision-making.

**Impact analysed:**

Equality  Privacy  Sustainability  Crime and Disorder

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

**Is it included within the Forward Plan?**  
No

**Relevant Scrutiny Committee:**

Management





**REVIEW OF THE COUNCIL'S EXECUTIVE AND COMMITTEE ARRANGEMENTS****Joint Report of the Chief Executive and the Director of Commercial and Corporate Services****1.0 Purpose of the Report**

- 1.1. To ask Council to note the Leader's proposals to revise the Cabinet Portfolios and to recommend Council approves revisions to the support arrangements for Cabinet, the number of Scrutiny Committees, the strengthening of leadership arrangements for Area Committees and disestablishment of Personnel and Appeals Committees as the first part of an overall review of current governance arrangements

**2.0 Description of Decision**

- 2.1 That Council is recommended to;

- a) Note the Leader's decision to revise Cabinet portfolios, with effect from Annual Council, by reducing the number of Cabinet Portfolios from ten to eight (retaining the three current Leadership Portfolios) and revising Portfolio remits accordingly and to approve changes to Committees to take effect from Annual Council
- b) Approve changes to support arrangements for Cabinet, the number of Scrutiny Committees, Personnel Committee, and to strengthen the leadership of Area Committees, as follows;
- i. Establish the role of Policy Support Member (five Members) to provide additional support for members of Cabinet.
- ii. Reduce the number of Scrutiny Committees from seven to one with one Chairman, one Vice Chairman and six Scrutiny Lead Members.
- iii. Establish five additional roles to support the Chairs and work of the Area Committees and confirm that in each Area Committee there will be one Vice Chair, Lead Area Member with responsibility for 'Place' matters and an Alternate Vice Chair, Lead Area Member for 'People' matters.
- iv. Disestablish Personnel Committee with relevant executive decisions to be made by Cabinet and alternative arrangements to be established for exercise of those functions that are not to be the responsibility of the Executive.
- v. Disestablish Appeals Committee arrangements following consultation upon options for an alternative appeals mechanism.**

- vi. Authorise the Head of Law and Governance to amend the constitution to reflect the revised arrangements.

### **3.0 Introduction/Background**

- 3.1 The proposals set out in this report represent a comprehensive refreshing of the Council's main Executive and Committee arrangements. This is considered necessary in order to ensure that they are structured and operate in a way which will enable the Council to seize the opportunities – and meet the challenges – which will present themselves at a time of major change for local government and the Council itself.
- 3.2 The Council's profile and position within the region and beyond is stronger than ever before. Its community leadership of the City has developed steadily with major successes including the launch of the City's first ever Economic Masterplan and future challenges including the need to discharge its community leadership role for Public Health in April 2013 fully and well.
- 3.3 Internally, the Council has embraced change in a practical, pragmatic way. The Sunderland Way of Working has enabled the Council to cope with serious financial pressures whilst at the same time continuing to develop and improve service quality. The first wave of Responsive Local Services activity has, for instance, demonstrated that devolved decision-making and stronger local influence on services can achieve better outcomes for local people at the same time as achieving significant efficiencies in operation.
- 3.4 The Community Leadership Programme has continued to place Members at the centre of the organisation's continued development. Proposals set out below are, for instance, intended to reinforce their unique contribution to the practical improvement of front line service activity.
- 3.5 Proposals contained within this report are also designed to retain the best of what has worked from the current system and blend it with the best elements of a new model intended to support the Sunderland Way of Working and to enable the Council to embrace the significant challenges and opportunities which it faces as Sunderland's Community Leader successfully.

### **4.0 Current Executive and Committee Structures**

- 4.1 Aside from their roles on the full Council and within political parties, Members currently carry out their roles across four main 'domains'

**Cabinet:** Cabinet carries out the Council's executive role. It sets policy (or advises Council on major policy), holds budgets and makes decisions within its executive powers. In practice, executive decisions are made by Cabinet as a whole, rather than by delegation of decision making powers to individual Cabinet members.

**Overview and Scrutiny:** The Overview and Scrutiny role is designed to support the work of the Council by providing a means for Members to:

- review and scrutinise decisions taken by Cabinet;
- consider aspects of the performance of the Council;
- assist in research, policy review and development;
- ensure that the interests of local people are enhanced by effective collaborative working with other organisations operating in the City

There are currently seven Scrutiny Committees.

**Area Committees:** The City is organised into five Areas, each made up of between four and six Wards:

- West Sunderland
- East Sunderland
- North Sunderland
- Coalfields
- Washington

Area Committees currently consider reports on the delivery of Council and other main services and consult with local people and organisations about this delivery. They also act as investment decision making bodies for the Strategic Investment Plan, the Strategic Initiatives Budget and Community Chest budgets.

**Other main Committees:** The Council has a number of other main committees of a regulatory nature or which retain some central executive function. 'Regulatory' is a term commonly used by Councils to describe those committees which deal with business that cannot be dealt with by the Cabinet (the Executive), or that the Council has agreed should not be carried out by the Executive. Examples are quasi-judicial functions such as licensing and planning.

The City Council's other main Committees are

- Planning and Highways Committee
- Development Control Committees (three in number)
- Regulatory Committee
- Licensing Committee
- Personnel Committee, Appeals Committee and Appeals Panels

## **5.0 The Rationale for improvement**

5.1 The Council currently stands at a critical point in its development as both Community Leader and a major provider and enabler of public services. Proposals described in this report are designed to ensure that the Council's Executive and Committee arrangements are set up in a way which will enable the Council to :-

- i. Manage an increasingly complex, challenging and fast developing policy agenda - which includes potentially significant decentralisation and devolutionary themes - by strengthening the capacity of Cabinet and enabling it to play a stronger Community Leadership role within the city and on key outside bodies.
- ii. Maintain the momentum of the Sunderland Way of Working as the Council strengthens its community leadership role by working with new partners and a wider range of service deliverers to achieve better services, better value for money and better outcomes for local people.
- iii. Meet increasing public expectations at a time of diminishing resources through Responsive Local Services and the Council's wider programme of decentralisation to Areas.

5.2 Proposals are principally designed to strengthen and re-focus key elements of the Council's Committee and Executive arrangements which will be most critical to delivery of these objectives:

- Strengthened Cabinet support arrangements will be of fundamental importance in enabling the Council to further develop its community leadership within the city – including on key emerging agendas such as public health - and region. Proposals are also designed to reinforce practical linkages between Cabinet and Areas in order to ensure that decentralisation proceeds as smoothly and effectively as possible.
- Strengthened Area arrangements are designed to provide an effective governance framework for an increasingly wide range of important services and functions which will be decentralised to Area level. Importantly, proposals relating to the creation of Area Boards for Place and People will provide the opportunity for local Members to have a direct influence upon the services concerned. This will improve the targeting and customisation of services and therefore their responsiveness to local communities and efficiency of operation.
- Re-focussed scrutiny arrangements will provide more responsive timely and targeted scrutiny policy reviews, maximising the effectiveness of Members' time commitment to this important assurance function.
- Refreshed streamlined and simplified arrangements for decision making on Personnel policy and operational issues.

5.3 Proposals are based upon the wishes of Members – as expressed through surveys, interviews, workshops and other consultative activities – for increased influence over key services which impact upon the quality of life of the people and communities which they serve. Proposals have therefore been designed to give local Members maximum influence over key services in the most efficient way.

## 6.0 Proposed Improvements

- 6.1 Proposed updating of the Council's current Executive and Committee arrangements is therefore intended to enable the Council to deal with an increasingly challenging and fast-changing policy context and to enable effective delivery of the next stage of the Sunderland Way of Working which features a commitment to:
- devolved decision-making on the widest range of appropriate services to the most appropriate level
  - strengthened influence of local Councillors - representing local people - in the design, delivery and review of these services
  - the identification and development of an increasingly broad range of opportunities for achieving key service outcomes using alternative methods.
- 6.2 Proposals relate to Cabinet, Scrutiny, Area and one other main committee function initially, with further consideration of the roles and structure of remaining main committees likely to result in a second phase of proposals in due course.
- 6.3 **Cabinet:** The Leader proposes to reduce the number of Portfolios from ten to eight, to retain the current Leadership Portfolios (Leader, Deputy Leader and Cabinet Secretary) and to align remaining Portfolios with future Directorate, Responsive Services and Public Health priorities.
- 6.4 It is also proposed to strengthen support for Cabinet in discharging its strategic community leadership responsibilities within the City, region and wider, by creating five Policy Support Member positions and allocating one of these to each non-Leadership Portfolio. Policy Support Members will build up a strong working knowledge of the Portfolio remit which will support effective business continuity as well as greater Council presence on key outside bodies. Policy Support Members will also have a defined Area dimension to their role and will assist the Deputy Leader and Cabinet Secretary, working with Area Committee Chairs, to introduce and embed new area arrangements designed to promote effective decentralisation.
- 6.5 **Area Committees:** it is proposed to strengthen the leadership capacity of Area Committees by introducing an Alternate Vice-Chair for each Area Committee and by allocating Place and People responsibilities to each of the then two Area Vice-Chairs. Area Vice-Chairs will be required to chair the proposed Area Boards, one for Place, one for People, in each Area. They will therefore be at the practical forefront of the Council's decentralisation agenda and will have principal and direct responsibility for overseeing governance of an increasingly broad range of front line services operating as part of the 'roll out' of Responsive Local Services. Area Committee Vice-Chairs will deputise for the Area Committee Chair.

- 6.6 **Scrutiny Committees:** it is proposed to reduce the seven current Scrutiny Committees to one Scrutiny Committee with one Vice Chair and six Scrutiny Leads.
- 6.7 It is proposed that the remits of Scrutiny Leads reflect Directorates, together with a Lead responsibility for Skills, Economy and Regeneration, for Responsive Local Services and for Health, incorporating the Council's legal requirement to ensure effective scrutiny of developments in the health arena including the Health and Well Being Board. It is intended that each Scrutiny Lead will be responsible for delivering two main studies each year and that Member time invested in Scrutiny is used to greatest effect.
- 6.8 It is also proposed to establish a Scrutiny Panel made up of all non-Executive Members, from which individual Members would be allocated to one or more Scrutiny themes.
- 6.9 **Other Main Committees:** it is proposed to disestablish Personnel Committee with all executive decisions to be made by Cabinet and establish alternative arrangements for exercise of those functions that are not to be the responsibility of the Executive.
- 6.10 It is also proposed to disestablish the current Appeals Committee and Panel arrangements and to consult upon appropriate alternative appeals mechanisms.
- 6.11 A review of other remaining main Committees will be undertaken in due course.
- 6.12 It is proposed that the improvements described above be recommended to Annual Council for introduction from the date of Annual Council (May 16<sup>th</sup> 2012) and that the Head of Law and Governance be authorised to amend the constitution to reflect the revised arrangements. Proposed disestablishment of the Appeals arrangements will be implemented at the earliest point in the municipal year following appropriate consultation. Current arrangements will continue until that time.

## 7.0 Reasons for the Decision

- 7.1 Approval for these proposals will ensure that the Council's overall Executive Committee structures are configured in a way which will
- i. enable Cabinet to manage an increasingly broad and complex agenda most effectively
  - ii. support increased devolution of decision-making on the widest range of appropriate services to the most appropriate level
  - iii. strengthen the influence of local councillors in the design, delivery and review of these services

7.2 Proposals are intended to strengthen the Council's capacity at a critical time in its development as Community Leader, as the Sunderland Way of Working matures and embeds within the organisation and as a fast moving national policy agenda continues to throw up major opportunities and challenges for the Council and City.

## 8.0 Alternative Options

8.1 The following options were considered as part of this process

- i. **Retain Cabinet in its current size and form.** This option was rejected as it would not align Portfolios sufficiently with key emerging challenges and responsibilities facing the Council and City. Nor would this option provide Cabinet with the additional capacity it will require to support smooth and effective moves towards increased decentralisation as described above.
- ii. **Retain Area Committee leadership structures in their current form:** This option was rejected in view of the need to strengthen current capacity within Area Committees to take on significant additional roles and responsibilities associated with the Council's proposals for increased devolution of decision-making to the Area level.
- iii. **Retain all Scrutiny Committees in their current size and form.** This was rejected for three main reasons.

Firstly, overall proposals are designed to place a clear emphasis upon the need to deliver a decentralisation agenda in an effective manner. This would have clear implications for the role and capacity of Cabinet and Area Committees and these would therefore be prioritised for further clarification and strengthening (respectively).

Secondly, practical management of decentralisation is also likely to require significant additional Member input to the set up, ongoing operation and regular review of enhanced area arrangements. It is therefore considered important to prioritise attention principally upon strengthening Cabinet and Area Committee support arrangements. This would have direct knock-on implications for the focus of Scrutiny and how it should operate in the future. The preferred option was selected in view of its capacity to accommodate key legal and other requirements, to maintain the high level of effectiveness achieved by Scrutiny but to do so in a more focused, streamlined manner.

Thirdly, the preferred option also reflected the stronger local scrutiny role envisaged for both Area Boards and Area Committees.

### **Retain Personnel Committee in its current form**

This option was rejected as it does not maximise the efficiency of arrangements by positioning Member and managerial responsibilities appropriately to facilitate effective decision-making.

## **9.0 Impact Analysis**

### **9.1 Equalities**

Proposals, especially those relating to strengthening of the governance framework for Responsive Local Service activity, are designed to make important front line services even more responsive to the needs, priorities and preferences of the varied and numerous communities the Council serves. Working with Area Boards, Area Committees will have responsibility for strengthening the Council's connection with all local communities, both geographic and communities of interest and for reflecting their priorities in more responsive service planning and delivery.

### **9.2 Privacy Impact Assessment**

Proposals have no additional implications for the protection of privacy of the public.

### **9.3 Sustainability**

Proposals are intended to refresh Executive and Committee arrangements in order to meet both known and emerging opportunities and challenges facing the Council. Proposed arrangements will be reviewed as necessary to ensure that they continue to reflect the Council's main priorities.

Any potential issues of financial sustainability will be the subject of consideration by the independent Remuneration Panel.

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

Proposals to strengthen Area Committees and to intensify their focus on local issues, principally through Area Boards, will complement the work of Local Multi Agency Problem Solving Groups in promoting improved safety and reduced fear of crime in Areas.

## **10.0 Other Relevant Considerations or Consultations**

### **(a) Financial Implications**

The significant changes proposed in this report will have financial implications as the number of Portfolios and their responsibilities change and as a consequence of new approaches to Area governance in support of decentralisation. It is therefore proposed to submit proposals for consideration by the independent Remuneration Panel for its consideration at the earliest opportunity.



(b) **Employee Implications**

There are no significant or immediate implications for employees resulting from these proposals. Area Committees will meet less frequently but have a more complex agenda and Area Board support responsibilities. There will be fewer Scrutiny Committees but significant Scrutiny Working Group activity. A review of this situation will be undertaken in the light of practical experience over the first few months of operation of new arrangements.

(c) **Legal Implications**

Proposals to amend the committee structure and Cabinet support arrangements will require the approval of full Council.

(d) **Policy Implications**

Proposals are designed to refresh the Council's Executive and Committee arrangements in order to deliver both current and emerging policies.

(e) **Implications for Other Services**

All Directorates have been consulted on proposals during the preparation of this report.

(f) **Project Management Methodology**

N/A

## **11.0 Background Papers**

Current Council Constitution  
Cabinet Portfolio Directory



## CABINET MEETING – 18 APRIL

### EXECUTIVE SUMMARY SHEET – PART I

**Title of Report:**

CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK : CORE STRATEGY REVISED PREFERRED OPTIONS AND SUPPORTING EVIDENCE PAPERS.

**Author(s):**

DEPUTY CHIEF EXECUTIVE

**Purpose of Report:**

The purpose of this report is to seek Cabinet's recommendation to Council to approve the Sunderland Core Strategy Revised Preferred Options for public consultation. Endorsement is sought from Cabinet to the three updated evidential papers summarised at Appendix 2 regarding the Retail Needs, Employment Land and the Strategic Housing Land Availability Assessment.

**Description of Decision:**

Cabinet is requested to :

1. Endorse the contents of the Sunderland Retail Needs Update, the Employment Land Update and the Strategic Housing Land Availability Assessment so that they can be used as :
  - a) Part of the evidence base to inform the emerging Local Development Framework, and
  - b) Material considerations in determining planning applications.
  
2. Agree that Council be recommended to:
  - a) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation;
  - b) Authorise the Deputy Chief Executive to make any required amendments to the attached Sunderland Core Strategy Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) as necessary prior to its publication for public consultation.

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

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

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

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

**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..

The Core Strategy must be informed by a robust evidence base. The need for evidence regarding Retail Needs and Employment Land requirements are emphasised in national planning guidance (PPS4) and Strategic Housing Land Assessments are a requirement of PPS3. To not undertake such updates in the light of the changing circumstances in the City, would undermine the planning policy framework and could jeopardise the Core Strategy at Examination.

Therefore there are no alternatives to preparing the preferred options of the Core Strategy or the supporting evidential papers

**Impacts analysed:**

Equality  Y Privacy  n/a Sustainability  Y Crime and Disorder  Y

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

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

**Relevant Scrutiny Committee:**

Environment and Attractive City Scrutiny Committee

Planning and Highways Committee

Sustainable Communities Scrutiny Committee

Prosperous City Scrutiny Committee

**CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK : CORE STRATEGY  
REVISED PREFERRED OPTIONS AND SUPPORTING EVIDENCE PAPERS.****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. Endorsement is sought from Cabinet to the three updated evidential papers summarised at Appendix 2 regarding the Retail Needs, Employment Land and the Strategic Housing Land Availability Assessment.

**2.0 DESCRIPTION OF DECISION**

- 2.1 Cabinet is requested to :
1. Endorse the contents of the Sunderland Retail Needs Update, the Employment Land Update and the Strategic Housing Land Availability Assessment so that they can be used as :
    - a) Part of the evidence base to inform the emerging Local Development Framework, and
    - b) Material considerations in determining planning applications.
  2. Agree that Council be recommended to:
    - a) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation;
    - b) Authorise the Deputy Chief Executive to make any required amendments to the attached Sunderland Core Strategy Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) as necessary prior to its publication for public consultation.

**3.0 SUMMARY OF KEY POLICY RECOMMENDATIONS**

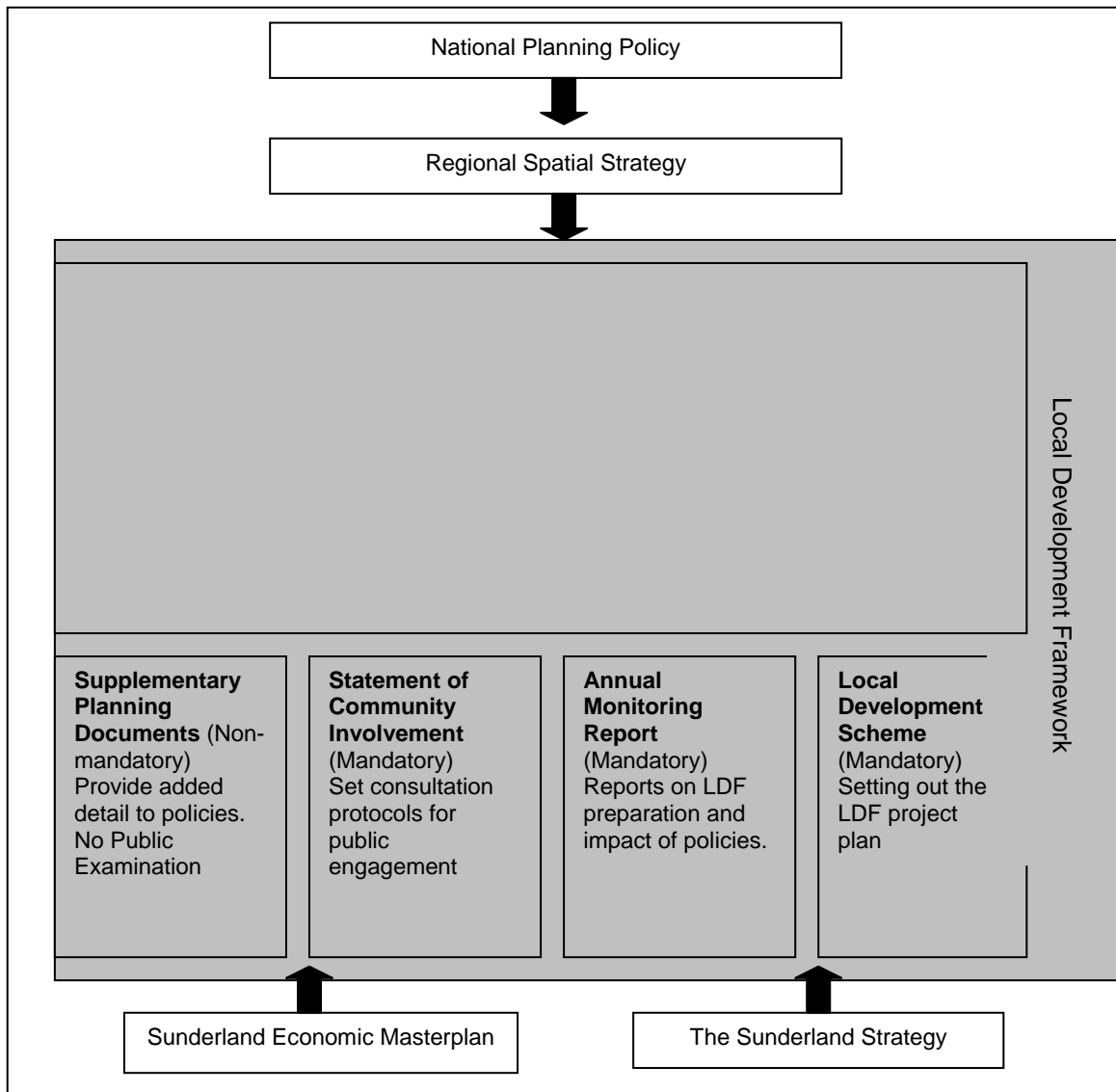
- 3.1 Within the body of this report, Members are requested to agree the following key policy issues over the period 2012 to 2032 :
- To agree a minimum target of providing some 15,000 new dwellings (net) (paragraph 7.10)
  - To provide a minimum of some 81 hectares of employment land (paragraph 7.12 and Appendix 2)
  - To provide 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 with the City Centre being the priority location for these requirements (paragraph 7.13 and Appendix 3)
  - To endorse the allocation within the Core Strategy of the two strategic sites on land to the North of Nissan and at Vaux / Farringdon Row (paragraph 7.14)

- To approve the principle of development and the broad range of uses in those areas proposed as “Locations for Major Development” (paragraph 7.15)

## **4.0 BACKGROUND**

- 4.1 As Figure 1 illustrates, the Core Strategy lies at the heart of the Local Development Framework (LDF). 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 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 housing, employment and transport. Once the Core Strategy is adopted, all other Development Plan Documents (DPD’s) (including the Allocations Plan and Hetton Downs Area Action Plan) must conform to the broad requirements of the Core Strategy.
- 4.2 The Core Strategy, like all statutory documents contained within the LDF must pass through the following statutory and non-statutory stages :
- Issues and Options (consultation completed between November 2005 and February 2006);
  - Preferred Options Draft and (consultation completed in between December 2007 and February 2008);
  - Publication Draft including public consultation (programmed for November 2012);
  - Submission Draft to the Secretary of State (programmed for April 2013);
  - Public Examination before an independent Inspector (programmed for July 2013);
  - Adoption (programmed for February 2014).

**Figure 1 : Illustration of the various LDF Documents.**



## 5.0 THE EMERGING CORE STRATEGY - PROGRESS TO DATE

5.1 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, regulatory changes during 2008 and 2009, and the need for transparency that all options have been fully considered, it was deemed prudent to review the Preferred Options draft prior to advancing its next formal stage, the Publication Draft.

5.2 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

- 5.3 Ten strategic sites were also identified and proposed for consultation.
- 5.4 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 from ten to two – namely Vaux / Farrington Row and land to the north of Nissan. These proposals were accepted by Cabinet and Council in March 2010.
- 5.5 The Revised Preferred Options Draft was subsequently approved by Council in March 2010 for consultation purposes. Given the then impending national elections, the formal consultation of the Revised Preferred Options draft was deferred in response to the range of sweeping changes introduced by the new Coalition Government which is discussed in detail at Section 6.

## **6.0 CHANGES AT THE NATIONAL AND REGIONAL LEVEL AND IMPLICATIONS FOR SUNDERLAND'S LDF.**

- 6.1 Upon election, the Coalition Government introduced a series of reforms to the planning system (both at a national and regional level) which have had a significant bearing on both the preparation and content of the Core Strategy.

### **National**

- 6.2 The mechanics of delivering many of these reforms, including those to the planning system were set out in the Localism Bill published in December 2010 which subsequently received Royal Assent in November 2011. Supplementary legislation and regulations will be required that will have a significant bearing on spatial planning which will require further consideration as they emerge. Among the 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 (outlined in detail below)
  - A new duty to co-operate between all public bodies on strategic planning
  - A commitment to a plan led system, albeit in a modified form, that includes :
    - A non-binding Inspector's report
    - Giving the power for local communities to prepare Neighbourhood Plans to bring forward more development than that set out in the Local Plan.
- 6.3 National planning policy has previously been set out in over 1,000 pages of themed planning policy statements and guidance notes (PPGs and PPSs). LDFs are required to conform to national policies and only in exceptional circumstances can LDFs depart from this guidance. In July 2011, Government published the National Planning Policy Framework (NPPF) for consultation. The NPPF seeks to consolidate all national policies into a single slim-line document.
- 6.4 On 27 March, the Government published the final version of the NPPF. In essence, national policy requires that Local Plans should be brought forward by March 2013. Failure to do so would mean that the NPPF would become the primary decision making document. The content of the NPPF will need to be factored into the emerging Core Strategy to ensure conformity.



## **Regional**

- 6.5 Currently, the Regional Spatial Strategy (RSS) for the North East provides an overarching framework for the region, including district requirements for *inter alia* future housing and employment land. It forms part of the statutory development plan (alongside the UDP or LDF) to determine planning applications. Emerging LDFs must be in general conformity with its provisions.
- 6.6 In July 2010, Government announced immediate revocation of RSSs prompting a series of High Court judgements over the course of 2010/2011. This has proved considerably problematic for Councils in taking forward their LDFs, given the considerable level of uncertainty surrounding the status of the RSS. Whilst the Localism Act has now removed the relevant clauses from legislation requiring their need and use, its formal revocation is not yet happened, though is expected shortly. In the interim, the RSS remains legally in force, though the weight afforded to it varies.
- 6.7 The intervening period has therefore been used to :
- Review and update the emerging Core Strategy document itself and continue to maintain alignment between the Core Strategy and the Economic Masterplan
  - Assess the continued relevance of evidence base that underpinned the original RSS policies
  - Formally respond to a range of DCLG consultations regarding proposals to modify the planning system.
  - Develop and update the evidence base that is required to underpin the LDF which includes :
    - i. Employment Land including the setting of locally derived employment land requirements
    - ii. Identifying long term shopping floorspace requirements
    - iii. Developing robust evidence to consider future housing requirements
    - iv. The Strategic Housing Land Availability Assessment (SHLAA)
    - v. The Strategic Housing Market Assessment (SHMA)
    - vi. Green Space Audit
    - vii. Green Infrastructure Strategy
    - viii. The Infrastructure Delivery Plan (IDP)
    - ix. The Strategic Flood Risk Assessment (SFRA)
    - x. The Nature Conservation Audit.
- 6.8 Subject to the actual timing of the RSS revocation, until it is revoked, the emerging Core Strategy must conform to the RSS requirements, though it would seem reasonable to introduce the City's own derived requirements at this stage.

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

- 7.1 The Core Strategy seeks to provide a long term strategic framework over a 20 year period (that is from 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 the Revised Preferred Options Draft. In other words, it seeks to tell the 'story' of where Sunderland has come from and where it will be by 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 The draft Core Strategy is effectively divided into three parts :

- i. A suite of 8 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;
  - Reflecting previous consultations around the Alternative Approaches to the spatial distribution of new development, by focussing the majority of development within the Sunderland and Washington conurbations whilst supporting the sustainable regeneration and growth of the Coalfields (which would be primarily housing led, but also includes development of a range of existing employment sites);
  - Developing the city's economic prosperity to meet the long term employment and retail requirements (as informed by the Employment Land Update and Retail Needs Update);
  - Ensuring there remains a sufficient supply of housing land to meet existing and future needs;
  - Ensuring that movement and travel promotes the city's sustainable regeneration;
  - Protecting and enhancing the city's built and natural environment.
  - How the council will manage both waste and minerals.
- ii. To provide local distinctiveness, five separate sub-area chapters are developed for the Central Area, Sunderland North, Sunderland South, Washington and the Coalfields (these are shown at Appendix 1). For each sub-area, it sets out a locally distinctive vision, the key issues and constraints and the opportunities for potential growth. The respective policies respond to the distinctive issues of each sub-area, for example, identifying particular house types which are required in that sub-area as informed by the Strategic Housing Market Assessment. These policies look in greater depth at any particular transport proposals affecting the area and identify broad "green corridors" which would contribute to the city's green infrastructure network.
- iii. A range of higher level Development Management policies that take their lead from the Core Strategy, which would be used on a day to day basis to inform planning applications. These range from :
  - Managing the release of new sites for development giving priority to the most sustainable options
  - The control and development of new development on employment sites
  - Requirements of new development in terms of design quality, sustainable construction to ensure that all development is of a suitably high quality, is sympathetic to its surroundings whilst reducing the risk from climate change;

7.4 The strategic policies will be illustrated on a key diagram that shows their geographical relationship.

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

7.5 Until the RSS for the North East is formally revoked, Sunderland's emerging LDF must still legally be in conformity with the RSS. However, the RSS was set during a completely different economic climate where the projections were for strong economic growth. 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 the state of the economy.

- 7.6 Government planning guidance emphasises the importance that LDF's should be based on sound and robust evidence so that the policies can stand scrutiny either at Examination or used to support planning decisions. The policies within this Core Strategy have been informed by the following updated evidential papers appended to this Report regarding :
- The Employment Land Update (Appendix 2)
  - The Retail Needs Assessment Update (Appendix 3)
  - The Strategic Housing Land Availability Assessment 2012-2027 (Appendix 4).
- 7.7 With further regard to new housing, there are effectively three routes to follow to determine long term housing requirements over the next 20 years :
- Retain and aggregate forward the adopted RSS housing targets (circa 18,790 dwellings)
  - Retain and aggregate forward figures that were proposed through the RSS pre-Examination draft (13,200 dwellings)
  - Develop localised targets based on local need and evidence.
- 7.8 Evidence has been 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 (which point to continued growth)
  - Migration (indicating continued decline of family-forming households)
  - Vacancy rates
  - Overcrowding
  - Employment levels
  - Past housing delivery rates
  - Housing Renewal and Replacement
  - The supply of sustainable housing land (from the SHLAA which suggests some 15,952 dwellings could be provided without recourse to Green Belt sites)
  - Policy requirements including the Economic Masterplan.
- 7.9 It is considered that those requirements set out within the RSS (18,790 dwellings) are overly ambitious and would not be deliverable. Essentially net new dwelling provision would need to be in excess of 1,000 dwellings per annum. Given the limited capacity of the house building industry to deliver such growth requirements, limited mortgage availability delivery rates and the lack of sustainable sites to accommodate this growth, it is considered that the RSS based requirement should be rejected. Equally, the pre-submission RSS housing figure target is considered too low and would not meet the aspirations and needs of the City for growth.
- 7.10 **A locally derived target of some 15,000 dwellings is proposed to be taken forward in the emerging Core Strategy.** Given that it is based on more up to date information and data, it is considered that its basis is more robust. It would provide a realistic and deliverable target for growth and provide the opportunity to meet the city's long term needs. It should be stressed that this figure would not be treated as a maximum. Informal discussions with agents and volume house builders (via the House Builders Forum) would suggest that the local 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 (as per the Employment Land Update) with

the implications this will have for population growth (eg high economic forecasts would signify the need to accommodate additional house building). This final piece of work is presently being undertaken.

- 7.11 Of this 15,000 target, it is proposed 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. If, as the NPPF would indicate that authorities provide an additional 20%, the requirement would rise to some 3,840 dwellings. As detailed at Appendix 4, there is a sufficient 5 year supply of deliverable housing land to meet these targets.
- 7.12 With regard to employment land requirements, the key recommendations as set out within the Draft Employment Land Update (at Appendix 2) have been applied. **This points to the need to deliver some 81 hectares of employment land (excluding the proposed Strategic Site to the north of Nissan).**
- 7.13 In terms of future retailing requirements, the Retail Needs Update (as summarised at Appendix 3), **the Core Strategy should provide some 79,000 sqm of comparison floorspace (such as clothes and electrical goods) over the next 20 years and some 7,500 sq.m (gross) of convenience goods floorspace (that is food).** For both requirements, the City Centre should remain the primary focus for development.

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

- 7.14 As agreed by 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 in order to provide the range of city centre B1 offices found in other similar sized cities. The Vaux / Farringdon Row 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 is the only site of strategic size in the City Centre which gives the opportunity to deliver significant B1a employment and as such it is vital if the economy of the centre – and the wider city is to be realised to its full potential. Similarly, the adjacent Farringdon Row site is capable of accommodating B1a uses to complement the high density office scheme envisioned at Vaux.
  - Land North of Nissan - This 20 hectare is supported by the Employment Land Review (2009) and Economic Masterplan, which recommends the need to identify a strategic employment site in the area of Washington. Furthermore, it would support the recent 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 the low carbon technologies and ultra low carbon vehicle production.

#### **Locations for Major Development**

- 7.15 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:

- Former Groves Cranes Factory (housing leisure and business)
- Sunnyside (housing, leisure and business)
- The Port (employment)
- Pallion Shipyard (housing, leisure and marina)
- Stadium Village (housing leisure and business)
- Bonnersfield and St Peters's (housing and education)
- Holmeside Triangle (retail led regeneration)
- Minster Quarter and Crowtree (Retail)
- Chaplegarth (housing)
- Cherry Knowle (housing and health)
- South Ryhope (housing and business)
- Land north of Burdon Lane (housing and supporting infrastructure).

7.16 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 for major opportunities 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 A 'Rejected Options' report 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 Report would set 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 The Core Strategy Revised Preferred Options requires formal endorsement by Council (in July 2012) prior to its formal publication and consultation. It is therefore proposed that 'informal' consultations / briefings will be made to the following Committees :

East and North Area Committees	23 April
Planning and Highways Committee	24 April (Relevant Review Committee)
West and Coalfield Area Committees	25 April
Washington Area Committee	26 April
Environment and Attractive City Scrutiny	13 June (Relevant Review Committee)
Sustainable Communities Scrutiny	14 June
Prosperous City Scrutiny	15 June

- 9.2 Feedback including any further modifications would inform the basis of the Core Strategy to be presented to Cabinet on 22 June and Council on 20 July 2012.
- 9.3 After approval by the Council the Revised Preferred Options, (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 July / August / September 2012 and will be undertaken entirely in accordance with the adopted Statement of Community Involvement.
- 9.4 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).
- 9.5 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.
- 9.6 The subsequent statutory versions of the Core Strategy will be delivered as outlined at paragraph 4.2.

## **10.0 REASON FOR DECISION**

**10.1** The decision is required to enable the Core Strategy to proceed to its next stage (statutory consultation) the Publication Draft.

## **11.0 ALTERNATIVE OPTIONS**

**11.1** 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.

**11.2** 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).

**11.3** 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.

## **12.0 Impact Analysis**

### **Equalities**

**12.1** 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**

**12.2** 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 7.2 to this report.

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

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

## **13.0 OTHER RELEVANT CONSIDERATIONS**

### **Financial Implications**

- 13.1 Costs have arisen from developing the evidence base and from 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**

- 13.2 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**

- 13.3 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**

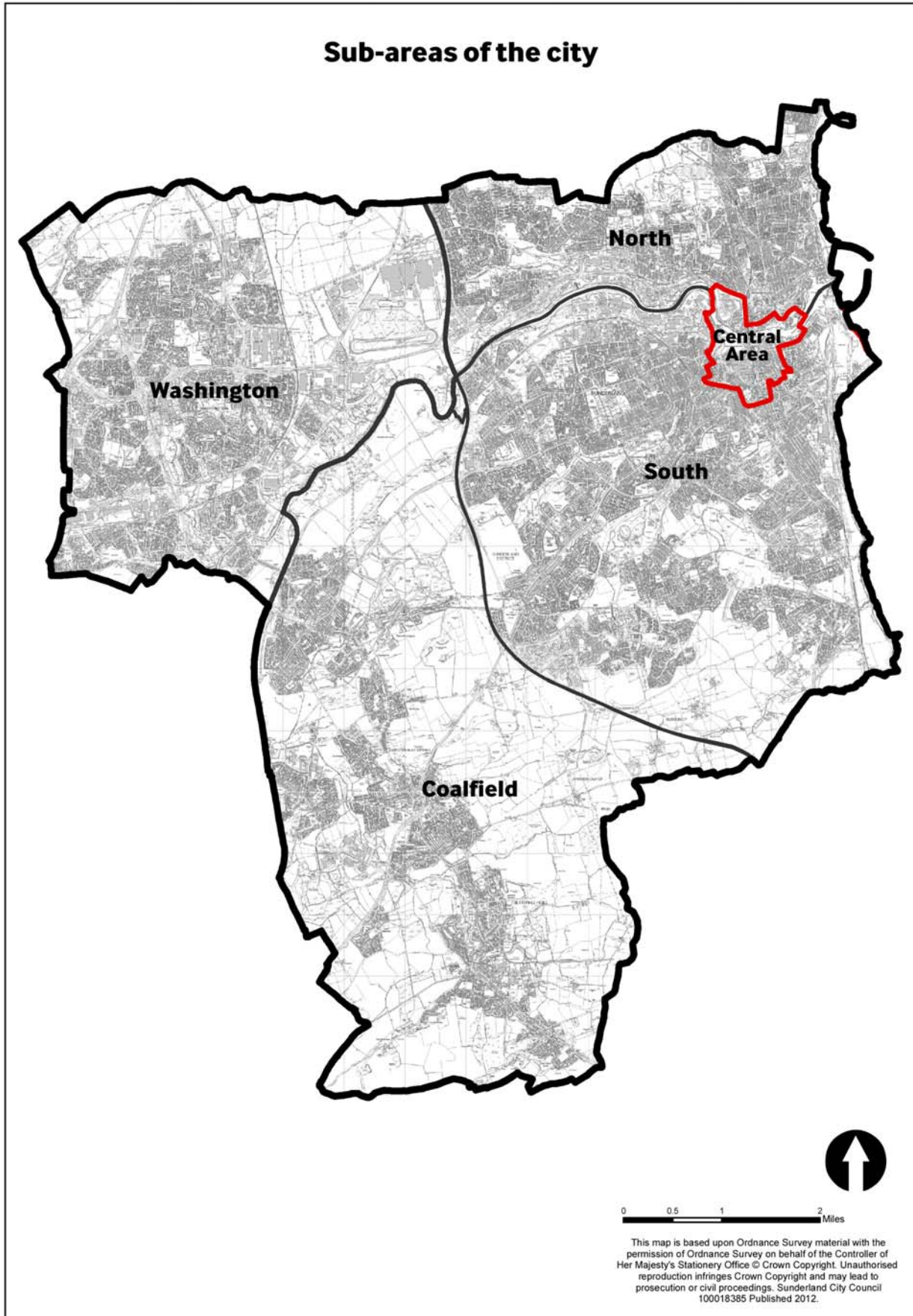
- 13.4 The Core Strategy policies reflect as appropriate other Council and LSP partners' strategies, plans and programmes. As such it should enable their land use aspects to be achieved in a co-ordinated and timely manner, for instance the land use decisions associated with the Council's waste management 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**

- 13.5 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.



## APPENDIX 2 ~ THE EMPLOYMENT LAND UPDATE

### BACKGROUND AND CURRENT POSITION

1. In 2009, the Council commissioned specialist consultants to prepare an Employment Land Review specifically to inform the emerging LDF. The key areas examined by that Assessment included:
  - A comprehensive quantitative and qualitative assessment of employment sites and premises in the City;
  - An assessment of the needs/demands and anticipated requirements arising from economic restructuring and projected labour market changes at national, regional and local levels;
  - Projected employment land and premises requirements by scale and nature in Sunderland to 2021;
  - The level of intervention expected to successfully deliver new, or improve existing lower quality and the extent and location of existing sites (if any) that should be considered for alternative forms of development.
  
2. The assessment concluded that:
  - It is important that the strategically important employment sites are not compromised and may require specific policy protection.
  - There is generally perceived to be a shortage of strategic employment land in Washington which could best be satisfied by the release of a new employment site. The Study suggested a site of around 30-40 hectares. A potential site was recommended to the north of the existing Nissan site.
  - In contrast, the older estates within the Coalfield areas of Houghton-le-Spring and Hetton-le-Hole may see a continued decline in both their physical condition and the level of demand for premises and sites in those locations.
  
3. The current Employment Land Update was commissioned in response to:
  - The Ministerial announcement in July 2010 to revoke all Regional Spatial Strategies. The RSS performs the role of setting amongst other things, employment land requirements by district (in this instance, Sunderland was projected to provide up to 225 hectares by 2021). Whilst the RSS still legally remains in force, its revocation is expected shortly. With the removal of this regional framework, local authorities will need to re-assess their own future employment land requirements
  - Adoption of the Economic Masterplan (July 2010) and to acknowledge its objectives for the city in terms of establishing an office market within the City Centre and the transition to a low carbon employment base
  - The designation of the Enterprise Zone around Nissan for Ultra Low Carbon Vehicles.

### FINDINGS OF THE 2012 EMPLOYMENT LAND UPDATE

#### **Demand for employment land**

4. Four scenarios of workforce projections were developed to determine the employment land requirement. The alternative scenarios primarily assume growth in the manufacturing sectors *Machinery & Equipment* and *Transport Equipment*. In office sectors, growth is forecasted in *Financial Services*, *Other Business Services* and *Some Social and Personal Activities*, plus more modest increases in *Publishing* and *Real Estate and Business Activities*. These sectors are amongst those

identified in the Economic Masterplan as having economic opportunity for Sunderland, and relate to employment land.

5. The four scenarios are:
- **The Baseline scenario**- which does not take into account any policy aspirations
  - **The Masterplan scenario**- which assumes 20% growth in the number of jobs in the manufacturing sectors Machinery & Equipment and Transport Equipment and a 15% increase in the number of office jobs in Financial Services, Other Business Services and Some Social and Personal Activities and a more modest increase in the numbers of office jobs in Publishing and Real Estate and Business Activities
  - **The Masterplan+ scenario**- which assumes 40% growth in the number of jobs in the manufacturing sectors identified above and a 40% increase in the number of office jobs in the sectors identified above
  - **The Masterplan++ scenario**- which assumes 60% growth in the number of jobs in the manufacturing sectors identified above and a 40% increase in the number of office jobs in the sectors identified above

**NOTE : THESE PROJECTIONS ARE IN THE PROCESS OF EVALUATION.**

6. The summary table below sets out the estimated change in jobs, floorspace and land up to 2027. Jobs are translated into estimates of floorspace using standard employment densities, whilst floorspace is translated into estimates of land using standard plot ratios.

**Table 1 : Employment Projections and Land Requirements**

Scenario	2009-2027 jobs	Floorspace change 2011-2027 (sqm)	Land change 2011-2027 (hectares)
Baseline	-3,814	-275,635	-68.9
Masterplan	2,910	41,552	10.4
Masterplan +	6,564	200,143	50
Masterplan ++	8,422	324,627	81.1

7. Analysis based on the existing and emerging low carbon industries, would suggest that the adoption of the “Masterplan++“ scenario would provide an appropriate basis for identifying the land requirements in the City to 2032.
8. Furthermore, the ELU re-assessed the stock of existing employment allocations recommending that the Core Strategy maintain three categories of site :

**Tier 1 ~ Key employment areas** ~ *Comprising the ten key sites identified below, these should be given full protection from alternative development due to their strategic importance; only small-scale uses genuinely ancillary to the successful functioning of the main employment use will be allowed e.g. a small shop for on-site workers day-to-day needs :*

- Nissan
- Turbine Park
- Washington Estates

- Vaux/ Farringdon Row
- Doxford International
- Pallion Shipyard
- The Port
- Hylton Riverside
- Sunrise Business Park
- Rainton Bridge
- Land to the North of Nissan<sup>1</sup>

*In addition, the report recommends that the Council should continue to pursue the development of a Strategic Site on land to the North of Nissan and secure its release from the Green Belt through the emerging Core Strategy. This development of this site would fully accord with the principles of the Economic Masterplan and its proximity to Nissan – at the centre of the Low Carbon Economic Area – highlights the significant advantages that this site could bring to the economy of the City and the wider sub-region*

**Tier Two sites** where the presumption will be to retain their employment character. Non-employment uses could be allowed subject to the demonstration that the sites have been substantially marketed without attracting developer interest and that, such schemes would not jeopardise the remaining employment function of the area.

**Tier Three Sites** comprising the older sites with limited market appeal and where the introduction of new, positive land uses would be of significant regeneration benefit to the local area. Such sites would include the following sites the 2009 and 2012 versions of the assessment recommend for de-allocation (totalling some 32.7 ha of employment land) :

- New Lambton (3.6 hectares)
- The full or partial de-allocation of the South Ryehope Employment Site (20 hectares)
- Two sites at Hendon (6 hectares)
- Land at Sedgeleth (0.6 hectares)
- Hetton Lyons (0.4 hectares)
- Extension to the Market Place (2.1 hectares)

- 9 When comparing a scenario derived demand against the actual supply of employment land across the city reveals the following :

**Table 2 The Supply of Undeveloped Employment Land**

Existing undeveloped supply	198ha
Land recommended for de-allocation in ELU	32ha
<b>Available</b>	<b>166ha</b>
Land committed (Turbine Business Park and Rolls Royce)	37ha
Constrained/ Landlocked etc	40ha
<b>Total committed/ constrained</b>	<b>77ha</b>
<b>Total (available minus committed/ constrained sites)</b>	<b>89ha</b>

**Table 3 Balancing Employment Land Forecasts with Supply**

	Baseline	Masterplan	Masterplan +	Masterplan ++

<sup>1</sup> This site would fall into this category upon confirmation of its allocation through the Core Strategy.

Supply	89	89	89	89
Required Land Change	-68.9	10.4	50	81.1
<b>Surplus / Deficit (ha)</b>	<b>-157.9</b>	<b>-78.6</b>	<b>- 39</b>	<b>+ 7.9</b>

**NOTE : LAND SUPPLY REQUIREMENTS ARE PRESENTLY BEING VERIFIED AGAINST RECENT PLANNING DECISIONS.**

- 10 Under the “Masterplan ++” Scenario, there is in overall terms, an oversupply of some 8 ha of employment land. It is considered that this would be sufficient to provide a suitable degree of flexibility within the market to allow it to operate. However, it should be noted that the above tables do not take into account the proposed Strategic Employment site to the North of Nissan (totalling 20 hectares).
11. A copy of the executive summary of the Update has been attached to this report.

**BACKGROUND PAPERS**

Employment Land Update Executive Summary  
Employment Land Review (2009)

## APPENDIX 3 ~ THE RETAIL NEEDS UPDATE

### BACKGROUND AND CURRENT POSITION

1. In 2009 the Council commissioned Roger Tym and Partners to prepare a Retail Needs Assessment specifically to inform the emerging LDF. The key areas examined by that Assessment were to :-
  - Identify the catchment of the City and provide an analysis of shopping patterns within the catchment area;
  - Identify the likely requirement for new retail floorspace in the City in the convenience and comparison sectors up to 2021;
  - Undertake a 'health check' of all centres in the City, including an overview of qualitative deficiencies, and provide an indication of the broad need for new town centre uses in these centres;
  - Assess the capacity of existing centres to accommodate new retail development, including the scope for extending the City Centre retail core.
2. The 2009 Assessment concluded that over the period 2008-2026, in overall quantitative terms there was a need for some 4,500sq.m of convenience (food) floorspace and up to 87,700sq.m of comparison floorspace (such as clothes and electrical goods) in the City. It also highlighted those areas of the City where there was a qualitative need for new retail facilities, namely Houghton Town Centre, North Sunderland and the City Centre.

### THE NEED FOR THE UPDATED RETAIL NEEDS ASSESSMENT

3. Since the completion of the 2009 Assessment a number of major retail developments have been granted planning permission in the City. These principally comprise:-
  - Tesco, Sunderland Retail Park** (May 2011): Erection of new retail superstore (16,140sqm) and four additional retail units (2,661sq.m)
  - New Local Centre, North Hylton Road** (October 2011): New local centre comprising foodstore (3,569sq.m), retail units, commercial units, offices / non residential institutions and restaurant.
  - Sainsbury's, Riverside Road** (November 2011): Erection of a foodstore (10,180sq.m) with associated petrol filling station.
4. These schemes will address the qualitative deficiency in the North Sunderland area. A new supermarket is being progressed on the site of the former Houghton Colliery which will address qualitative deficiencies in the Coalfield.
5. In addition some 14,000sq.m of new floorspace is currently pending consideration on retail schemes in Washington.
6. Retail development was included in the revised national planning policy guidance for economic development (PPS4: Planning for Sustainable Economic Growth) issued soon after the publication of the 2009 Assessment. This guidance gives particular emphasis to the need for planning policy and development control decisions to be based on up-to-date evidence, and emphasised the need for Local

Planning Authorities to assess quantitative and qualitative retail requirements in their area.

7. This emphasis is maintained in the draft National Planning Policy Framework (July 2011) which states that Local Planning Authorities should maintain a robust evidence-base to assess:-

*“the requirements for land or floorspace for economic development, including both the quantitative (how much) and qualitative (what type) requirements for all foreseeable types of economic activity over the plan period, including for retail and leisure development”*

## **KEY FINDINGS OF THE 2012 RETAIL NEEDS UPDATE**

8. The Update has three main elements:-
  - i. to identify the likely requirement for new retail floorspace in the comparison and convenience sectors between 2011 and 2032;
  - ii. to assess qualitative need and identify deficiencies in retail provision across the City;
  - iii. to identify where the additional comparison and convenience floorspace should be located.
9. For comparison goods, the floorspace requirement for the overall period is 78,900sq.m (gross). In the medium term the floorspace requirement of 49,000sq.m is much reduced compared to the range outlined in the 2009 Assessment (61,000sq.m to 88,000sq.m). This is due to expenditure forecasts being lowered as a result of the ongoing recession. The Update recommends that most of the 49,000sq.m should be channelled towards the City Centre.
10. For convenience goods, the floorspace requirement for the period is 7,500sq.m (gross). In the convenience sector there is a negative requirement up to 2017, with existing commitments absorbing the potential growth in retained expenditure. It will therefore be a question of filling gaps in service. There will be capacity for only one large store in the Coalfield (a store of this nature is being brought forward on the site of the former Houghton Colliery), but once this is provided, the only major gap in service provision in Sunderland will be the City Centre.
11. These recommendations have been built into the City-wide retail policy in the draft Core Strategy Revised Preferred Options document.
12. However, until the Core Strategy is adopted in early 2014, the findings of the Update will form a material consideration in determining proposals for retail development in the City.
13. A copy of the executive summary of the Update has been attached to this report.

## **BACKGROUND PAPERS**

Draft National Planning Policy Framework (July 2011)  
Planning Policy Statement 4 (December 2009)  
Sunderland Retail Needs Assessment (September 2009)  
Draft Sunderland Retail Needs Update (March 2012)

## APPENDIX 4 ~ THE STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT 2012-2027

### BACKGROUND AND CURRENT POSITION

1. A top priority for Government is to ensure that land availability is not a constraint on the delivery of new homes and that a more responsive approach is taken to land supply at a local level. As such PPS3 Housing (2011) requires local planning authorities to keep under regular review informed assessments of its long term housing land supply that:
  - Identifies specific, deliverable sites for the first five years of a development plan; (to be deliverable a site must be available, suitable and achievable).
  - Identifies specific, developable sites for years 6-10 and ideally years 11-15 (to be developable a site should be in a suitable location and there should be a reasonable prospect that the site is available for housing and could be developed at the point envisaged).
  - Indicates broad locations for future growth for years 11-15 if specific sites cannot be identified.
2. The supply of land is demonstrated through the production of a Strategic Housing Land Availability Assessment (SHLAA), which assesses sites for their housing potential and when they could be developed. This is the third SHLAA that the Council has prepared to satisfy national policy requirements and looks at the potential land supply for housing for the period 2012 to 2027.
3. In July 2011, the Coalition Government published the draft National Planning Policy Framework (NPPF). The key message being that authorities should apply a presumption in favour of sustainable development which in part facilitates economic growth and meets housing needs. To this end, it has incentivised new house building through the New Homes Bonus, Get Britain Building Fund and the new “NewBuy” Guarantee scheme.
4. It must be emphasised that the SHLAA is not a policy document that formally determines whether a site should be allocated or developed for housing purposes. The SHLAA is an integral part of the evidence base that will inform both the Core Strategy and the city’s Local Development Framework (LDF). It is the role of the LDF to determine which specific sites are to be allocated for housing purposes to best meet the objectives of the Council. Without the SHLAA, the LDF could be proved to be unsound and as such it could be struck down at Examination.
5. In addition to considering the long term potential of housing land, local authorities are also required to demonstrate that they have a supply of deliverable land for housing for the next five years in line with PPS3. In the event that a five year supply cannot be met, the local planning authority may have to favourably consider planning applications for housing on unallocated sites. The role of the SHLAA is therefore an important material consideration in the determination of planning applications.
6. Key requirements of a SHLAA are set out in PPS3 and CLG Practice Guidance. They are:
  - A list of sites, cross-referenced to maps showing locations and boundaries;



- Assessment of the deliverability and developability of each identified site to determine realistically when a site might be developed;
- The potential quantity of housing that could be delivered on each identified site;
- Constraints on the delivery of identified sites and recommendations on how these constraints could be overcome.

7. A full copy of the SHLAA (2012 to 2027) is available from Members' Services.

## MAIN ELEMENTS OF THE SHLAA 2012: THE CITY'S HOUSING REQUIREMENTS

8. In setting housing requirements (especially the 5 year targets), the control figure has always been taken from the Regional Spatial Strategy. Given that it will soon to be revoked (under the Localism Act 2011), it has provided an opportunity to revisit the City's housing needs using more up to date evidence.
9. The emerging Core Strategy (Revised Preferred Options Draft proposes (at this stage to provide some 15,000 net new homes between 2012 and 2032). Through this SHLAA update, consideration has been given to the phasing of the release of housing land (to ensure that sufficient housing land is released at any one time. Based on this work, it is deemed appropriate not to take into account past under provision against RSS targets from its 2003 base date. This is a minimum target and any additional requirement for housing land reflecting an improving market can be dealt with through the Plan, Monitor and Manage process. Indicative targets are therefore proposed at Table 1.

**Table 1: Sunderland Housing Requirement 2012 – 2027 by sub-area.**

	2012/13- 2016/17	2017/18- 2021/22	2022/23- 2026/27	Total	%
Central	482	550	605	<b>1637</b>	15
South	1617	1846	2045	<b>5508</b>	51
North	262	298	325	<b>885</b>	8
Washington	199	226	245	<b>670</b>	6
Coalfield	640	730	805	<b>2175</b>	20
<b>Total</b>	<b>3200</b>	<b>3650</b>	<b>4025</b>	<b>10875</b>	100

**NOTE – PRESENTLY REVIEWING RECENT APPEAL DECISIONS REGARDING HOW TO TAKE INTO ACCOUNT UNDER PERFORMANCE.**

## MAIN ELEMENTS OF THE SHLAA 2012: IDENTIFYING SITES AND DETERMINING THEIR DELIVERABILITY

10. A sub-regional key stakeholder partnership for Tyne and Wear was established along with a key stakeholder panel to assist in the production of SHLAAs within Tyne and Wear. The panel comprises lead local authority officers, representatives from Registered Social Landlords, the Royal Institute of Chartered Surveyors, Home Builders Federation and a planning consultant. The panel allows for regular SHLAA discussions and consultations with Tyne and Wear authorities to take place.
11. The SHLAA process has assessed a range of sites including:
- those with planning permission
  - those in the Unitary Development Plan (UDP) (1998)
  - those in the Interim Strategy for Housing Land (ISHL) (2006)
  - sites suggested through pre-application and other discussions

- sites forwarded by developers and landowners through the local authority's call for sites.
12. This year consideration has focussed on new sites suggested by developers or others and amendments due to changes in the status of the sites included in last year's schedule. The changes include deletion of completed sites or sites re-developed for other purposes; changes to site boundaries; and amendments to capacity estimates. The changes are described in the new schedule.
  13. In accordance with the agreed SHLAA methodology certain sites with challenging development constraints have been excluded from the assessment at the outset, such as those within a Site of Special Scientific Interest (SSSI) or flood risk Zone 3B (functional floodplain) and Green Belt allocation.
  14. To assess whether sites are deliverable or developable, consultations have been held with a range of experienced and expert participants from both within and outside the council to ensure that information gathered is accurate and a true perspective is gained.
  15. Information was also placed on the City Council's website and members of the public were given the opportunity to submit comments on the deliverability of sites. Individual letters of consultation and subsequent meetings were held with those who had raised concerns on particular sites inviting them to submit comments on the deliverability of sites, of which 6 responses were received.

## MAIN ELEMENTS OF THE SHLAA 2012: RESULTS

16. Table 2 sets out the main results from the 2012 SHLAA, giving an indication of the total number of potential deliverable and developable dwellings within the next 15 years. The split between greenfield and brownfield sites is also indicated. The table also provides a comparison with the Sunderland housing requirements from Table 1.

**Table 2: SHLAA results**

	2012/13-2016/17 Years 1-5			2017/18–2021/22 Years 6-10	2022/23-2026/27 Years 11-15	Total dwellings Years 1-15		Brownf'ld %	Greenfield %
Required	3200	% of required	+ 20% Total Figs	3650	4025	10875	% of required		
North	987	31	314	541	235	1763	16	63	37
Central	568	18	578	1183	226	1977	18	100	0
South	1541	48	1943	3437	1840	6818	63	48	52
Wash'ton	731	23	237	272	50	1053	10	82	18
Coalfield	1613	51	768	2001	359	3973	37	64	36
<b>City</b>	<b>5671</b> *	<b>171</b>	<b>3840</b>	<b>7434</b>	<b>2710</b>	<b>15815*</b>	<b>144</b>	<b>71*</b>	<b>29</b>

\* Total takes into account 231 dwellings from deliverable small sites (under 10 dwellings) that have planning permission. These sites have not been attributed to the individual ARFs. They are all classed as brownfield.

17. Overall the estimated capacity of identified deliverable and developable sites is almost half more than the requirement for the 15 year period. In the initial 1–5 year period supply is nearly twice the housing requirement.

18. Brownfield land comprises some 71% of the total sites identified, which, if all were used for the new requirement could provide 78% of homes. Notwithstanding, it should be noted that there has been a substantial recalculation in the potential capacity of some major brown field sites in Central Sunderland, notably Vaux, and Farrington Row, to better reflect the changing housing market; also, in Farrington Row's case, to reflect a large reduction in the available housing site due to the proposed release for the justice centre. Other notable sites which have commenced development include Elba Park Lambton, former Cape Insulation, Murton Lane and Volker Stevin, Springwell. Other notable sites expected to commence shortly include; Lisburn Terrace, the Paper Mill, Commercial Road Hendon, High Ford and Ryhope Hospital.
19. In the first 5 years, the SHLAA has identified a deliverable housing capacity of 5,671 homes which is 77% in excess of the 5 year requirement (set out in Table 2). The National Planning Policy Framework (NPPF) (March 2012) advocates providing an additional allowance of between 5% and 20%. Allowing for an additional 20%, would indicate there remains an excess of 48%. Some of the larger sites are already under construction notably Lambton Cokeworks, Murton Lane, Volker Stevin, Springwell Road and Doxford Park and some of these sites will continue building into the 6-10 year period. Central Sunderland and Sunderland South together are capable of delivering 66% of the total city requirement in the first 5 years, increasing to 81% over the whole 15 years.
20. The Coalfield can bring forward 51% in the first 5 years and 37% overall, potentially higher than its proportion of the population (17%).
21. However North Sunderland and Washington continue to be constrained in the amount of housing they can bring forward due to their built up nature and restrictions to expansion, notably by the Green Belt.
22. The sites within years 1-5 are the most important, as these are the deliverable sites which have no major constraints to their early development and have been identified as being suitable for housing purposes. It is expected that over time sites within years 6-10 and 11-15 will overcome their constraints and come forward to ensure a continuous supply of deliverable and developable sites.

## **NEXT STEPS**

23. The supply of potential housing land will be monitored on an annual basis and managed to ensure that a continuous five years supply of deliverable sites is maintained. New sites that have not been previously identified may well come forward in the meantime and will be taken into consideration in the monitoring process and subsequent revisions of the SHLAA. The monitoring of the supply of deliverable sites will be linked to the City Council's LDF Annual Monitoring Report review process.
24. A number of sites have been submitted for consideration through the SHLAA which are presently located in the Green Belt. These have for the present time been discounted from the SHLAA process. Equally, the discounting of a number of sites from the SHLAA has been undertaken for some sites which lie within defined Settlement Breaks. As part of the emerging LDF, it is proposed to review these sites in terms of their overall suitability. This exercise will involve a scoring

mechanism or means of categorisation for each use, taking into account the following four categories of criteria:

- Principle of sustainable development
- Role of settlement breaks
- Contribution to meeting Core Strategy objectives
- Practicality.

## **BACKGROUND PAPERS**

Planning Policy Statement 3 – Housing 2011 (PPS3)

# Core Strategy





# Core Strategy

## Development Plan Document Draft Revised Preferred Options

April 2012

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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.



## **What Is Planning And The Local Development Framework ?**

**1.1** Planning ensures that new development such as houses, offices and shops are located in the right place at the right time.

**1.2** Most new development requires planning permission before it can be built. Since 1991, development plans were prepared providing a long term blueprint for the future (normally over 15 to 20 years). These set out planning policies to help determine whether planning permission should be given to new development by indicating 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.

**1.3** In 2004, legislation introduced a new system of development plans, the Local Development Framework (LDF). The LDF is a collection of documents (as shown by Figure 1) some of which must be prepared whilst others are discretionary.

**1.4** Collectively, these plans set out answers to some key questions such as :

- How much housing and employment land will be needed in the future and where should it be located ?
- What land is needed for important services such as new schools
- How will the environment be protected and enhanced ?
- How can the city reduce its impacts on climate change, lower the risks of flooding and make people think about how they travel and move around the city ?
- How and when can people get involved in preparing these plans to make sure it delivers what is needed ?
- Are the policies in reality delivering what they intended ?

**1.5** The LDF will eventually replace the saved policies contained within the City Council's existing long term planning document, the Unitary Development Plan which was adopted in 1998.

## **What Is The Core Strategy And Why Is It Important ?**

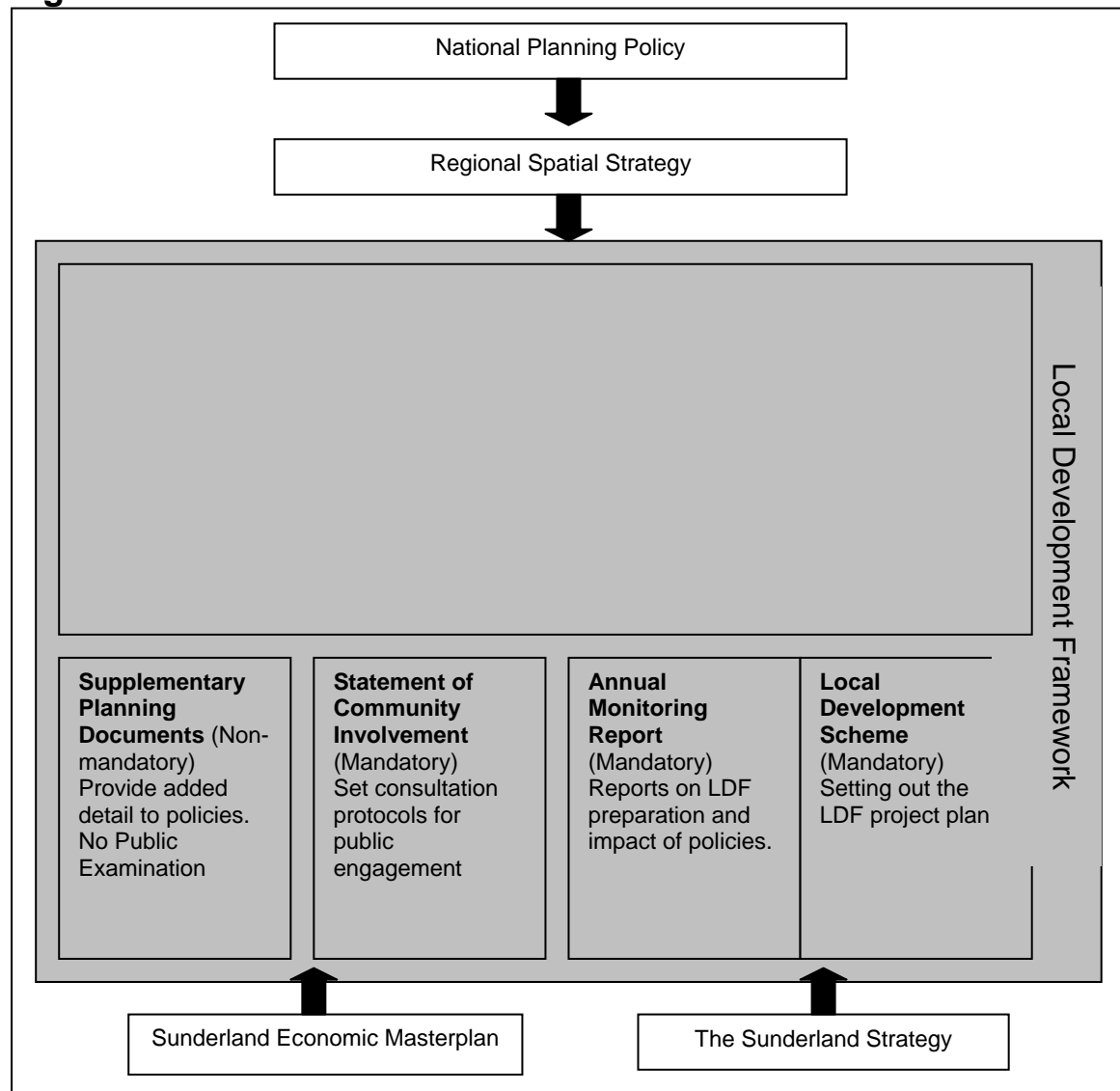
**1.6** The Core Strategy sits at the heart of the LDF because all other plans must deliver its policies. The Core Strategy says how the city will change by 2032 by setting out the spatial vision and aims. These are supported by strategic policies required to deliver that vision. By and large most Core Strategy policies are not site specific. Allocations Plans, Area Action Plans and Neighbourhood Plans (where these are brought forward) will provide the site specific detail taking their lead from the Core Strategy.

**1.7** By demonstrating how the city will develop, the Core Strategy provides certainty for developers and residents alike as to how planning applications will be considered. 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.

**1.8** The Core Strategy will also allow 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.

**1.9** The Core Strategy will therefore affect everyone who lives, works, plays in or visits Sunderland.

**Figure 1: Illustration of the various LDF Documents.**



## The Core Strategy In The Wider Context

**1.10** The Core Strategy must conform with national and regional planning policies.

### The National Planning Context

**1.11** Upon election in May 2010, the Coalition Government has and continues to introduce a range of measures to radically reform the planning system.

The Localism Act (2011) will transfer many powers from central government to local councils and their communities.

**1.12** 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 will 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.

**1.13** National policy is set out in over 1,000 pages of themed policy statements. In July 2011, the draft National Planning Policy Framework (NPPF) was published to consolidate and simplify all national policies into a single document. The objective underpinning the draft NPPF is the presumption in favour of sustainable development whereby plans must support sustainable growth.

### **Regional Context**

**1.14** From 2004, Regional Spatial Strategies (RSS) legally comprise part of the development plan for each local council. They provide regionally based policies and set long term district targets primarily for future housing and employment needs. The Localism Act will formally revoke all RSSs and this is expected to take effect shortly. The City Council will be able to set its own growth targets (where supported by more up to date evidence). Many of the existing RSS policies are still of value and where relevant, this Core Strategy has “absorbed” those RSS policies. In other respects, principally around housing and employment land targets, the City Council has reviewed its evidence to provide new long term targets.

**1.15** In August 2011, Government confirmed the designation of the North East Local Enterprise Partnership’s (NELEP) Enterprise Zone. Totalling some 117 hectares, it contains sites in Sunderland, Newcastle and North Tyneside. 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.

### **The Local Context**

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

**1.17** In 2010, the City Council and its partners launched the Economic Masterplan that will guide the city’s economic growth over the next 10 to 15 years. This integrates both the urban economic strategy and the spatial framework for the area and will become a powerful development and marketing / promotional tool. 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”*

- 1.18** 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.

**1.19** The Sunderland Strategy and Economic Masterplan are not statutory documents and cannot allocate land for development or set policies to guide the future development of the city. However, these are fundamental building blocks, forming part of the evidence base for the LDF.

**1.20** Preparation of the Core Strategy to date has both been influenced, and in turn informed the Sunderland Strategy and 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**

**1.21** 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.

**1.22** Historically Sunderland was one of the main economic powerhouses of the north east. The city was widely known for its coalmining, shipbuilding and the manufacturing of high quality glass which were shipped around the world. However, 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.

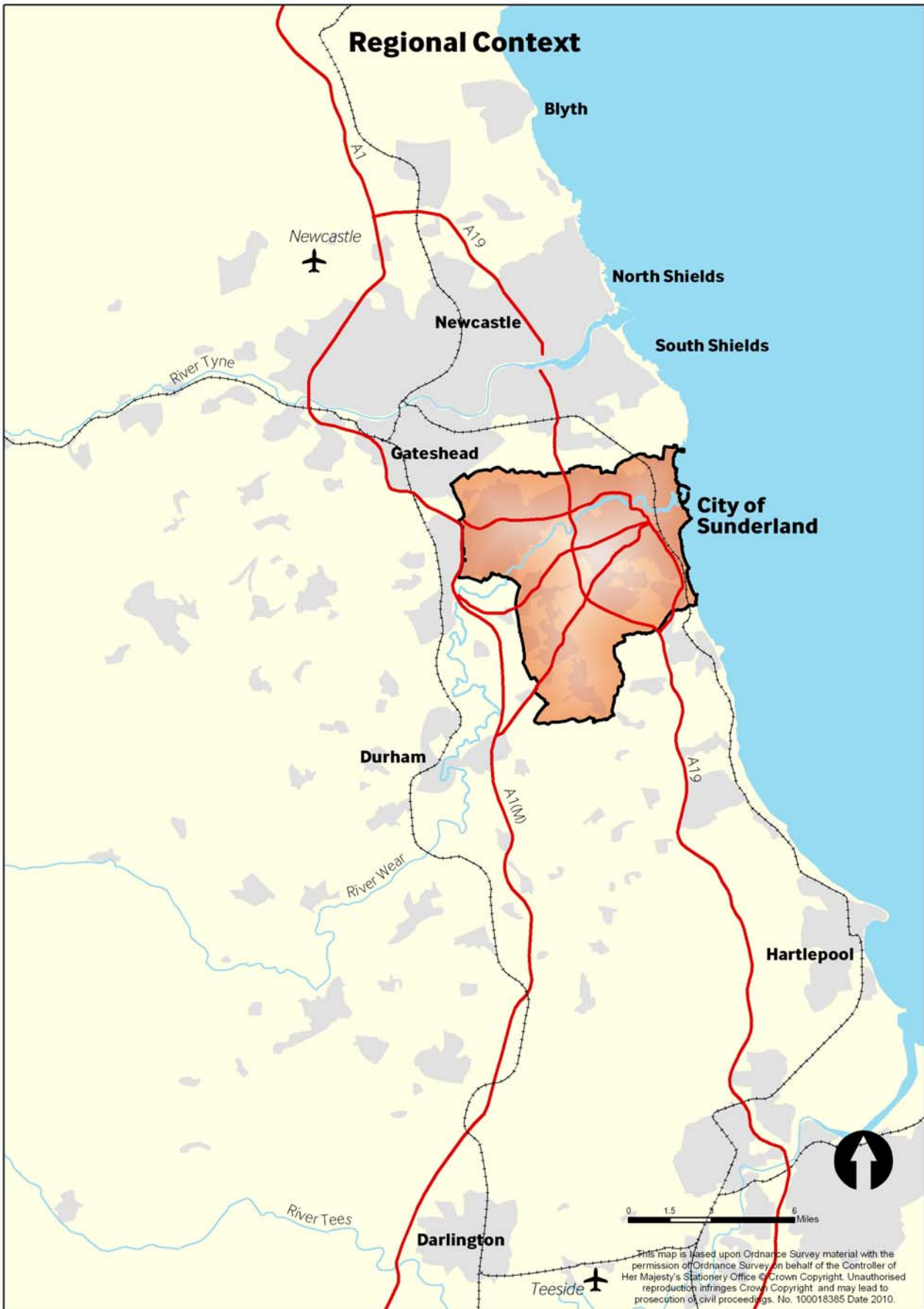
**1.23** The city has since undergone a significant physical and economic transformation. In place of the traditional industrial sectors, have risen world



leaders in automotive manufacturing 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.

**1.24** 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.

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



**1.25** For city with a heavy industry background, Sunderland has a rich and diverse natural and cultural heritage. Over 50% 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 City 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.

**1.26** Sunderland has an estimated population of some 281,700<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). In the early 1990's Sunderland's population was close to 300,000. However, projections now indicate that the population will continue to increase over the next 20 years.

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

**1.28** 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. 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 at 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.

**1.29** 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.

**1.30** The River Wear, Green Belt and the A19 trunk road separates the city into five distinct parts. As Figure 3 illustrates, this Core Strategy proposes 5 sub-areas reflecting their geographical functional and operational distinctions:-

- The **Central Area** essentially comprises the heart of the city straddling the River Wear and is the primary focus for the city's services and shops and University campuses. It includes the City Centre on the south bank and to the north, the Stadium of Light across to the University's St Peter's Campus.
- **South Sunderland** comprises the largest part of built up Sunderland and contains the largest proportion of the city's population. It has natural boundaries with the River Wear to the north and coastline to the east as well as the A19 around the west and south.
- **North Sunderland** is a densely built up urban area clearly bounded by the coast to the east, Green Belt to the north and A19 to the west, and

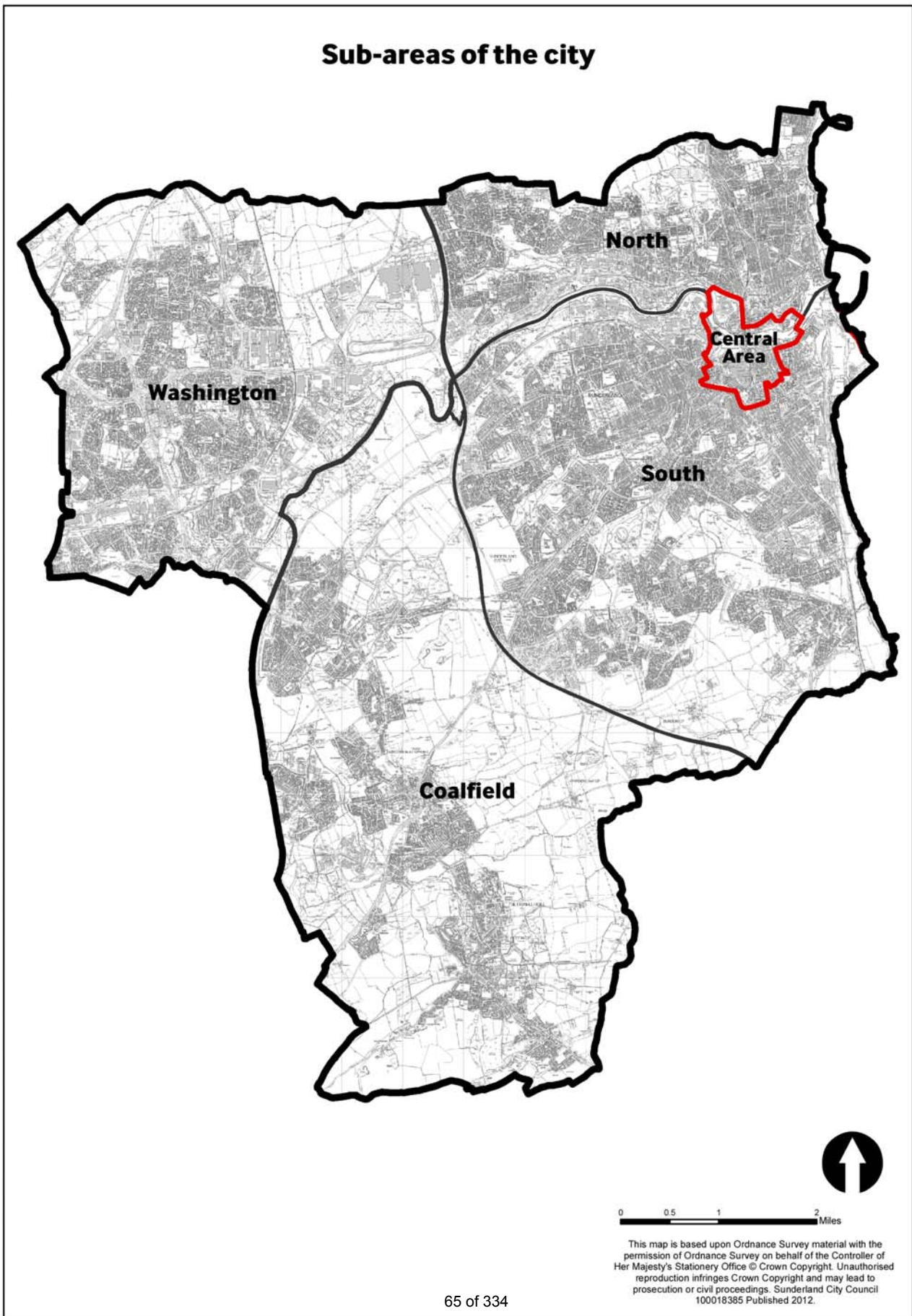
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<sup>1</sup> ONS Based Projection (May 2010)

by the River Wear to the south. Southwick and Sea Road provide important local centres to the area

- **Washington** is a stand alone New Town settlement bounded by Green Belt. Built in the 1960s, it has its own town centre.
- The **Coalfield** is made up of a number of linear former mining towns and villages that include Houghton-le-Spring and Hetton-le-Hole. It is bounded by County Durham to the south, the River Wear to the north and separated from the main built up area of Sunderland by a combination of Green Belt, the A19 and Magnesian Limestone Escarpment.

**Figure 3: The Core Strategy Sub-Areas**



## Key Planning Challenges and Opportunities for the City - Looking Forward

**1.31** 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.

**1.32** 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 the community. This not only 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.

**1.33** 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 Co. 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.

**1.34** 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 (though not an inexhaustible) supply of previously developed land (particularly along the River Wear in Sunderland). Some sites cannot be viably developed without significant investment.</li> <li>○ The Magnesian Limestone Escarpment defines and 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>○ 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 exhibit high levels of deprivation.</li> <li>○ Aspirations are low with low levels of progression into higher education or higher earning jobs</li> <li>○ Wealth per head of population is amongst the lowest in the UK</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>○ The city's population is ageing</li> <li>○ A decline in family forming age groups</li> </ul>	<ul style="list-style-type: none"> <li>○ New house building offers the choice to re-balance the housing stock to meet demand and choice.</li> <li>○ Where new housing or housing renewal is planned, to ensure they are designed to maximise access to employment and services (either physically or 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> </ul>

<p>through out migration for higher paid jobs and a wider choice of housing.</p> <ul style="list-style-type: none"> <li>○ Over the past 10 years population has fallen though forecasts suggest this will be reversed in the future.</li> <li>○ The health of our residents is well below the national average</li> <li>○ Obesity is becoming more prevalent</li> <li>○ Whilst improving, educational attainment is below the national average</li> <li>○ A high percentage of people are qualified only to NVQ Level 1.</li> <li>○ There is a mismatch between skills and jobs.</li> <li>○ People who live in the city earn less than people who work in the town – higher paid jobs are occupied by people who commute from elsewhere.</li> </ul>	<ul style="list-style-type: none"> <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.</li> <li>○ There is a lack of high quality office space within the City Centre</li> <li>○ A number of employment areas are in need of investment</li> <li>○ Too reliant on a narrow range employment base ie cars and contact centres.</li> <li>○ Competing land uses for non-employment uses in employment areas</li> <li>○ Less spending power exists in the City Centre resulting is 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 in Britain offering resilient connectivity for business customers.</li> <li>○ Designation of the Low Carbon Economic Area in 2009 acts as a driver for investment.</li> <li>○ Successful designation of the 42 ha Enterprise Zone at Nissan for ultra low carbon vehicle production.</li> <li>○ Extending the employment base to foster growth in software, low carbon businesses and those associated with the health and creative industries.</li> <li>○ Availability of land to diversify employment opportunities and expand on the growth at Nissan.</li> <li>○ Good track record of attracting inward investment.</li> <li>○ Existing sites provide opportunities for comparison and convenience retailing.</li> </ul>
<b>Environment</b>	
<ul style="list-style-type: none"> <li>○ High quantities of green space are present, but the quality and present 'use' does not match demand.</li> <li>○ Tackling climate change</li> <li>○ An underutilised seafront</li> <li>○ Ensuring the sympathetic re-use of listed buildings and protecting the unique character of the city's conservation areas.</li> </ul>	<ul style="list-style-type: none"> <li>○ Securing World Heritage Status for St Peter's and using heritage as a tool for regeneration.</li> <li>○ A commitment to an 80% reduction in greenhouse gases by 2080</li> <li>○ Revitalising the Seafront though public and private investment.</li> <li>○ Public realm improvements to ensure places remain attractive to live work and play.</li> <li>○ High quality tourist attractions and successful events management.</li> </ul>
<b>Connectivity</b>	
<ul style="list-style-type: none"> <li>○ Poor public transport access from the Coalfields and Washington to the City Centre</li> <li>○ Car is the dominant mode of travel</li> <li>○ The Metro does not all of the city</li> <li>○ The Leamside Line provides an opportunity to improve connectivity.</li> </ul>	<ul style="list-style-type: none"> <li>○ Government funding confirmed for the new Wear Crossing</li> <li>○ Realisation of the wider SSTC</li> <li>○ Nexus exploring the viability of extending the Metro across to Washington and the Coalfields.</li> </ul>

## **Cross Boundary Issues**

**1.35** The neighbouring Councils of South Tyneside, Gateshead and County Durham are each preparing their own Local Development Frameworks. In terms of their Core Strategies, each Council is at a different stage of plan preparation:

- County Durham will be at the Preferred Options Stage of its plan in September 2012
- Gateshead is preparing a joint Core Strategy with Newcastle and presently anticipate formally submitting the Core Strategy in late 2012.
- South Tyneside has a full LDF suite of LDF documents.

**1.36** In the preparation of the Sunderland's Core Strategy there has been ongoing dialogue with the three neighbouring authorities to discuss cross boundary matters. The Localism Act now introduces a duty for all local authorities and public bodies to cooperate on strategic cross boundary issues. The nature of Sunderland, surrounded by Green Belt and open countryside, has meant that cross boundary issues are related to a number of key issues. These are illustrated in Figure 4.

**1.37** Some of the matters that have and will continue to require ongoing cooperation at a sub-regional level relate to :

### **Economic Prosperity**

- The potential of land in the Green Belt to the north of Nissan to provide a strategic employment site. The northern most part of this falls within South Tyneside.
- In Gateshead the potential expansion of Follingsby Industrial estate into Green Belt.
- South Tyneside Council are considering the potential for a strategic employment site at Follingsby-Wardley Colliery to be used as a strategic rail facility. The Council is currently considering the need for more employment land in the Borough.
- 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.

### **Sustainable Communities**

- Sunderland has a housing market area that extends into adjoining parts of County Durham to include parts of Easington, Chester-le-Street and Durham.
- The Durham Core Strategy Issues and Options paper identified a need to develop 29,000 homes. This would be focussed on key settlements including Chester-le-Street and Seaham.
- The Newcastle/ Gateshead Core Strategy currently proposes to develop some 27,500 homes up to 2030 in their Core Strategy Preferred Options which could include the possibility of building in the Green Belt between Washington and Gateshead.



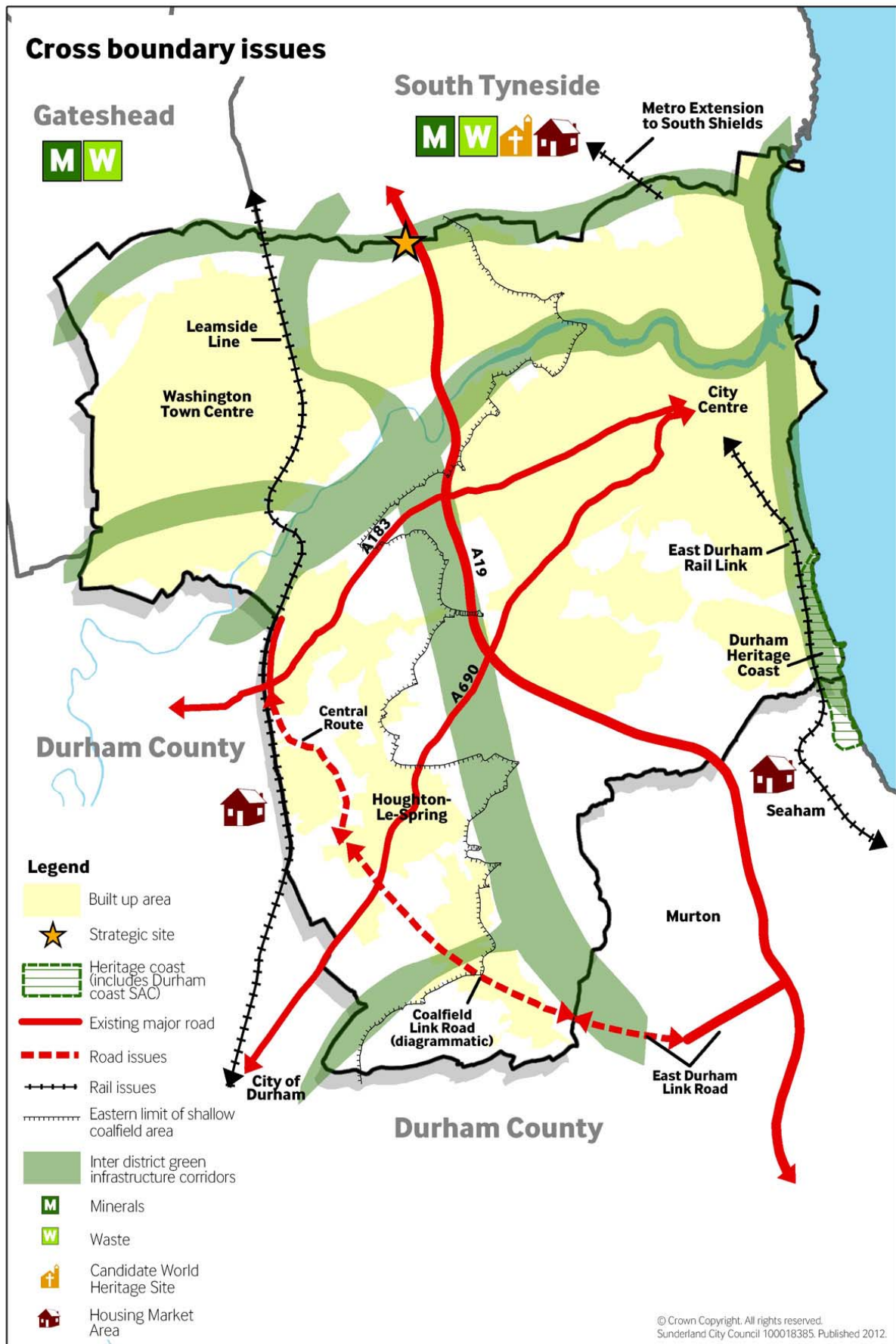
## **Connectivity**

- The future use of the Leamside Line.
- The potential for improvements to the Durham Coast railway line to facilitate local travel opportunities.
- The long-term 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, its SPA and SAC, its Durham Heritage Coast designation and the future National Coastal Footpath.
- Sunderland, as a partner with Gateshead and South Tyneside in the South Tyne and Wear Waste Management Partnership, is jointly working towards meeting waste targets.
- The collective responsibility for the Tyne and Wear local planning authorities to meet the minerals sub-regional apportionment through close working and monitoring of 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, which is the UK's nomination for World Heritage Site status in 2011.

Figure 4: Cross Boundary Issues



## Spatial vision and objectives for the city

**1.38** 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 the 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

**1.39** 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.

Spatial Objectives	Core Strategy Policies
<p><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.</p>	CS1
<p><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.</p>	CS6
<p><b>3. Economic Development</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.</p>	CS2
<p><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.</p>	CS3
<p><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.</p>	CS4
<p><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</p>	CS5
<p><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.</p>	CS3
<p><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.</p>	CS3
<p><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.</p>	CS7

<p><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.</p>	<p><b>CS2</b>  <b>CS3</b></p>
<p><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.</p>	<p><b>CS5</b></p>

## How Has This Core Strategy Been Put Together?

**1.40** 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)
- National planning policy statements
- 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.

**1.41** This Core Strategy Revised Preferred Options has been developed using the notion of creating and shaping of place - a key objective of the Government's planning agenda. This new format aims to ensure this concept is embedded in the Core Strategy through the creation of citywide policies and area based policies. From the outset, this document contains a suite of city-wide strategic policies. The remaining 5 policies reflect the city's planning sub-areas and set out each area's vision and core planning objectives before identifying key issues and constraints affecting and opportunities and potential for growth

**1.42** For the majority of policies, the policy text is structured around the following sub-headings:-

- Economic Prosperity
- Sustainable Communities
- Connectivity
- Environment.

**1.43** A Core Strategy Delivery Framework explains how the various elements of the Core Strategy policies will be delivered. This framework will ensure that key questions (Who? What? Where? When? and How?) relating to the implementation of each policy are answered.

**1.44** To ensure flexibility and to respond to changing circumstances and remedial actions if policies are failing, the Delivery Framework identifies at the outset potential issue or barriers to delivery and sets out contingency plans.

**1.45** The Second part of this Core Strategy sets out a suite of development management policies which are presented in the same order as the Core Strategy policies which will further contribute to meeting the Spatial Objectives.

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

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

- A Sustainability Appraisal (SA) which has been used to assess and inform all previous iterations of the document to date. The SA report demonstrates how each policy has been tested, analysed and justified in terms of wider policy review, public consultation and SA during plan preparation.
- A 'Rejected Options' report which demonstrates how each policy has been tested, analysed and justified in terms of the wider policy review, public consultation and the Sustainability Appraisal
- 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.

**1.47** 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**

**1.48** 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*".

**1.49** Where possible the Core Strategy 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.

**1.50** 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 City Council may however seek to place time limits on implementation or seek other measures to ensure the sustainability of the development.

## **What Are Future Aspirations ?**

**1.51** The Core Strategy has a timespan of 20 years and the policies within the plan should be capable of delivery within that period. However, there are some proposals and schemes where implementation cannot be confirmed at present, in part due to the uncertain financial climate, but which could come forward during, or towards the end of the plan period. These are contained within "Future Aspiration" boxes located immediately following City-wide or Sub-area policies.



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

**1.52** 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 Policies SS1 and SS2 respectively).

**1.53** 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.



# Citywide Policies

## **CS1- Spatial development, growth and regeneration in Sunderland**

**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 will be the primary 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. Both housing and employment in North Sunderland will be developed when opportunities arise.**

### **Spatial Strategy**

**2.1** The approach to the spatial development of the city reflects the opportunities afforded by the unique nature and characteristics of the five sub-areas. Much of the urban part of Sunderland is heavily constrained due to the built-up nature of the area. Much of the City is also constrained by the Green Belt. The Coalfield has its own particular settlement character which reflects its coalmining heritage.

**2.2** Within this context, each sub-area has its own issues, needs and opportunities which have been reflected in the spatial principles outlined above. Where possible 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.

**2.3** The priority for development in Sunderland will be the Central Area. Focussed on the City Centre, this area represents a particular focus of development activity, including the strategic site at Vaux, 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. 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.

**2.4** South Sunderland will see major long-term housing growth to accommodate the identified housing needs of the area, whilst absorbing the needs generated by the Washington and North Sunderland housing markets that cannot be accommodated there. The southern periphery of the sub-area has the potential to provide a significant amount of housing towards the end of the plan period. Areas such as Chapelgarth, Cherry Knowle and South Ryhope are identified as separate Locations for Major Development, though these will need to be brought forward together in a co-ordinated and comprehensive manner.

**2.5** Due to the built up nature of the North Sunderland area and the lack of land available for new development there are few identified opportunities for growth. Despite this, the modern business parks along the riverside and proposals for the coastal strip at Roker and Seaburn will provide important opportunities for the regeneration of the area. In addition the area has recently seen the approval of three major supermarket schemes which will remedy the identified qualitative lack of retailing in the area.

**2.6** Although a new town, the built up area of Washington has limited identified new housing opportunities due to the village layout and open space and employment allocations. The town is also highly constrained by the surrounding Green Belt. However due to its strategic location on the trunk road network and its key role at the centre of the Low Carbon Economic Area, the sub-area's main role is as a centre for economic development. This will accord with the key aims of the Economic Masterplan. The declaration of an Enterprise Zone adjacent to the A19 and the development of a strategic site on land to the north of Nissan will generate exceptional economic benefits for the City.

**2.7** New development in the Coalfield will primarily focus on the attractiveness of the area as a source of new housebuilding. With the exception of Rainton Bridge, the area's existing employment areas struggle to meet modern market requirements and are vulnerable 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.

## **CS2- Developing the City's Economic Prosperity**

The Council will facilitate sustainable economic growth within the city through the following actions:

- 1) New employment sectors which will support the city's long-term growth will be encouraged by:
  - i. Attracting and developing low carbon technologies including the delivery of the North East Low Carbon Enterprise Zone
  - ii. Prioritising the city centre for office development
  - iii. Supporting the development of Sunderland's learning infrastructure
  - iv. Promoting the development of the retailing, tourism, leisure and heritage and culture sectors
- 2) Developing Strategic sites, which are central to the regeneration of the city, at the following locations:
  - i. The former Vaux brewery/ Galley's Gill/ Farringdon Row (offices and housing)
  - ii. On land to the North of Nissan (low-carbon industries)
- 3) Supporting the development of Locations for Major Development where large-scale regeneration uses are proposed.
- 4) Protecting key employment areas from inappropriate development.
- 5) Encouraging the development of existing employment sectors through the improvement and intensification of employment land for economic development purposes.
- 6) Maintaining an appropriate supply of land to support economic activity. **XXXha** of land for business uses (B1, B2 and B8) will be provided by 2032. A five year rolling supply will be maintained at all times.
- 7) 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 has been identified up to 2032. The defined retail core in the city centre 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.
- 8) 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.

Whilst, essentially, the 'direction of travel' established by the Employment Land Update has been agreed, there is still a need to examine the growth

scenarios suggested in the Update to ensure that an appropriate and reasonable preferred approach can be identified.

## **Economic prosperity**

**2.8** 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 Economic Masterplan will be a key driver in providing a long-term strategy for Sunderland's future economic growth. The Aims of the EMP are discussed in more detail in Chapter 1.

**2.9** 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 Update of the ELR highlights the significant potential of low-carbon industries to support the long-term future growth of the City's economy.

**2.10** The 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 **XXXX** new jobs over the next 20 years.

**2.11** Whilst the main focus of the EMP is on Washington and the City Centre, this will be complemented by ongoing support for "traditional" industries on existing employment areas elsewhere in the City. One of the main drivers in achieving the sustainable regeneration of the city will be the identification of sufficient land to support a diverse range of economic activity. To ensure a range and choice of sites the Core Strategy identifies some xxxha of land capable of supporting business and manufacturing uses. The ELU identifies eight key employment areas in the City which are essential to the success of the City: Nissan, Turbine Business Park, The Port, Doxford International, Vaux, Rainton Bridge, Hylton Riverside and Sunrise Business Park. These areas should be protected from non-employment uses which could impact on the viability of these areas. Development management policies will set out the requirements for these key areas and the other employment areas in the City.

**2.12** Two Strategic Sites are identified; one on land to the North of Nissan and the other on the site of the former Vaux brewery in the City Centre. The development of these sites is critical to the success of the City. The uses proposed on each of these locations recognises the potential of each site to bring forward specific forms of development which will be key to securing regeneration; namely low carbon industries at Nissan and high-density office uses at Vaux. Details of these sites are in the Central Area and Washington Sub-area chapters.

**2.13** In addition a number of Locations for Major Development (LMD's) are identified. These large brownfield sites will be developed for a variety of land uses – primarily employment and housing - as outlined in the appropriate sub-area policy. The LMD's at Holmeside and The Port have particular roles to play in attracting new economic development. The formal allocation of these sites will be via the Allocations Development Plan Document.

**2.14** 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 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.

**2.15** The plan will allocate sufficient employment land to enable the city to respond effectively to enquiries for major investments. The city's ability to transform the local employment base was predicated on the ability to offer suitable locations for key inward investment opportunities and it is essential that this means opportunities can be realised in the future if we are to improve employment levels and diversity in the local employment base.

**2.16** 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.

**2.17** 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 within neighbourhoods in the following



## CS3- Sustainable Communities

The City Council will seek to ensure that Sunderland will become a more sustainable city, with a strong sense of place, by:

- 1) **Managing the phased release of land to meet or exceed a housing target of 15,025 net additional new homes by 2032 across the city:**

	2011/12-2015/16	2016/17-2020/21	2021/22-2025/26	2026/27-2031/32	Total
<b>Citywide Total</b>	<b>3200</b>	<b>3650</b>	<b>4025</b>	<b>4150</b>	<b>15025</b>

- 2) **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 through:**

### Existing

- i. **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 Provider's**
- ii. **Preventing over concentrations of Houses in Multiple Occupation and the loss of family housing, either through conversion, sub division, change of use or redevelopment. The council will declare Article 4 Directions where necessary.**

### Future

- iii. **Requiring 10 % affordable housing from all major housing developments.**
- iv. **Supporting the development of executive dwellings as part of housing schemes and also as stand alone developments.**
- v. **Increasing the choice of accommodation for older households to enable independent living; including the provision of bungalows, retirement villages and extra care housing.**
- vi. **Supporting the development of student accommodation, in appropriate locations where there is an identified need.**
- vii. **Supporting the development of accommodation for people with disabilities, enabling a choice of tenure and independent living**
- viii. **Incorporating new housing into mixed use schemes where appropriate**
- ix. **Providing sufficient pitches for the needs of Gypsies and Travellers and Travelling Showpeople**

	2012-18
<b>Gypsy's and Travellers</b>	<b>14 Pitches</b>
<b>Travelling Showpeople</b>	<b>43 Plots</b>

**Creating sustainable thriving communities with good local facilities through:**

- 3) Supporting the roles of the city centre, town centres, major district centres, district centres and the city's local centres, to ensure they remain as viable and vibrant destinations, consistent with their scale and function**
- 4) 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.**
- 5) Identifying Locations for Major Development, where the Council will support the development of large-scale regeneration uses for residential development/ mixed uses and necessary supporting infrastructure. These sites will be considered in more detail in the Allocations DPD.**
- 6) Identifying parts of the City where area-based regeneration initiatives will be supported**

Note: The SHMA is currently being reviewed, and expected to be completed by October 2012. Once complete the findings will be reflected in the Core Strategy.

## **Sustainable communities**

### **Housing Need**

**2.18** In the absence of a regional target, the City Council has established its own target for the provision of new housing in the city. Accordingly, sufficient and suitable land will be provided to allow for the development of up to 15,021 homes up to 2032. This will assist in regeneration, allow for growth in accordance with ONS projections, whilst providing realistic and deliverable targets. A separate paper, the 'Sunderland's Future Housing Needs' provides further detail on how the targets have been derived. This target is not a ceiling target; if further suitable/ sustainable and deliverable housing sites come forward they will be considered on their merits. However, the target is deemed to be a deliverable and therefore an achievable target, sufficient to meet the needs of the current and future residents.

**2.19** The broad distribution of the city's housing allocation has been considered in relation to the five sub-areas, recognising the needs, opportunities, constraints and limitations of each sub-area. Sub area targets are set out in the relevant sub-area chapters. It should be noted that these targets are just a guideline.

### **Future Housing**

**2.20** 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 reason 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.

**2.21** 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 could be achievable city wide. Further details on affordable housing policy will be set out within the Council's Affordable Housing SPD.

**2.22** 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.

**2.23** 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.

**2.24** 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.

**2.25** The Tyne and Wear Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment (2009) identified no need for socially rented or private sites for gypsies and travellers within Sunderland. However, there is a need for 14 stop over site pitches within the city. The council will endeavour to find an appropriate site in a sustainable location with access to necessary infrastructure. The target of 14 will be monitored, if there is not continued demand for 14 pitches the number of pitches will be reduced accordingly. There is an additional need for 43 Travelling Showpeople plots across the city to meet the needs of expanding families. The City Council will ensure the housing needs of this community are met when considering housing sites in the Allocations DPD.

### **Existing Housing**

**2.26** Regardless of proposed new housing development, the city's existing housing stock will remain its most important asset, forming around 90 percent

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<sup>2</sup> The (2010) Economic Viability of Affordable Housing Requirements Report

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 is proposing to demolish 3,900 dwellings and build 3,300 new dwellings as part of their overall housing renewal programme 2004-2016/17. Thereafter Gentoo, will continue to develop high quality mixed tenure housing developments in areas in need of housing regeneration throughout the city, subject to funding.

**2.27** Sunderland has a shortage of larger family properties, and as such is limiting the economic growth of the city. It is therefore important to ensure we retain the larger properties we have, 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 one locality.

### **Thriving Communities**

**2.28** Sunderland city centre and Washington and Houghton town centres are recognised as the three most important centres in the city. All three perform significant additional non-retail functions and are important centres for the local transport network in the sub-area. 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.

**2.29** 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.

**2.30** 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 of sustainable neighbourhoods and create easy access to facilities and services.

**2.31** There are specific parts of the City where there are opportunities to pursue 'targetted' regeneration initiatives. Currently four areas have been identified: Hendon, the East End, Houghton Town Centre and the Seafront. Details of these is contained in the relevant sub-area chapter of this document.

## **CS4- Connecting the City**

**The council will facilitate the sustainable growth and regeneration of the City and promote more sustainable travel through:**

- 1) Land use planning that will focus and intensify development in accessible built-up areas, encouraging a reduction in trip distances and supporting of trips by public transport, walking and cycling.**
- 2) The City's road network will be enhanced to improve connectivity to key employment sites and neighbourhoods**
- 3) Transport initiatives will support the development of safer, cleaner and more inclusive centres and neighbourhoods, by focusing on traffic management measures, public realm and improvements to public transport, walking and cycling infrastructure**
- 4) Working with Network Rail, Nexus, the Highways Agency and other partners to facilitate the delivery of the following major transport initiatives:**
  - i. The Sunderland Strategic Transport Corridor (SSTC) to improve access to the city centre and the Port**
  - ii. Improving arterial routes through congestion reduction initiatives, enhanced bus infrastructure and improving access by other modes along the A183, A690, A1231, A1018, A182 and North Hylton Road**
  - iii. Support the expansion of the Tyne and Wear Metro and the protection from development of a potential link corridor between South Hylton and the Leamside Line. Support the Metro Re-energisation programme**
  - iv. Safeguarding the Leamside Line corridor for possible future use**
- 5) Creating cross-boundary, strategic and district walking, cycle and equestrian routes, linking residential areas, employment sites, local centres, education, leisure and community facilities including the creation of a direct cycle link from Doxford International via Houghton-le-Spring to Durham City, and implementing the English Coast Pathway initiative from Ryhope Dene to Whitburn South Bents.**
- 6) Supporting proposals that seek to encourage the use of the River Wear for transport, in particular for leisure related trips**

**2.32** The Sunderland Strategy and Tyne and Wear Local Transport Plan (currently LTP3) aim to develop Sunderland as an accessible and safe city, with an effective, integrated and sustainable transport system. The focus will be on seeking to reduce the dependency on the car and improve public transport, walking and cycling.

**2.33** 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. Improved legibility will enhance movement in Sunderland.

**2.34** Key 'connectivity' issues for the Core Strategy relate to the need to enhance accessibility by sustainable modes to local services, main centres, key facilities such as hospitals and schools and to main employment centres. Enhancement should particularly be targeted at improving access for deprived sectors of the population and towards some substantial areas of the city that are poorly served, with in many cases high level of deprivation.

**2.35** In Tyne and Wear, the Metro is a significant public transport asset but the network needs modernisation to meet future needs. The Tyne and Wear Metro has been awarded £580million to reinvigorate the system by 2019. The main focus is currently on modernising the Metro rather than expanding the Metro network itself, in the short term.

**2.36** 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. It is proposed that, in similar fashion to the Leamside Line, a corridor should be protected from development over the period of this plan based on the former South Hylton to Penshaw railway line. With this protected, the City Council will work with partners to create in the long term direct Metro services between Sunderland, the Coalfield with Washington.

**2.37** The Sunderland Strategic Transport Corridor will provide a new strategic road link and increased accessibility between The Port, city centre, Central Sunderland development sites and the A19. Phase two of the five phase scheme involves creation of a new River Wear crossing at Claxheugh, serving vehicular, cyclist and pedestrian traffic.

**2.38** 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, walking and cycling 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.

**2.39** The Leamside Line provides an opportunity to improve the City's connectivity, particularly between Washington and Sunderland (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 the line.

**2.40** In preparing this Core Strategy and the forthcoming Allocations DPD the Council will ensure that the location and design of new development does not conflict with the potential for the line's re-instatement.

**2.41** A new coastal route is being proposed<sup>3</sup> from Ryhope Dene northwards to the River Wear to tie in with a long term proposal for a new foot and cycle connection (a bridge or possibly a ferry) between the East End riverside and St Peter's campus locations. North of the river the route already exists. The new coastal route will be available to pedestrians with a presumption of cycle and equestrian access, where viable. Within Sunderland it should provide a new section to the North Sea Cycle Route and National Cycle Route 1.

**2.42** 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.

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<sup>3</sup> The Marine and Coastal Access Act (2009)



## **CS5 Caring for the City's Environment**

The City Council will seek to ensure the built and natural heritage remains an asset to the City through the following measures:

- 1) Protecting, conserving and enhancing:**
  - i. 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.**
  - ii. The historic environment of the city, especially designated heritage assets (such as Conservation Areas, Listed Buildings, Historic Parks and Gardens, Scheduled Ancient Monuments) and other valued buildings and areas of historic and townscape significance, and capitalising in a sensitive and appropriate manner on their regeneration and tourism potential.**
  
- 2) Supporting environmental improvements to key gateways in the city. Priority will be given to the following**
  - i. Public Transport Interchanges**
  - ii. Main Gateways into the City**
  - iii. Employment Areas**
  - iv. Local Centres**
  
- 3) Ensuring existing and proposed public realm located throughout the city is of high standard to offer accessible, functional, attractive and legible spaces**
  
- 4) Maintaining a Green Belt which will:**
  - i. Check the unrestricted sprawl and encourage the regeneration of the built up area;**
  - ii. Assist in safeguarding the city's countryside from further encroachment;**
  - iii. Preserve the setting and special character of Springwell Village;**
  - iv. 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.**
  
- 5) Establishing a network of strategic & district green 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) cycle route.**
  
- 6) Protecting, conserving and enhancing:**
  - i. The varied landscape character within the city, and separate identity of its settlements, through the retention of important**

- open-breaks and wedges within and between settlements, where possible**
    - ii. The quality, community value, function and accessibility to the City's green space and wider green infrastructure, especially in areas of deficiency.**
    - iii. The city's woodlands, urban trees and hedgerows**
- 7) Protecting and enhancing biodiversity habitats and species and sites recognised at international, national and local levels as outlined in the Durham Biodiversity Action Plan and the councils Nature Conservation Site Register. Designated nature conservation sites, will be protected from inappropriate development.**
- 8) Identifying and address barriers to greenspace connectivity through the Allocations DPD.**
- 9) Keeping under review the council's historic and ecological designations and will seek to designate new areas, buildings and spaces for protection and conservation where justified by evidence**

### **Historic Environment**

**2.43** The city benefits from a rich and diverse cultural and built heritage that makes a fundamental contribution to sustaining a distinctive sense of place. The City Council seeks to ensure a high-quality built environment, building on the city's unique characteristic for the city's communities, both present and future. The distinct physical characters of the city's communities will be maintained and enhanced, protected against developments which by reason of their scale, location or design would detract from their surroundings.

**2.44** The city's historic environment includes 9 scheduled sites 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. The city's built heritage also features 14 Conservation Areas, 2 Historic Parks and 692 Listed Buildings. The majority of these are located predominantly in urban areas in Sunderland, with concentrations in the city centre.

**2.45** To ensure the longevity of these important assets the City Council will continue to identify, designate, preserve and enhance these important heritage assets. The City Council will continue to produce Supplementary Planning Documents (SPDs) and Conservation Area Management Strategies (CAMS) that will establish an appropriate and robust policy framework for the protection and stewardship of the city's historic assets.

### **Built Environment**

**2.46** 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. To achieve this an ongoing programme for the improvement of the City's environments.

**2.47** 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.

### **Green Belt**

**2.48** Although primarily urban in character, almost 50 percent 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.

**2.49** 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. It may be necessary to consider further amendments to the Green Belt in this location to allow the potential of the Enterprise Zone to be achieved, Any impact on the Green Belt will be mitigated through landscaping measures.

**2.50** The council will be undertaking a further review of the Green Belt boundary, to ensure it is still appropriate and fit for purpose, the findings of which will inform the Allocations DPD.

### **Landscape Character and Settlement Breaks**

**2.51** 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.

**2.52** At a local level, the draft Landscape Character Assessment for Sunderland will be used in line with Natural England and Heritage Coast designations to provide sufficient protection for those areas of landscape that lie outside of nationally designated areas but which are also highly valued locally.

**2.53** 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 is proposed to accommodate the Location for Major Development at Burdon Lane.

**2.54** The council will be undertaking a further review of the settlement break boundaries, to ensure they are still appropriate and fit for purpose, the findings of which will inform the Allocations DPD.

### **Green Infrastructure Corridors and Greenspace**

**2.55** 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.

**2.56** The City 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 green infrastructure (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.

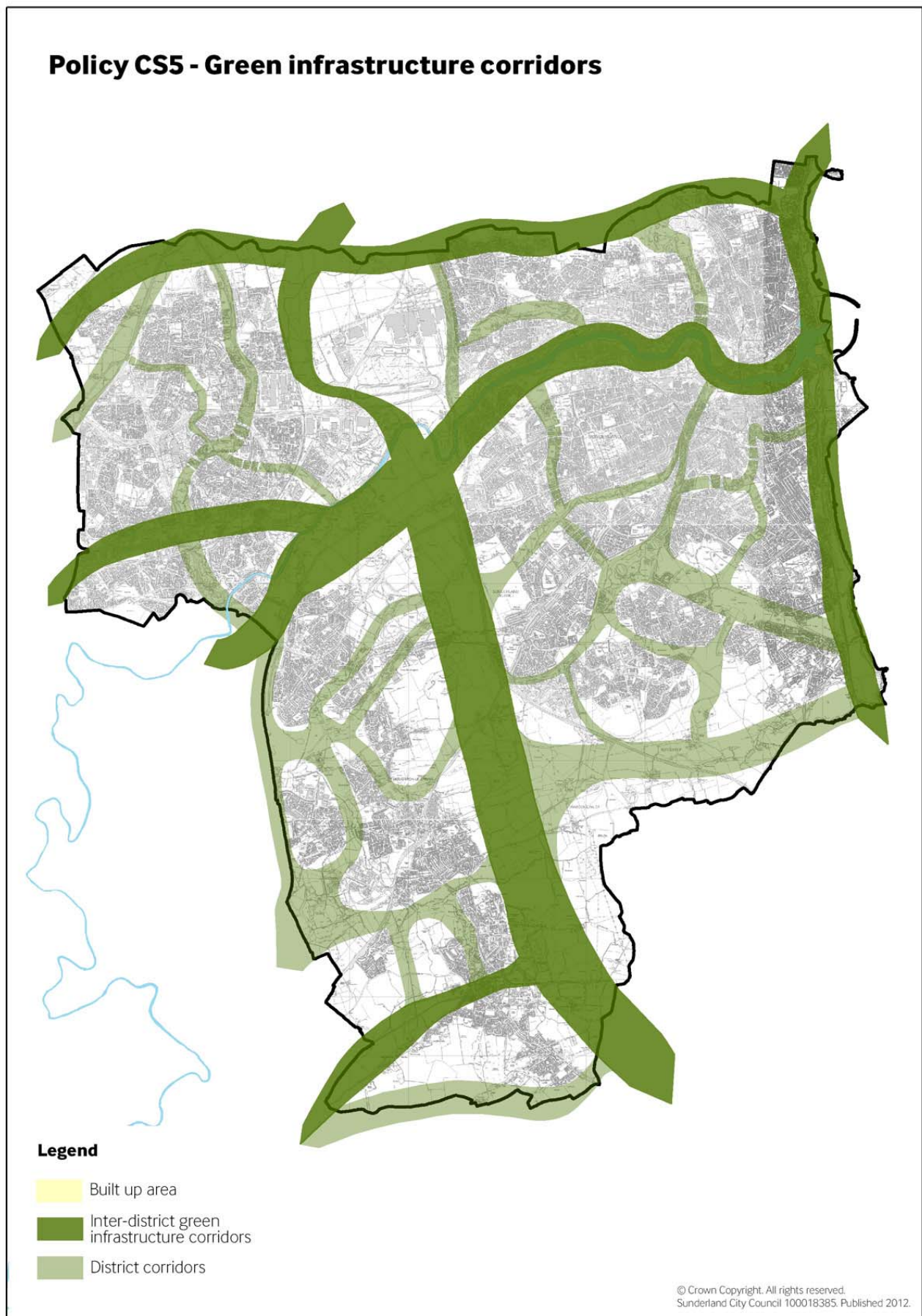
**2.57** Six inter-district green infrastructure corridors within the city have been identified (as shown on the Key Diagram). These corridors will build on the existing network, seeking to broaden the range and quality of functions that green infrastructure can bring to the city. Due to the nature of the corridors, which include private as well as public open space, not all will be accessible to the public.

**2.58** Inter-district green infrastructure corridors will link Sunderland to the wider region. A strategic, though lower order of district corridors that have particular relevance to local communities will also be protected and enhanced, these are discussed in more detail in the sub-area chapters. The network of the green infrastructure corridors is shown on Figure 5.

**2.59** 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.

**2.60** Whilst the City Council has quantified and surveyed almost all green space in Sunderland, its value to the local community is still to be established in detail. Experience and responses to LDF frontloading community engagement suggests that all but some minor areas of amenity space are valued. Where sites are deemed to be of low local value, opportunities to adopt or to dispose of some sites will be considered, provided that they will support the quantity of neighbouring greenspaces and facilities.

**Fig 5 Green Infrastructure Corridors**



## **Trees & Woodlands**

**2.61** Woodlands and trees play an extremely important role in the landscape and environmental quality of an area. It is essential that tree planting continues, that both new and existing woodlands are managed and protected to facilitate the widest range of visual, recreational, wildlife and economic benefits. 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.

## **Biodiversity**

**2.62** 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.

**2.63** There are also a further 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.

**2.64** 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.

**2.65** It is recognised that survey and monitoring work could identify further sites of nature conservation value during the plan period. Such sites will be identified in the Allocations DPD.

## **CS6 Adapting To Climate Change**

### **Resource Efficiency and High Environmental Standards**

- 1. The Council will ensure sustainable resource management and high environmental standards by requiring new developments to**
  - a. Be designed with regards to sustainable development principles and to achieve or exceed the government's stepped targets towards zero carbon by 2016 for residential developments and by 2019 for non-residential developments;**
  - b. Provide evidence/justification to demonstrate how a residential scheme accords with Building for Life criteria.**
  - c. Minimise the use of new material, and reuse and recycle materials and other resources from all stages of development, design, demolition, construction and operation; and**
  - d. Encourage high environmental standards in existing development where suitable and viable, through retrofitting, requiring conversions or extensions of existing buildings to meet relevant Code for Sustainable Homes and BREEAM targets and requiring, where appropriate, simple and cost effective energy efficiency measures to be carried out on the existing buildings when applying for extensions or conversions.**

### **Protecting Local Environmental Quality**

- 2. The Council will protect and improve local environmental quality and amenity by:**
  - a. Ensuring that where development proposals affect an areas identified at risk from surface or groundwater flooding (as set out within Sunderland' Strategic Flood Risk Assessment) that a site specific flood risk assessment or drainage strategy is submitted in support of the application**
  - b. Implementing Sustainable Drainage Systems (SuDs) where possible. Where not implementable, justification should be provided outlining reasons and demonstrating alternative sustainable approaches to managing surface or groundwater flooding**
  - c. Ensuring that all drainage systems (including SuDs) take account of the impact on ecology and its future management**
  - d. Ensuring water resources within Sunderland, including the Magnesian Limestone aquifer and its protection zones, are protected from pollutants**
  - e. Ensuring that development along the River Wear and Coast take account of the Northumbria River Basin Management Plan, to deliver continuing improvements in water quality**
  - f. Reducing the extent of traffic congestion in nitrogen dioxide hotspots within the city, especially the city centre, to prevent the development of increased air pollution levels and Air Quality Management Areas**

- Note: A feasibility study is to be undertaken to gain an understanding of local renewable resources, establish locally applicable targets for which developers can be held accountable, including targets for strategic sites and identify opportunities to include district heating and combined heat and power into development proposals, the findings of which will be fed into the Core Strategy.

**2.66** Action to reduce the impact of climate change is a key part of the overall vision of the Core Strategy and is a cross cutting theme through the policies, including objectives for reducing the need to travel supporting sustainable transport (CS4), supporting the role of Green Infrastructure (CS5) and sustainable design and development (CS6). It is recognised that climate change will have significant implications for the city.

### **Resource Efficiency and High Environmental Standards**

**2.67** 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

**2.68** National policy encourages local development plans to promote opportunities for developments to adopt sustainable construction practices, as recognised by national standards, such as BREEAM (for non-domestic development) and the Code for Sustainable Homes (for dwellings). Updating of Building Regulations will cover many aspects of sustainable design but planning has a distinctive contribution to make and where feasible developments should exceed the governments stepped targets.

**2.69** Future proofing of the city against climate change can also contribute to the economic success of the city, a key aim of the Economic Masterplan.

**2.70** 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.

### **Protecting Local Environmental Quality**

**2.71** 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.

**2.72** 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.

**2.73** The Council's SFRA will enable the City 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.

**2.74** Sustainable Urban 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.

**2.75** The Water Framework Directive aims to ensure all ground and surface water bodies, including estuarial and coastal waters, reach 'good' status by 2015. The Environment Agency is responsible for drawing up River Basin Management Plans (RBMP). The Northumbria RBMP, which Sunderland is included in, will aim to ensure measures to protect and improve water quality are undertaken.

## CS7 Waste Management

The City Council will contribute to the sustainable management of waste in Sunderland by:

- 1) **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**
- 2) **Supporting delivery of the South Tyne & Wear Joint Municipal Waste Management Strategy**
- 3) **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**
- 4) **Allocating land as necessary for waste management facilities, to meet identified local and regional requirements.**

Note: A forecasting exercise is currently being undertaken of commercial and industrial waste arisings up to 2030. The assessment will also include a review of capacity gap's, the results of which will be reflected in the Core Strategy. Results are due April/ May 2012

**2.76** The governments 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.

**2.77** 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 top priority to waste prevention, followed by preparing for re-use, recycling, other types of recovery (including energy recover), and last of all disposal (e.g. landfill).

**2.78** 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.

**2.79** Sunderland has progressed a joint approach to the procurement of waste services, along with 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 in Teeside.

**2.80** 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, but within the councils boundary at Campground, Springwell. A new waste transfer facility station will also be developed at Jack Crawford House depot, in Hendon.

**2.81** As noted a forecasting exercise is currently being undertaken of commercial and industrial waste arisings up to 2030. The assessment will also include a review of capacity gap's. The assessment is being done collaboratively with most Local Authority's in the region. Once finalised the outcome of this work will be reflected in the Core Strategy.

## CS8 Minerals

- 1) **The City Council will ensure 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.**
- 2) **Mineral Safeguarding Areas (MSAs) will be defined 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.**
- 3) **Proposals for non-energy mineral extraction will be assessed individually and cumulatively, in terms of contribution to targets, and the social, environmental and economic impacts arising.**

**2.82** 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. 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.

**2.83** 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.

**2.84** Based on the latest Regional Aggregate Working Party annual report 2008, and the recent approval for the extension of Eppleton Quarry, the Tyne & Wear Sub-region exceeds the RSS apportionment requirements for both crushed rock and sand and gravel extraction up to and beyond 2020.

**2.85** Mineral Safeguarding Areas (MSAs) are defined for mineral reserves that are considered to be of current or future economic importance. These are defined 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.

**2.86** 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.

**2.87** 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.

**2.88** 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.

**2.89** Where proposals for mineral extraction occur, **DM policy xxxx** 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.

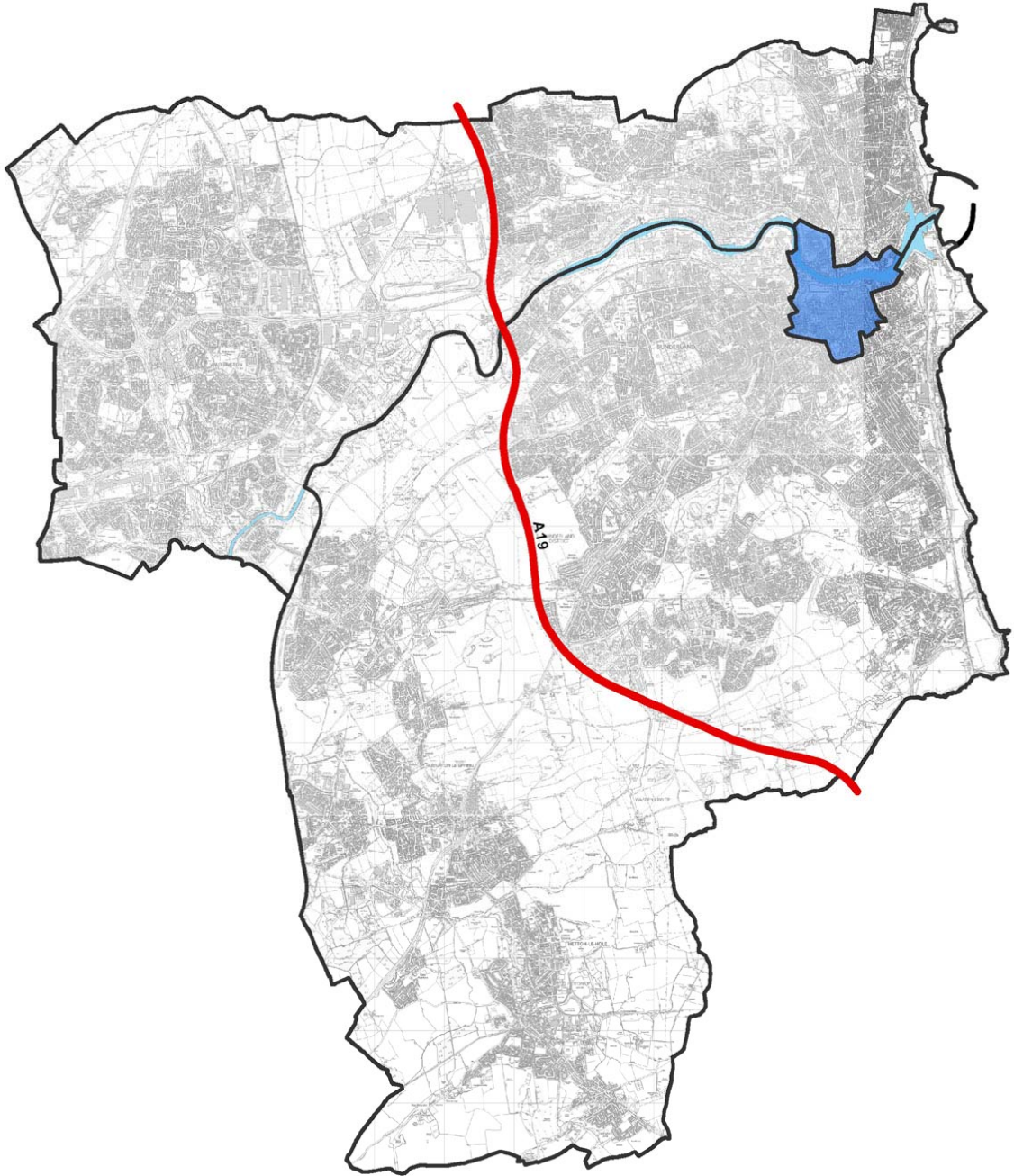


## **Sub-area Policies**





## Central Area - Policies



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## CS9 Central Area

### **Vision**

By 2032, the Central Area will comprise a rich and diverse mix of residential, employment, commercial and leisure areas. New mixed-use development will have rejuvenated the area.

New retail and employment development - and a new residential population - will have secured the vitality and viability of the city centre. The ethos of the “University City” will be well established with a thriving high tech and software sector clustered in the city centre. First class leisure developments will draw visitors to Stadium Village.

The City Centre will be the hub of the local public transport network. A high quality public realm will provide a context for the Centre’s historic character.

### **Planning objectives**

- The regeneration of the city centre

### **Key issues and constraints**

- Need to develop the city centre office market
- Declining city centre vitality and viability
- Need to protect setting of candidate World Heritage Site
- Need to improve public realm and legibility within the city centre
- Need to improve city centre visitor accommodation
- Need for land assembly on key sites

### **Opportunities and growth**

- Development of the Strategic Site at Vaux/ Farringdon Row will enhance the vitality and viability of the city centre
- The University and Software City are key drivers in the growth of the city’s information/ knowledge-based economy
- The regeneration of Sunnyside will create a mixed-use urban quarter in the city centre
- City Centre Investment Corridors will assist in enhancing vitality and viability of key streets in the City Centre
- Stadium Village has the potential to accommodate large-scale leisure uses
- The designation of the World Heritage Site at St. Peters will create a world-class heritage designation and attract tourists to the city
- The Metro provides a high quality public transport service through the area
- The construction of the Sunderland Strategic Transport Corridor will assist in linking the area to the A19

### **Economic prosperity**

- 1. In the Central Area, the emphasis will be on the intensification of development on existing brownfield sites. A Strategic Site is identified where employment and residential development will be sought.**

#### **SS1 Strategic Site: Vaux, Farringdon Row/ Galleys Gill (19ha)**

**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**

- 2. The following are proposed as Locations for Major Development:**
  - 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).**
- 3. Developments which assist in the creation of the “University City” will be supported; proposals for facilities which support high-tech and knowledge-based sectors will be encouraged in the city centre.**
- 4. New retail provision in the City Centre will be encouraged; this will be located on appropriate sites within the defined City Centre Retail Core.**

### **Sustainable communities**

- 5. New residential development in the area is key to the regeneration of the Central Area and will be supported. Over the next 20 years some 2254 new homes in the Central Area will be developed, phased as follows:**

<b>2012- 17</b>	<b>2017-22</b>	<b>2022-27</b>	<b>2027-32</b>	<b>Total</b>	<b>Percentage of City Total</b>
<b>480</b>	<b>548</b>	<b>604</b>	<b>623</b>	<b>2254</b>	<b>15%</b>

6. **The City Council will support the plans of the University of Sunderland for the continuing development of its City (Chester Road) and St. Peter's Campuses for education purposes.**

#### **Connectivity**

7. **In addition to the city-wide transport schemes in Policy CS4, the City Council will support local transport initiatives that improve accessibility within the Central Area and to the wider city and region, through:**
  - i. **Improving public transport infrastructure**
  - ii. **Encouraging walking by enhancing the public realm in the City Centre, at Stadium Village, along the river corridor, by**
    - a. **Improving north-south and east-west city centre connectivity**
    - b. **Improving cross-river pedestrian connectivity**
8. **Working with partners, the City Council will enhance the character and setting of the following main gateways as defined within the Central Area Design Framework:**
  - i. **Sunderland Station**
  - ii. **Metro corridor**
  - iii. **All major road and pedestrian entry points into the city centre**
  - iv. **City centre car parks.**

#### **Environment**

9. **The City Council will seek to protect and enhance the natural and built environment of the Central Area through the following measures:**
  - i. **Conserving the unique historic environment of the city centre, utilising opportunities, where appropriate, for the sensitive and adaptive re-use of its historic buildings, parks and spaces to secure their future and support the on-going regeneration of the area.**
  - ii. **Protecting, enriching and promoting the outstanding universal value of the candidate World Heritage Site of Wearmouth-Jarrow; in particular preserving and enhancing St Peter's Church and the archaeological remains of the former monastic site, their setting and defined buffer zone in accordance with the emerging St Peter's and Bonnersfield Riverside SPD.**
  - iii. **Securing the highest possible design standards in new development**
  - iv. **Appraising tall buildings proposals against criteria within the Sunderland Central Area Urban Design Strategy**
  - v. **Seeking to enhance existing civic green spaces and create new public green spaces in the city centre**

## **Renewable Energy**

### **10. The City Council will support the introduction of decentralised energy networks in the Central Area**

#### **Future Aspirations**

The Central Area Urban Design Strategy highlights that the St Peter's area is poorly connected to the city centre and feels peripheral despite having a number of important attractions and destinations. Connecting both banks of the river is a long-term aspiration and could be either via a bridge or ferry service.

One of the aims of the Economic Masterplan is to create and improve public spaces in the City Centre. The setting of key buildings such as the Empire Theatre and Minister could be enhanced so as to upgrade the visitor experience of the City Centre. This could allow the creation of a new 'quarter' centred on Sunderland Minister, which would also provide a link between the City Campus and the City Centre.

#### **Subarea definition**

**3.1** 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 areas of Sunderland and comprises three distinct areas:-

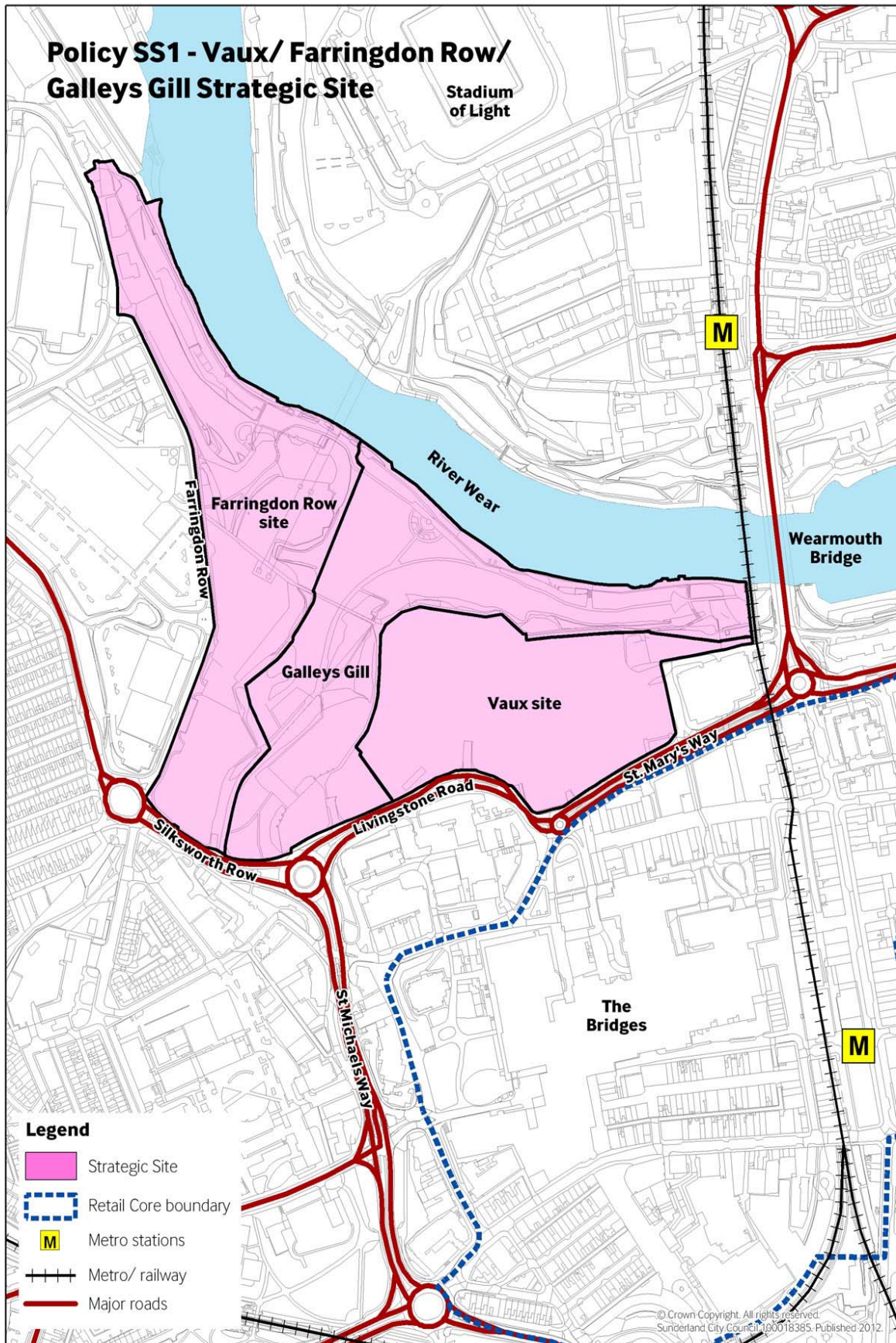
- The Central Area
- The City Centre
- The Retail Core

#### **Economic prosperity**

**3.2** The need to regenerate the city centre is an agreed priority of the Council. A key element is the need to "grow" the city centre office market in order to provide the range of city centre B1 offices found in other similar sized cities. The former Vaux brewery site has been identified as a Strategic Site where B1a floorspace will be provided as part of a mixed-use development along with housing and supporting retail and leisure uses. This is the only site of strategic size in the city centre which gives the opportunity to deliver significant B1a 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.

**3.3** Similarly, the adjacent Farringdon Row part of the Strategic site is capable of accommodating B1a uses (it has been identified as suitable for a new Court complex) to complement the high-density scheme at Vaux. Galley's Gill, which runs between the two sites, will be retained as open space and upgraded to provide a green setting for development.

# Policy SS1 - Vaux/ Farrington Row/ Galleys Gill Strategic Site



## Legend

- Strategic Site
- Retail Core boundary
- M Metro stations
- Metro/ railway
- Major roads

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**3.4** 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.

**3.5** The re-development of the Vaux site will be an important component in the City Council's strategy for pursuing city centre living and encouraging people to remain, or move back into the city, particularly with the exciting design ethos proposed for the site, the mix of uses and its close proximity to the city centre and its facilities. Not only this, the employment opportunities for existing and prospective communities will help address social inequality, raise prosperity levels and stimulate investment.

**3.6** Alongside the development of the Strategic Site, other complementary business uses will be fostered in the city centre as the role of the University as a major driver of the knowledge-based economy develops. 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 maintained.

**3.7** The retail function of the city centre needs to be enhanced if it 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 there are a number of sites that are capable of redevelopment for retail use, primarily the Holmeside Triangle and the Crowtree Leisure Centre. These have been identified as Locations for Major Development. The nature of these sites and their ability to accommodate a range of retail uses and formats will permit a flexible approach to be taken to new retail development in the City Centre. This ability will ensure that the viability and vitality of the City Centre is maintained.

**3.8** The Retail Needs Assessment confirms that the City Centre Retail Core is still capable of accommodating the likely level of new retail development needed in the City Centre to 2027, though consideration may need to be given to extending the Core towards the end of the plan period, where there could be an upswing in development requirements. This situation will continue to be monitored.

**3.9** Situated on the northern bank of the river, Stadium Village comprises two adjacent development sites: Stadium Park and Sheepfolds. These sites are identified as Major Locations for Development where a range of land uses are proposed, primarily large footprint leisure uses along with business and housing. 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, mindful of the need to protect the setting of the adjacent candidate World Heritage Site.

### **Sustainable Communities**

**3.10** Given its industrial past, the proportion of residential properties is limited in Central Sunderland apart from the multi-storey blocks in the city centre. However, the potential of the area to accommodate significant levels of new housing was recognised and brought forward via the UDP Alteration for Central Sunderland which identifies sites for some 4100 new dwellings on brownfield sites in the area.

**3.11** The housing market has changed since the adoption of the UDP Alteration, and the Central Area in the Core Strategy has reduced somewhat in size, for this reason the area now has the potential to accommodate approximately 2254 new dwellings and thereby meet 15% of the city's housing requirement over the next 20 years. All of these sites will be on brownfield land.

**3.12** New city centre living will continue to be encouraged as part of the development of a mixed-use urban quarter at Sunnyside. New residential development combined with a new office quarter on the Vaux site will have a number of positive regenerative effects through enhancing the image of the area, securing environmental improvements, stimulating investment and supporting and enhancing community and commercial facilities. Residential use elsewhere within the City Centre e.g. above shops will also add to its vitality and viability and will be supported

### **Connectivity**

**3.13** The delivery of the Sunderland Strategic Transport Corridor, the reinvigoration of the Tyne and Wear Metro and creation of the English Coast Pathway are classed as strategic city-wide schemes and are addressed in Policy CS2 and supporting text.

**3.14** Public transport provision in the city converges on the city centre, with the Public Transport Interchange at Park Lane providing modern facilities linking the Metro with local and long distance bus services. Northern Rail services provide a heavy rail link between Carlisle and Middlesbrough, and the long distance Grand Central service runs via the Durham Coast between Sunderland and London Kings Cross.

**3.15** The Metro links Sunderland to Tyneside and the Airport. The route, which is shared with heavy rail services from Sunderland Central northwards, continues parallel to the river, passing through – or close to - several major regeneration sites in Central Sunderland. A new station is proposed as part of the redevelopment of the former Groves Cranes site, and consideration may also be given to a further new station at Millfield to support the regeneration of development sites in the locality in due course.



**3.16** Improved public realm and legibility will support central area regeneration and promote more walking trips. 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, as well as improved pedestrian connections to neighbouring areas. The Council's City Centre Investment Corridors initiative will assist in focussing resources in key streets in the City Centre. Riverside development should ensure, wherever feasible, to open-up access to and along the river.

**3.17** The city centre is already connected by a number of cycleways. Opportunities will be taken to complete a network of cycle routes from the city centre into surrounding areas as well as throughout the Central Sunderland area, with particular emphasis on providing access to employment and recreation that the area has to offer.

**3.18** At the centre of the local transport network, there is a need to ensure that visitors and users gain a positive impression of the area. The appearance of key entry points to the city centre will be enhanced to achieve this and are discussed further in the City Council's Central Area Urban Design Strategy (2008). The Sunderland Parking Strategy 2004 indicates that while there is a greater than adequate supply of parking spaces in the city centre, the quality of the car parks overall needs to be improved.

**3.19** It is recognised that air quality hotspots exist within the city centre due to the effects of congestion and high traffic levels in key areas, and these areas are regularly monitored. To date, no areas have reached sufficiently high levels to be designated as Air Quality Management Areas (AQMAs).

## **Environment**

**3.20** Central Sunderland is the most densely developed sub-area of the city. Much of the area is built-up and occupied by long-established employment uses which add little to the appearance of the city. Efforts will continue to improve these areas, especially where main transport corridors pass through them.

**3.21** The city centre has a unique historic environment. It features a particular concentration of heritage assets (over 150 Listed Buildings, 4 Conservation Areas and a registered historic park and garden), 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 Sunnyside area is a prime example of the success of heritage-led regeneration at the heart of the city centre, where the sensitive restoration, adaptation and re-use of the area's historic buildings and spaces have driven forward Sunnyside's revitalisation as a mixed-use urban quarter of great distinction, and provided the catalyst for significant investment and development into the city centre.

**3.22** The monastic site of St. Peter's on the north bank of the river is paired with St Paul's monastic site at Jarrow ("One Monastery in Two Places") forms the UK Government's nomination for World Heritage Site (WHS) inscription in 2011. There is an emphasis on recognising, understanding, preserving and promoting its outstanding cultural significance. A key component of this is to enhance the site's setting and key linkages to the candidate WHS from public transport nodes. A buffer zone has been identified surrounding the site. Applications for development or change of use in this area need to demonstrate that they are not incompatible with the primary aims of safeguarding the WHS, in accordance with UDP Alteration No.2 (Central Sunderland) Policy NA28A.

**3.23** As a main centre for business and tourism, there is a need to ensure that a strong design ethos is maintained throughout the city centre which creates a strong sense of place and which provides a positive image for Sunderland. 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.

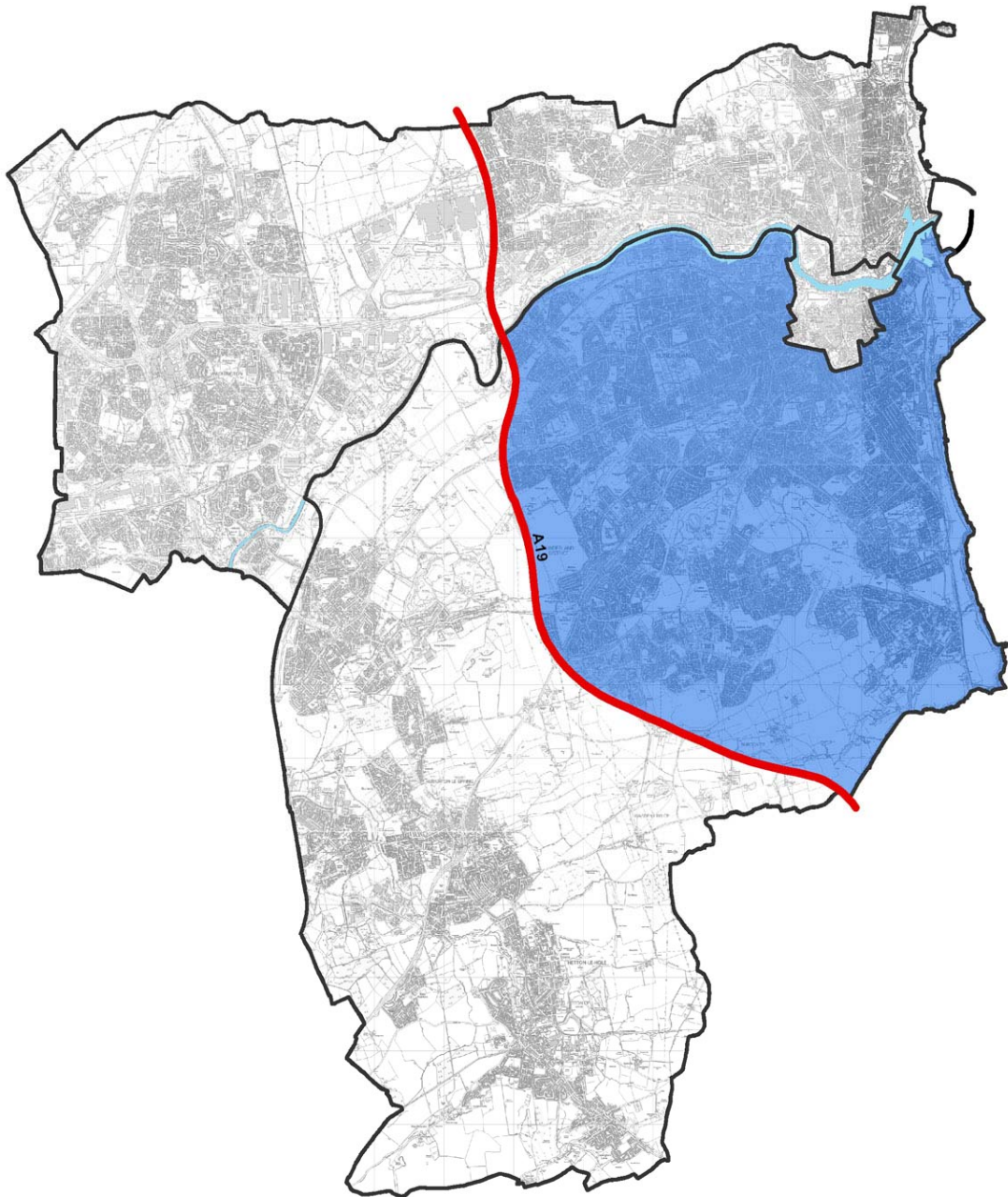
**3.24** A number of proposals have come forward for the development of tall buildings on a number of sites in Central Sunderland. Whilst such buildings can make a positive contribution to the image of the city, they can have a significant visual and environmental impact. Consequently, particular attention will be paid to the siting, scale and form of tall building development in relation to its site and its wider context. This is particularly important in the vicinity of the candidate WHS.

**3.25** The sub-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. However, the area is restricted in terms of the quantity of available land to help increase provision and as such emphasis has been concentrated on improving the quality of existing spaces. The opportunity to create new green spaces and public squares in the city centre as part of large redevelopment schemes will be pursued.

**3.26** A number of Local Wildlife Sites are located on the riverside and another at Galleys Gill. The Coast and River Wear are seen as a strategic asset and a great open space resource within the city, because of this there are often competing pressures/ demands on their use. It is important to protect the city's coastline and river corridor, including flora, fauna, geological features, heritage features, and architectural, historical and archaeological areas of interest, whilst extending the opportunities for recreational, educational, sporting and tourist activities.

**3.27** The likely form of developments (large-scale mixed-use schemes) coming forward on sites within Central Sunderland has significant potential to include renewable energy systems.

## South Sunderland - Policies



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## CS10: South Sunderland

### **Vision**

By 2032, South Sunderland will comprise a series of successful distinct communities, separated by multifunctional green corridors, with a rich and diverse mix of residential and employment areas.

A high quality public transport service through the area will link to the city centre and provide access to local jobs and facilities and a network of footpaths and cycleways will provide sustainable connections that lead into surrounding countryside areas.

### **Planning objectives**

- Securing economic regeneration
- The regeneration of the older housing areas
- Protection of green areas

### **Key issues and constraints**

- There is a need to secure the regeneration of Hendon and the East End
- 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

### **Economic prosperity**

- 1. Doxford international is identified as a Primary Employment Area. Proposals for development will be assessed against Development Management**
- 2. The following are proposed as Locations for Major Development:**
  - i. Former Pallion Shipyard (housing, business, marina)**
  - ii. The Port (port-related development)**

### **Sustainable communities**

- 3. Meeting the needs and aspirations of the area's existing and future residents will be achieved through:-**
  - i. Developing over 7600 new homes over the next 20 years, phased as follows:**

<b>2012- 17</b>	<b>2017-22</b>	<b>2022-27</b>	<b>2027-32</b>	<b>Total</b>	<b>Percentage of City Total</b>
<b>1632</b>	<b>1861</b>	<b>2053</b>	<b>2117</b>	<b>7663</b>	<b>51%</b>

- ii. Supporting the Housing Renewal of Gentoo in Pennywell, High Ford, Doxford Park and Ryhope**
- iii. Hendon and the East End have been identified as Regeneration Areas. Key actions to secure this will include housing renewal and improvement along with environmental improvement and enhancement of local facilities.**
- iv. The development of executive dwellings, where appropriate, with particular emphasis given to the larger development sites within Ryhope and Chapelgarth**
- v. Support the Homes and Community Agency hospitals programme, facilitating the reclamation and development of Cherry Knowle hospital**
- vi. The following are proposed as Locations for Major Development:**
  - a. Groves (residential development and supporting infrastructure)**
  - b. Chapelgarth (residential development and supporting infrastructure)**
  - c. Cherry Knowle (residential development and supporting infrastructure)**
  - d. Land North of Burdon Lane (residential development and supporting infrastructure)**
  - e. Land at South Ryhope (residential development and employment)**

### **Connectivity**

- 4. In addition to the city-wide transport schemes outlined in Policy CS4, the City Council will support local transport initiatives that improve accessibility within South Sunderland and its connections to the wider city and region, through:**
  - i. Improving public transport infrastructure**

- ii. **Enhancing public realm in local centres and neighbourhoods, and within transport and green infrastructure corridors to encourage more walking**
- iii. **Completing a district network of cycle routes across the South Sunderland area, linking residential areas to employment, local centres and retail sites, education, leisure and community facilities.**
- iv. **Completing the Ryhope to Doxford Park Link Road to provide a connection from the coast to the A19/ A960**

## **Environment**

- 5. The City Council will seek to protect and enhance the natural environment of the area through the following measures:**
- i. **Protecting and enhancing the eight identified district green infrastructure corridors in the area.**
  - ii. **Improving the quality and quantity of green space in South Sunderland, particularly typologies that fall below average in the Green Space Audit**
    - a. **Quantity of amenity greenspace**
    - b. **Quality of amenity greenspace in the west**
    - c. **Woodland coverage**
    - d. **Limited formal park access from Pallion to South Hylton and Hastings Hill, and also in Grangetown sub-area. Options to upgrade existing sites.**
    - e. **Quality of formal parks**
    - f. **Access to Allotment and Community gardens**
    - g. **Outdoor sports facilities**
    - h. **Cycle network.**

## **Economic prosperity**

**3.28** The area has a number of long-established employment areas; the estates at Pennywell and Leechmere are in peripheral locations in the urban area adjacent to major roads. Doxford International provides the city with a modern business park with high-density office accommodation for a range of local, national and international firms. It is identified as one of the key employment locations in the City.

**3.29** The strategic location of the Port gives it significant accessibility advantages. The Economic Masterplan highlights the potential role of the Port as a key facility in supporting the emerging offshore wind industry. The South Dock freight line from the Port of Sunderland to the Durham Coast Railway at Grangetown provides vital access to the Port. It passes through sites associated with the Port estate that could see re-development. The line of the railway will be protected unless superseded by a suitable alternative.

## **Sustainable communities**

**3.30** South Sunderland is a popular residential area. The area contains the largest proportion of the city's housing stock and has the potential to meet some 51% of the city's housing requirement over the next 20 years.

**3.31** The area is predominately made up of terraced properties towards the city centre and semi-detached properties in the outer areas. The Housing Market Assessment indicates that need for semi-detached properties and flats is satisfied; the highest demand is for bungalows, followed by detached and terraced properties. South Sunderland also has particular requirements for extra care accommodation in the St. Chad's, Barnes and St. Michael's wards.

**3.32** Gentoo is active within the south sub-area with its renewal plans, which include areas within Pennywell, High Ford, Doxford Park and Ryhope. Overall, within this sub-area Gentoo currently plans to develop approximately 1,420 dwellings of which some 622 will be to rent, some 783 for sale and some 15 intermediate properties, which will help to increase the housing choice available in this area.

**3.33** The East End of Sunderland has seen falling population levels in recent years. Back on the Map, in partnership with the City Council, is undertaking a major housing-led regeneration programme for the Hendon area, which is linked to the overall new deal for communities programme in tackling market failure in this area. Approximately 100 new homes are planned for the area, with block improvements to the existing housing stock.

**3.34** Five Locations for Major Development have been identified for residential development/ mixed use development in the area. Four of the Five Locations for Major Development are all in very close proximity to each other, for this reason the four LMD's will be considered comprehensively, as the South Sunderland Growth Area, and a development framework will be prepared to guide future development in the area.

- 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. The Core Strategy now proposes the site be used for a mix of housing along with economic development uses.
- Land North of Burdon Lane- The site was allocated in the UDP as settlement break. However, the council consider the inclusion of the land as an LMD an opportunity to bring forward a comprehensive development that offers wider regeneration opportunities for the city.

**3.35** The South Sunderland Growth Area has the capacity to accommodate approximately 2800- 3300 dwellings, approximately 20% of the city's housing need and provide the much needed executive and larger family homes and the development of a new community. New housing alone does not create sustainable communities, there is a need to provide supporting infrastructure. Improving the provision of local infrastructure is essential to the creation of thriving, healthy, sustainable communities. It is important that the development does not have adverse social, physical and environmental impacts on existing infrastructure.

**3.36** For that reason it is likely that there will be a need for the provision of a new primary school, a local centre, community/ cultural facilities, open space, woodlands, cycleways, footpaths and the completion of the Doxford- Ryhope link road, this list is not exhaustive. The development framework will establish the full infrastructure requirements.

**3.37** A fifth LMD has been identified at the former Groves Crane factory. A long established regeneration area, this was identified for mixed use in the UDP Alteration for Central Sunderland. The area has the capacity to accommodate approximately 700 homes. A development framework has been prepared to guide development in the area.

### **Connectivity**

**3.38** The Metro links Sunderland to Tyneside and the Airport. The route, which is shared with heavy rail services from Sunderland Central Station northwards, continues parallel to the river, passing through – or close to - several major regeneration sites in South Sunderland. A new 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).

**3.39** The delivery of the Ryhope to Doxford Park Link Road, Metro re-invigoration, congestion reduction initiatives on major roads and the creation of the English Coast Pathway initiative are all classed as strategic city-wide schemes and are addressed in Policy CS2 and supporting text.

**3.40** Improvements to local centres, together with the provision of new facilities elsewhere in the area will be developed in line with transport improvements and initiatives that support public transport, walking and cycling trips, and tying in with congestion reduction initiatives on the A183 Chester Road, A690 Durham Road and A1018 Ryhope Road.

**3.41** Public realm improvements will be made along major roads, in local and district centres and be linked to neighbourhood traffic management schemes across the area to encourage walking. Further improvements will be made within green infrastructure corridors, such as Barnes Park, the Stephenson Trail and coast.

**3.42** There are three major cycleways in the South area, all linking to the city centre. National Route 1 extends south to Ryhope, the Walney to Wear national cycle route extends to Doxford International, and the Metro Cycleway runs westwards to South Hylton. Opportunities will be taken to complete a network of cycle routes throughout the South area, including new links through Barnes Park and along the coast.

### **Environment**

**3.43** 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.



**3.44** 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; at Ryhope, Silksworth Hall, Old Sunderland, Ashbrooke – and the Cedars. The area’s formal parks – at Backhouse and Barnes Park - also have an important function as open spaces, forming part of wider green space corridors which stretch into the urban area.

**3.45** 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.

**3.46** Eight district GI corridors have been identified in South Sunderland.

- i. Barnes Park
- ii. Stephenson Trail:
- iii. Ryhope–Silksworth:
- iv. Cherry Knowle-Venerable Bede-Mill Hill:
- v. Burdon-Ryhope Dene:
- vi. Ashbrooke to the Port:
- vii. Ashbrooke to Tunstall Hills:
- viii. Claxheugh to Silksworth:

**3.47** GI corridors will be examined in line with green infrastructure principles, provisionally set out in the forthcoming Sunderland Green Infrastructure Strategy. The City Council, in association with partners and developers, will seek to ensure every corridor offers high quality, accessible and locally valued functions, thereby providing multiple benefits for both people and wildlife in the area. Connectivity barriers and gaps will be identified and addressed.

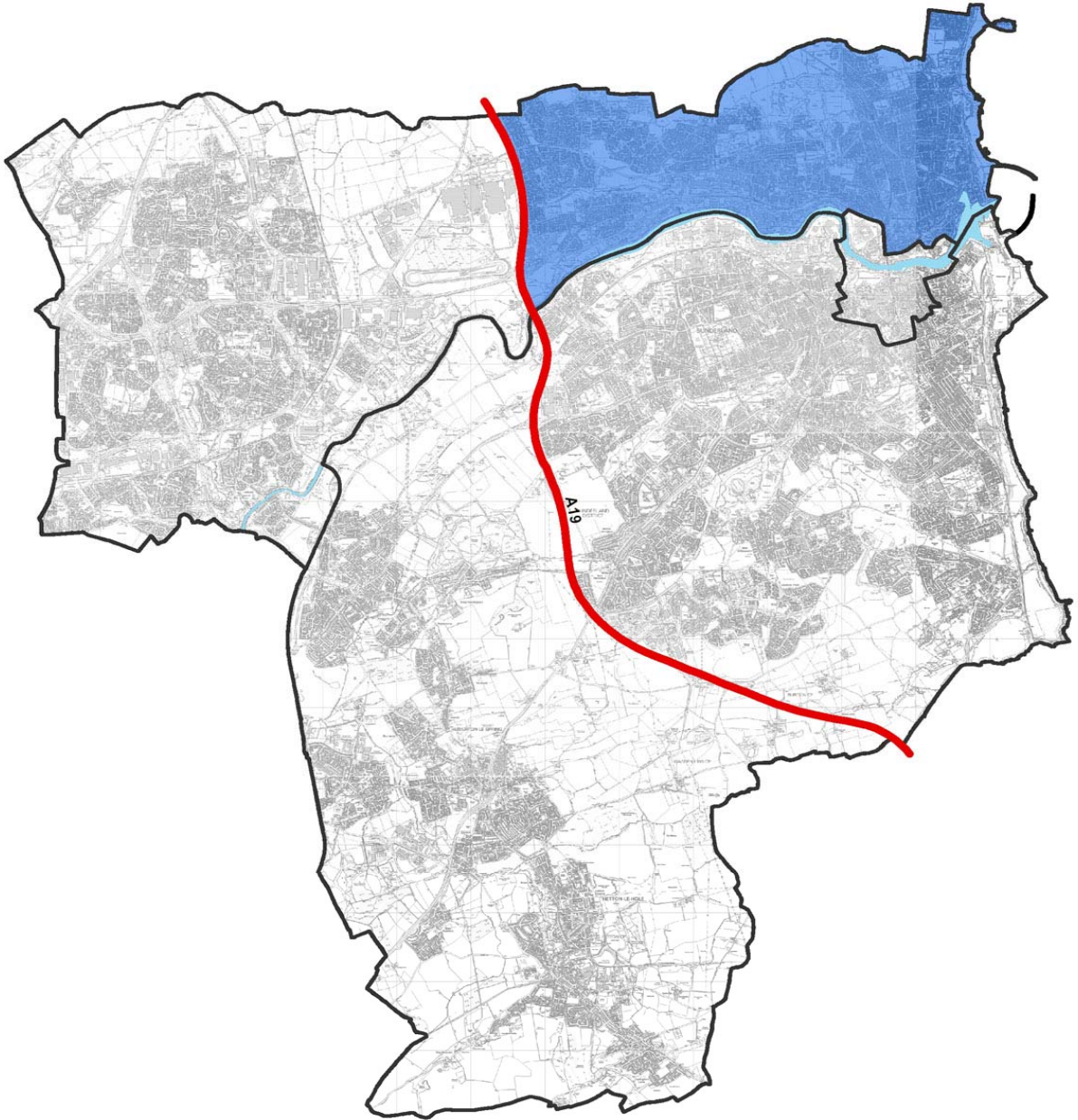
**3.48** A number of Local Wildlife Sites are located on the riverside. The Coast and River Wear are seen as a strategic asset and a great open space resource within the city, because of this there are often competing pressures/ demands on their use. It is important to protect the city’s coastline and river corridor, including flora, fauna, geological features, heritage features, and architectural, historical and archaeological areas of interest, whilst extending the opportunities for recreational, educational, sporting and tourist activities.

**3.49** Overall greenspace provision in South Sunderland is lower than the city average, but higher in terms of site quality. This is particularly true for central areas that fringe the City Centre, with greenspace provision concentrated in a few larger high quality sites such as Barnes Park, Backhouse Park or Bishopwearmouth Cemetery. Greenspace provision varies across the area, and key issues identified are:

- Limited quantities of amenity greenspace in areas surrounding the City Centre, and further west in Pallion, Ford and Pennywell
- Low quality amenity greenspaces concentrated in more outlying residential areas of Ford, Pallion, Pennywell, Farringdon, Hall Farm and Chapelgarth
- Limited woodland cover in the west and the south-east

- Limited formal park access from Pallion to South Hylton and Hastings Hill, and also in Grangetown sub-area
- Lower quality of parks in outlying residential areas
- Limited access to allotments and community gardens in the west and also in areas that fringe the City Centre
- Under-provision of football and cricket fields in the area as a whole, plus a need for a further synthetic turf pitch
- North-south cycle routes are limited overall, including access to the City Centre, and coastal access in general.

## North Sunderland - Policies



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## CS11: North Sunderland

### **Vision**

By 2032, North Sunderland will have been transformed through the development of high-quality uses along the riverside and sea front strip. The seafront will be a thriving tourist destination.

Castletown and Southwick will have been transformed into highly liveable modern residential areas.

### **.Planning objectives**

- The retention of employment land is fundamental in supporting economic growth in the city
- Improve cross river access, providing increased access to the city centre and employment sites
- Regeneration of Castletown and Southwick through housing renewal
- Regeneration of Seaburn/ Roker through the Seafront Strategy.

### **Key issues and constraints**

- The area is highly urbanised and limited in land for new housing and future employment allocations
- The area contains a wide-range of historic and cultural assets, including the candidate World Heritage Site at St. Peter's Church, these should be retained and enhanced appropriately

### **Opportunities and growth**

- The Sea Front Strategy and Marine Walk Masterplan will assist in revitalising the seafront
- Encourage the development of Sunderland University at the St. Peter's campus, providing a high quality learning experience
- Promote the river for recreational uses
- Gento 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)
- Improved green infrastructure.

### **Economic prosperity**

1. The following are identified as a Primary Employment Areas:-
  - i. Hylton Riverside
  - ii. Sunrise Business Park

Proposals for development in these areas will be assessed against Development Management Policy X.

2. The Council will support the development of the tourism sector in North Sunderland
  - i. Protecting the area's unique assets including St Peters Church, (candidate World Heritage Site) Hylton Castle and Fulwell Mill from insensitive development.
  - ii. Protecting and enhancing the quality of existing visitor attractions including the Glass Centre, Stadium of Light, Monkwearmouth Station Museum, Marina and candidate World Heritage Site as significant visitor destinations.
  - iii. Promoting the development of the seafront through the Seaburn and Roker Masterplan
  - iv. Encouraging new leisure and cultural development along the river corridor and sea front, including the C2C

### **Sustainable communities**

4. Meeting the needs and aspirations of the north's existing and future residents will be achieved through:
  - i. Developing over 1200 new homes in North Sunderland over the next 20 years, phased as follows:

2012- 17	2017-22	2022-27	2027-32	Total	Percentage of City Total
256	292	322	332	1202	8%

- ii. Supporting the regeneration of Castletown, Downhill and Southwick through housing renewal.

### **Environment**

The City Council will seek to protect and enhance the natural and built environment of the area through the following measures:

- i. Ensuring new developments in close proximity to the candidate World Heritage Site (c WHS), are sympathetically designed and do not detract from its setting.
  - ii. Protecting and enhancing the three identified district green infrastructure corridors in the area.
  - iii. Improving the quality and quantity of green space in the North Sunderland, particularly typologies that fall below average in the Green Space Audit.
    - a. Quantity of amenity greenspace
    - b. Formal park/ country park limited access between Redhouse and Seaburn

- c. **Woodland coverage**
- d. **Poor north-south cycle routes throughout ARF**

### **Economic prosperity**

**3.50** North Sunderland continues to support a diverse range of economic development and remains attractive to the market. The Council's 2012 Employment Land Update identifies the employment areas at Hylton Riverside and Sunrise Business Park as 1<sup>st</sup> Tier estates due to the high quality of these areas, the age of property and the accessibility of the area to the A19.

**3.51** North Sunderland has a role to play as a tourism hub for the city. In particular, the seafront at Roker and Seaburn is an area with unfulfilled potential. The City Council recognises that having an attractive seafront with a variety of leisure opportunities in close proximity to the city centre is a unique selling point, which will attract new residents, visitors and businesses to the city.

**3.52** The City Council and its partners will seek to regenerate the seafront to create an attractive environment, building on the area's heritage and natural environment, restoring the area to its former glory.

**3.53** To ensure development at the seafront is cohesive and joined up a number of SPDs will be produced including The Seafront Regeneration Strategy and Marine Walk Masterplan. The Seafront Regeneration Strategy will be the overarching document to guide the development of Seaburn and Roker seafront. The Marine Walk Masterplan aims to revive Roker's rich cultural heritage by taking inspiration from its unique and distinctive built heritage and natural environment.

### **Sustainable communities**

**3.54** 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.

**3.55** The current housing stock within North Sunderland is made up of predominately semi-detached and terraced properties. It will be necessary to widen the range of housing types in the north to meet local need and to stem the out-migration of the city's residents to neighbouring areas such as South Tyneside and Gateshead.

**3.56** Housing renewal is planned for several communities in the western part of North Sunderland, including:

- The Regeneration of Castletown through the Castletown Regeneration Masterplan, a joint venture agreement between the City Council, Homes and Communities Agency (HCA) and Gentoo, to deliver around 150 new mixed tenure properties within the next 10-15 years. A number of regeneration projects are also planned to improve the

environment, community facilities and the retail area, and around 120 older terraced properties will be improved within Castletown

- Gentoo housing renewal plans, which include areas within Downhill, Castletown and Southwick. Overall, Gentoo plans to develop approximately 466 dwellings within this sub-area, of which 265 will be to rent, 175 for sale and 26 intermediate properties, which will help to increase the housing choice available in this area.

## **Environment**

**3.57** North Sunderland has a varied landscape including areas of arable land, parkland, Magnesian Limestone Grassland, semi natural woodlands, sandy beaches and riverbanks. The area faces pressure from residential developments, as well as public pressures, and it is therefore vital that the City Council continues to protect the natural beauty of these areas and enhancing features where possible.

**3.58** Three district green infrastructure corridors have been identified in North Sunderland:

- i. Fulwell Quarries to River Wear:
- ii. A19 Corridor
- iii. Hylton Dene:

**3.59** GI corridors will be examined in line with green infrastructure principles, provisionally set out in the forthcoming Sunderland Green Infrastructure Strategy. The City Council, in association with partners and developers, will seek to ensure every corridor offers high quality, accessible and locally valued functions, thereby providing multiple benefits for both people and wildlife in the area. Connectivity barriers and gaps will be identified and addressed.

**3.60** A number of Local Wildlife Sites are located on the riverside. The Coast and River Wear are seen as a strategic asset and a great open space resource within the city, because of this there are often competing pressures/ demands on their use. It is important to protect the city's coastline and river corridor, including flora, fauna, geological features, heritage features, and architectural, historical and archaeological areas of interest, whilst extending the opportunities for recreational, educational, sporting and tourist activities.

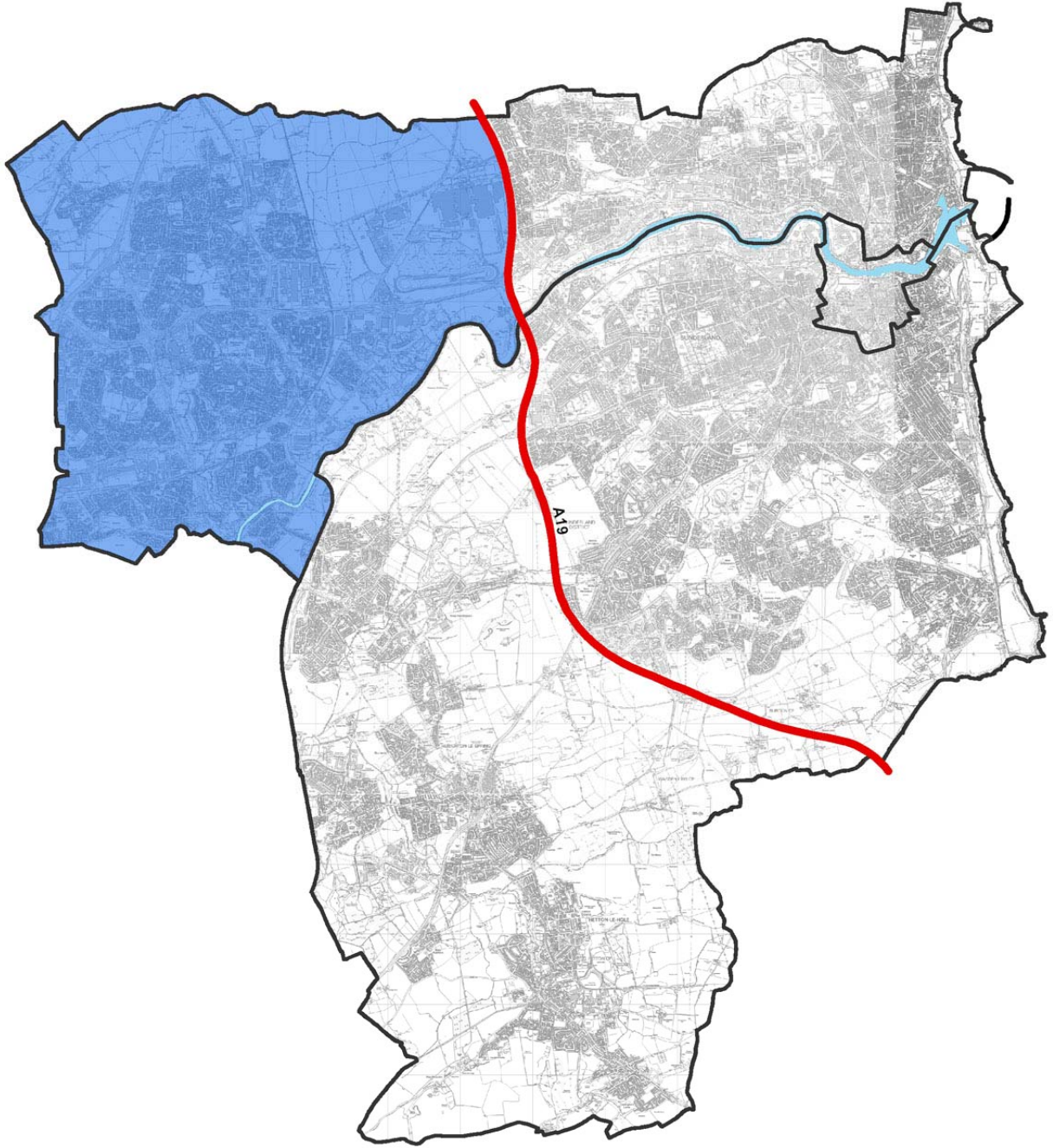
**3.61** North Sunderland is urban in its nature, while 20% of the population lives in North ARF, just 14% of the city's greenspace is located here. Greenspace provision varies across the area, and key issues identified are:

- Low quantities of amenity greenspace are pocketed across the area, including Town End Farm, Southwick, Monkwearmouth, Roker and St. Peter's
- Limited woodland cover in areas along the northern fringe, including Witherwack, Marley Potts and Carley Hill, and also in Roker and St. Peter's
- Lack of formal park access in residential areas that fringe the northern boundary
- Limited north-south cycle routes across the area.





## Washington - Policies



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## CS12: Washington

### **Vision**

By 2032, Washington will be at the forefront of the low carbon economy, home to a variety of high-tech businesses and a key driver in the regional economy. Major distribution activities will have clustered in the area, utilising its prime location on the national trunk road network.

The distinctive character of Washington New Town will have been retained, with the surrounding villages connected to a thriving and improved town centre through a network of cycle ways and footpaths.

### **Planning objectives**

- The role of Washington in the city's economy will be enhanced
- The potential for Washington to provide for large scale executive type dwellings will be developed due to the existing demand for this property type
- Additional forms of sustainable transport will be encouraged to ensure better access to the Galleries and Concord.

### **Key issues and constraints**

- Limited potential for new housing and employment allocations within the built-up area
- Some of the area's older industrial estates require investment and are in need of refurbishment
- 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.

### **Opportunities and growth**

- Washington's location to the strategic road network makes it highly marketable for industry requiring such access
- Sunderland's designation as a Low Carbon Economic Area places the city, and particularly Nissan, at its geographical centre with a focus on electronic battery and ultra-low carbon vehicle production
- The North of Nissan site offers the opportunity for the city to house a single, or several large, users and become a hub for low carbon industry
- Mixed-use development at Turbine Park and other Enterprise Zone sites could also become a home for low carbon business and industries
- The use of renewable technologies will continue to be encouraged.

### **Economic prosperity**

1. The following are identified as Primary Employment Areas:-
  - i. Nissan
  - ii. Turbine Park
  - iii. Washington Estates (to be specified)

Proposals for development in these areas will be assessed against Development Management Policy X.

### **SS2 Strategic Site: Land North of Nissan (20ha)**

A site to the North of Nissan is identified for development as a strategic employment site.

Appropriate land uses will comprise those in use classes B1b (research and development), B1c (light industry) and B2 (general industrial). 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.

### **Sustainable communities**

2. Meeting the needs and aspirations of Washington's existing and future residents will be achieved through:
  - i. Developing over 902 new homes in Washington over the next 20 years, phased as follows:-

2012- 17	2017-22	2022-27	2027-32	Total	Percentage of City Total
192	219	242	249	902	6%

### **Connectivity**

3. In addition to the city-wide transport schemes in Policy CS2, the City Council will support local transport initiatives that improve accessibility within Washington and to the wider city and region, through:
  - i. Improving public transport infrastructure
  - ii. Creating an off-road cycle network for the New Town, linking residential areas to employment, local centres and retail sites, education, leisure and community facilities.

## **Environment**

- 4. The City Council will seek to protect, conserve and enhance the natural and built environment of the area through the following measures:**
  - i. Ensure commercial and residential development do not impact on the rural character of the north bank of the River Wear**
  - ii. Protect the distinct identity of Washington New Town, protecting landscaped areas and open space from development; requiring new development to achieve and maintain the high standard of landscaping within the New Town; maintaining the separation of residential villages from other uses.**
  - iii. Protect and enhance the three identified district green infrastructure corridors in the area;**
  - iv. Improve the quality and quantity of green space in Washington, particularly typologies that fall below average in the Green Space Audit**
    - a. Quality of amenity greenspace**
    - b. Limited access to quality natural greenspaces in north of New Town**
    - c. Quality of formal parks**
    - d. Accessibility to formal parks in north and west of New Town. Opportunity to upgrade existing sites.**
    - e. Access to allotments and community gardens**
    - f. Limited range of outdoor sports facilities**
    - g. No available municipal cemetery space**
    - h. Limited access to cycle routes throughout area**
    - i. Barriers to greenspace connectivity**

## **Renewable energy**

- 5. Support will be given to the potential expansion of existing wind energy sites at Nissan and encourage the potential development of wind resources sites surrounding Nissan.**

## **Future aspirations**

The Leamside Line runs down the eastern side of Washington and passes adjacent to major employment areas, including Nissan. The City Council will work with partners to investigate the potential to re-open the Leamside Line for freight services. This would also accord with the Economic Masterplan approach to developing a low carbon economy in the city. In the longer term the line could be used for passenger services.

### **Economic prosperity**

**3.62** 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. However, 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 technologies.

**3.63** 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.

**3.64** The importance of Washington is reflected in the recommendations of the recent update of the 2009 Employment Land Review. 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 considers that Nissan, Turbine Park and the Washington Estates are key to the local economy and recommends that they are recognised as 1<sup>st</sup> Tier Priority areas.

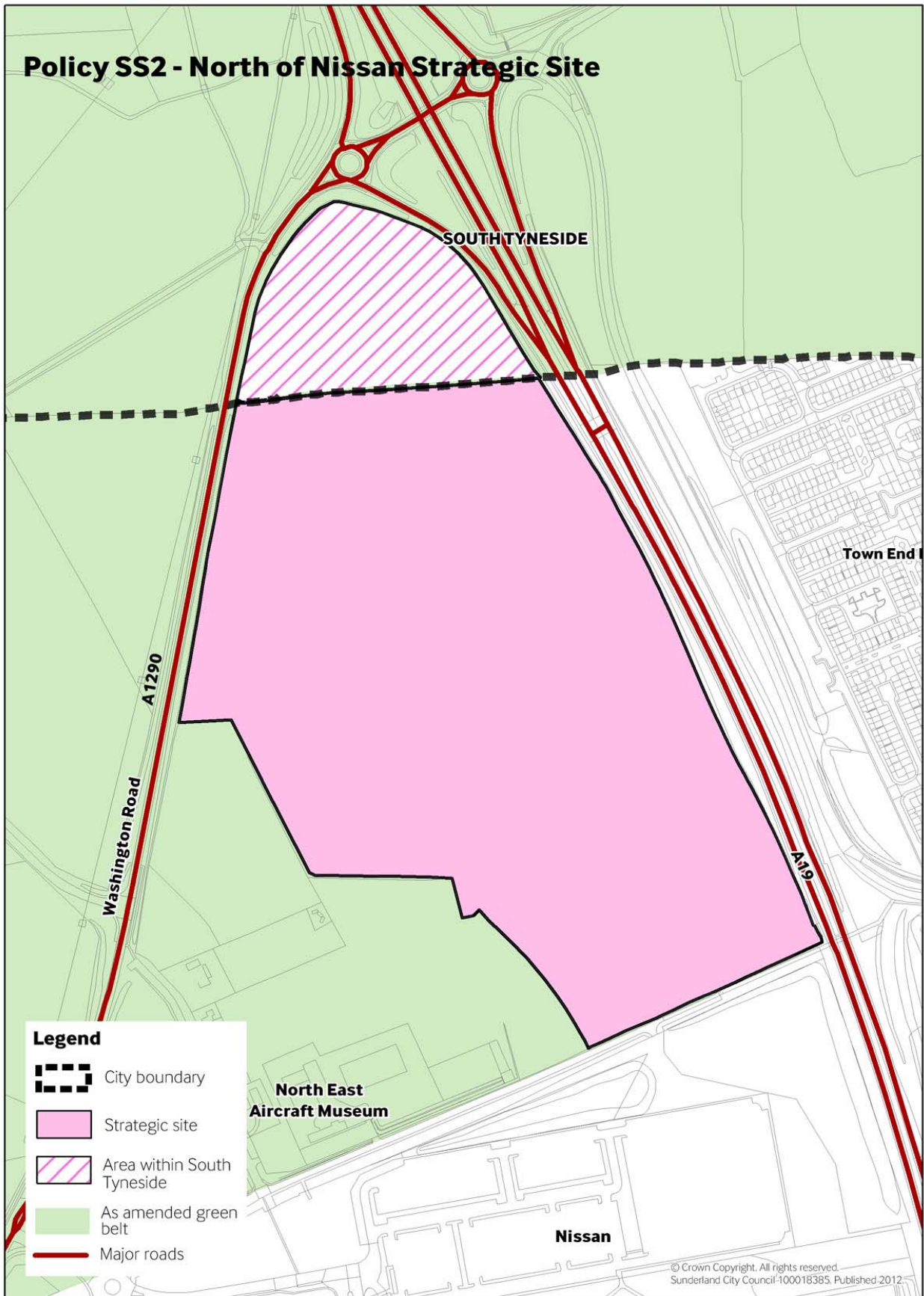
**3.65** The Council's earlier Employment Land Review also highlighted the need to seek a release of land to accommodate potential demand in the Washington area in the future. Due to the constrained nature of the area, this requirement was considered to be best met in the form of a large site to the North of Nissan. This requirement is confirmed in the 2012 Update of the ELR. 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.

**3.66** The proposed site (see Fig. 9) is located in a position accessible from the strategic road network, is adjacent to the Nissan manufacturing plant and is ideally located to support the expected development of a new lithium-ion battery plant providing for the next generation of electric vehicles.

**3.67** The potential uses for the site would be for 3-4 major employers forming a cluster of low carbon technologies. Piecemeal development comprising large numbers of smaller business will not be acceptable as the site focuses toward strategic economic development and is seen as significant for attracting inward investment to Sunderland.

**3.68** The proposed strategic site provides an opportunity for major inward investment, and supporting industry sectors not suited for town centre development which require a large floorspace and necessitate direct access to the strategic road network.

# Policy SS2 - North of Nissan Strategic Site



**3.69** The Masterplan aims to develop the city as a Low Carbon Technopole initially focussing around Nissan, the proposed strategic site and Turbine Park, but ultimately linking with other employment areas and sectors across the city, notably the city centre, the Software City initiative and the University of Sunderland, as well as other universities across the region.

### **Sustainable communities**

**3.70** Washington is limited in its future new housing land allocation due to the village layouts and surrounding Green Belt, open space and employment allocations. As such it only has the potential to accommodate around 6% of the city's total housing requirement.

**3.71** A mix of all housing types are required in the area. Washington may have potential to contribute to the provision of the city's supply of executive housing.

### **Connectivity**

**3.72** The New Town was designed and marketed with road vehicles as the primary form of transport and the town has neither train nor Metro provision. This results in sustainable transport options being relatively limited with buses being the main form of sustainable transport available. The City Council, with partners, will support initiatives that encourage and enable faster services to/from Washington, particularly from Sunderland.

**3.73** The present cycle network in Washington is mainly limited to the C2C cycleway in the south of the New Town, and there are no current links into the town centre. Improving off-road cycle connections between residential areas, town and local centres and employment areas within the sub-area can be delivered through upgrading and formalising the New Town's footpaths and wide road verges into high quality multi-user routes suitable for walking and cycling.

### **Environment**

**3.74** 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.

**3.75** Washington has unique design characteristics. These include inter-village walkways, the separation of potentially conflicting land uses and the provision of substantial landscaping, particularly between main roads and residential areas. Where development or redevelopment takes place, proposals should respect the planning characteristics of town.

**3.76** There is an extensive amount of high quality green infrastructure in Washington, three district green infrastructure corridors have been identified.

- i. Springwell Village-A194(M)
- ii. Princess Anne Park and A195
- iii. A194(M) to Washington Village and River Wear

**3.77** GI corridors will be examined in line with green infrastructure principles, provisionally set out in the forthcoming Sunderland Green Infrastructure Strategy. The City Council, in association with partners and developers, will seek to ensure every corridor offers high quality, accessible and locally valued functions, thereby providing multiple benefits for both people and wildlife in the area.

**3.78** A number of Local Wildlife Sites are located on the riverside. The River Wear is seen as a strategic asset and a great open space resource within the city, because of this there is often competing pressures/ demands on its use. It is important to protect the river corridor, including flora, fauna, geological features, heritage features, and architectural, historical and archaeological areas of interest, whilst extending the opportunities for recreational, educational, sporting and tourist activities.

**3.79** While 20% of the city population lives in Washington, more than 26% of the city's greenspace is located here. This reflects the green blueprint originally set out for the New Town, and also the extensive natural greenspaces that flank the River Wear. Woodland cover in particular is 40% above the city average. Greenspace provision varies across the area, and key issues identified are:

- Low quality amenity greenspaces concentrated in the north and west, and very low in Barmston and Columbia
- Limited access to quality natural greenspaces across the north of the New Town, as well as in Barmston, Oxclose and Ayton
- Lack of formal park access in the north-west of the ARF, as well as in Rickleton and Harraton
- Washington is the only ARF without a park that has been awarded Green Flag status. Park quality is lower across Washington than the city as a whole
- The New Town has the lowest access to allotments and community gardens in the city. Provision is especially low in the west
- There is an under-provision of cricket fields in the area
- There is no available municipal cemetery space available in Washington, though there is plentiful capacity elsewhere in the city
- Cycle route access is limited. Whilst there is a network of off-road pathways criss-crossing the New Town, use is restricted to walking only. Beyond the New Town, access to the east is restricted by industrial estates and the Leamside Line, and the A1(M) severely limits access westwards.
- There is minimal greenspace connectivity throughout the New Town.

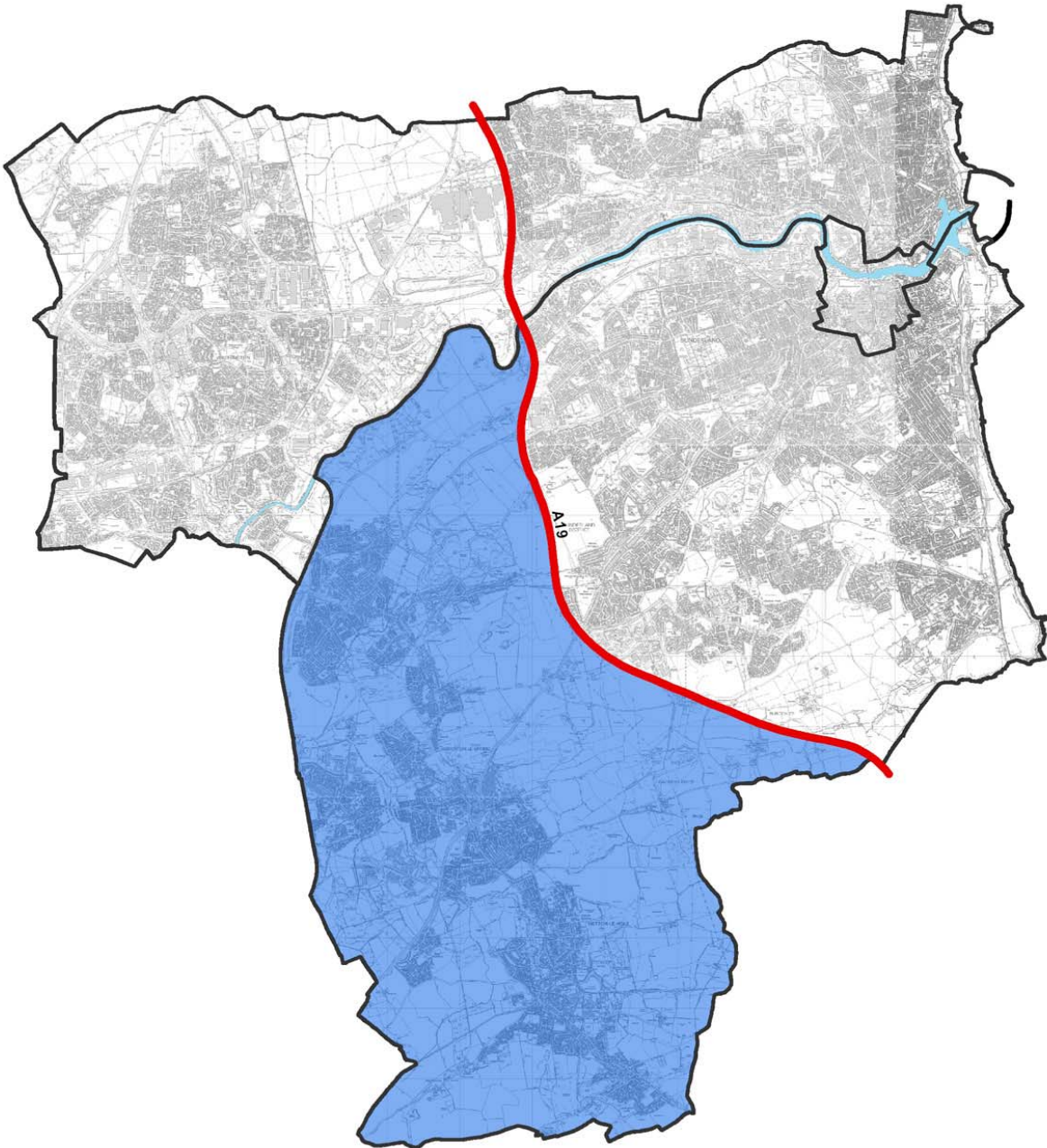
**3.80** A Minerals Safeguarding Area has been identified at Springwell.

### **Renewable energy**

**3.81** The proximity to large employers with major energy demands means that further development of wind energy in or around the Nissan site would support efficient, low-carbon manufacturing, increase business competitiveness and protect jobs for current and future employers at that location.



## Coalfield - Policies



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## **CS13: Coalfield**

### **Vision**

By 2032 the Coalfield will be regenerated and revitalised with a range of new housing and employment opportunities catering for its sustainable growth. The unique landscape character of the area and its distinct communities will have been maintained with new high-quality development being designed to reflect the local building styles.

New and enhanced transport connections will link the area to the wider City Region and open up access to local employment areas.

Houghton town centre will be a thriving and attractive centre providing access to a comprehensive range of services and facilities.

### **Planning objectives**

- Improve housing environments, housing choice and employment opportunities to help regenerate the Coalfield
- Improve accessibility into and around the Coalfield, especially to employment areas
- Improve the vitality and viability of Houghton town centre
- Retain the distinctive identity of the villages within the area
- Safeguard the Magnesian Limestone landscape.

### **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 major 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**

- Continued support for the completion of Rainton Bridge South to provide prestige office accommodation
- 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 Hetton Downs Area Action Plan will ensure the regeneration of the area through various means including housing renewal
- 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.

### **Economic prosperity**

- 1. Rainton Bridge (North and South) is identified as a Primary Employment Area. Proposals for development will be assessed against Development Management Policy X.**
- 2. The City Council will support schemes which improve the vitality and viability of Houghton town centre. New retailing will be encouraged which consolidates the shopping role of the centre.**

### **Sustainable communities**

- 3. Meeting the needs and aspirations of the Coalfield's existing and future residents will be achieved through:**
  - i. Developing over 3000 new homes in the Coalfield over the next 20 years, phased as follows:**

<b>2012- 17</b>	<b>2017-22</b>	<b>2022-27</b>	<b>2027-32</b>	<b>Total</b>	<b>Percentage of City Total</b>
<b>640</b>	<b>730</b>	<b>805</b>	<b>830</b>	<b>3005</b>	<b>20%</b>

- ii. Housing Renewal Schemes of Gentoo at the Homelands, Eppleton, Broomhill Estate, Central Hetton**
- iii. Assisting the travelling showpeople community in identifying appropriate sites for residence, which are capable of incorporating mixed business and residential uses. Sites should be situated in sustainable locations, having access to local services, amenities, and facilities.**
- iv. The following areas have been identified as regeneration areas:**
  - a. Houghton town centre through a range of measures including new retail opportunities and environmental improvements**
  - b. Hetton Downs/ Eppleton through housing renewal and improvement along with environmental and access improvements, in accordance with the Hetton Downs Area Action Plan**
- v. The following is proposed as a Location for Major Development:**
  - a. Philadelphia (Residential Development/ Mixed Use and supporting infrastructure )**

### **Connectivity**

- 3. In addition to the city-wide transport schemes in Policy CS2, the City Council will support local transport initiatives that improve accessibility within the Coalfield area and to the wider city and region, through:**
  - a. Creating a direct cycle link from Doxford International via Houghton-le-Spring to Durham City**

## Environment

4. The City Council will seek to protect, conserve and enhance the natural and built environment of the area through the following measures:
  - i. Protecting and enhancing the nine identified district green infrastructure corridors in the area
  - ii. Pursuing greater protection of agricultural land in nationally important landscape of the Magnesian Limestone Escarpment, in the southern Coalfield from inappropriate development
  - iii. Supporting measures that promote and preserve the Coalfield's distinct identity and cultural heritage
  - iv. No development will be permitted that could cause unnecessary sterilisation of Eppleton Quarry
  - v. Developing Herrington Country Park as a regional outdoor events area.
  - vi. Improving the quality and quantity of green space in Coalfield, particularly typologies that fall below average in the Green Space Audit
    - a. Quality of amenity greenspace
    - b. Access to cycle routes

## Renewable energy

6. Supporting the potential expansion of existing wind resources around Great Eppleton.

## Future Aspirations

The completion of the Sunderland Central Route from Shiney Row to Rainton Bridge will support area regeneration, and in particular will improve access to employment areas across the Coalfield, enhancing their marketability.

The need for improved road connections between the employment areas at Rainton Bridge and the East Durham Link Road has been a aspiration of the City Council for some time; a specific route features in the UDP. In the longer, the City Council will pursue, with partners, improved road connections between the Central Route at Rainton Bridge and the East Durham Link Road, which would also potentially relieve traffic from the centres of Easington Lane and Hetton.

The potential of the Leamside Line to connect Sunderland to the wider City region is highlighted elsewhere in this plan. The City Council will work with partners to investigate the potential in the longer term to re-open the Leamside Line.

## Economic prosperity

**3.82** Compared to the other sub-areas the Coalfield has few modern employment areas. This is primarily due to the area's historic reliance on coalmining as the primary industry. With the exception of Rainton Bridge, the

Coalfields employment areas comprise older properties with poor accessibility to main transport routes. This has resulted in limited market demand for land and premises. Following an earlier review undertaken by the Council in 2001, some employment land was released and redeveloped for new housing. The pressure for release continues as the popularity of the area as a location for new house building has grown.

**3.83** The Council's 2009 Employment Land Review recommended the release of approximately 17ha of allocated employment land in the Coalfield due to the issues surrounding access and the age and quality of property. This approach is maintained in the 2012 Employment Land Update. The Update recommends that Rainton Bridge is identified as a key employment area in the Coalfield (as well as being one of the key estates in the City overall). This position needs to be maintained so that it can continue to provide high quality business accommodation and employment opportunities. It is important that public transport services in the Coalfield reflect the need to provide access to employment areas (both locally and further afield).

**3.84** 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.

**3.85** Evidence from the Sunderland Retail Needs Assessment (SRNA) 2009 highlights that 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. The Assessment highlighted that due to these factors expenditure flows out of the area into other neighbouring centres.

**3.86** However, Houghton town centre continues to have an important non-retail function for the Coalfield. The Assessment recommended 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.

### **Sustainable communities**

**3.87** 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. The City Council will ensure greenfield developments are phased appropriately, do not compromise the broad extent of the Green Belt and designated open countryside and are sympathetic to the Coalfield's distinct character and identity.

**3.88** The Strategic Housing Market Assessment identifies a need of a mix of housing types in the Coalfield. Future housing developments should seek to

rebalance the local housing types 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.

**3.89** The Hetton Downs area is the subject of an Area Action Plan (which has a 20 year timescale), approximately 450 new homes are proposed for the area, along with improvements to older housing and new and improved road access. A number of regeneration projects are also proposed, which include retail improvements, extension to the country park, improvements to community facilities and to the local environment.

**3.90** 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 Tyne and Wear Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment requires 43 additional plots across the city to meet the needs of expanding families. The City Council will ensure the housing needs of this community are met when considering housing sites in the Allocations DPD.

**3.91** A Location for Major Development has been identified at Philadelphia. The area has the capacity to accommodate 500 new homes and necessary supporting infrastructure for the Northern Coalfields.

**3.92** Due to Houghton Town Centre's location at the heart of the Coalfield, the development of a supermarket in the town centre will make a significant contribution to ensuring access to high quality services. A scheme on the former Houghton Colliery site is being progressed.

**3.93** Due to the linear nature of the settlement pattern of the Coalfield, consideration may need to be given to small-scale convenience facilities in more outlying areas where these satisfy a local need.

### **Connectivity**

**3.94** Improvements to local centres, together with the provision of new facilities elsewhere in the area will be developed in line with transport improvements and initiatives that support public transport, walking and cycling trips, and tying in with congestion reduction initiatives on the A182 Houghton-Hetton Road, A183 Chester Road and A690 Durham Road.

**3.95** Public realm improvements will be made along major roads, in local and district centres and be linked to neighbourhood traffic management schemes across the Coalfield area to encourage walking. Further walking improvements will be made within green infrastructure corridors, such as along the many former colliery railways that exist across the area.

**3.96** A network of off-road cycleways has been established in the Hetton area, including the Walney to Wear national cycleway that links to Doxford International and Pitlington. However, cycle routes are more limited in the

rest of the Coalfield. Opportunities will be taken to complete a network of cycle routes throughout the Coalfield area, including links to Houghton town centre, Rainton Bridge Industrial Estate and connections between the country parks and River Wear.

**3.97** The re-opening of the Belmont Viaduct in County Durham for cycle use will create a new cycleway link from the centre of Durham City to Belmont Park & Ride. The City Council will continue this link, in partnership with Durham County Council, to extend the route to Houghton and Doxford International, thereby linking with the existing cycleway to Sunderland city centre.

**3.98** Development of the Central Route will continue to be pursued.

### **Environment**

**3.99** The Coalfield has the widest variety of habitat as the Magnesian Limestone gives way to the acidic Tyne and Wear Lowlands. The countryside in the south and the east of the area does not have any specific policy protection, though studies by The Limestone Landscape Partnership recognises the quality of the landscape here and its importance for biodiversity. The Magnesian 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 disfigurement.

**3.100** There is an extensive amount of high quality green infrastructure in the coalfields, nine district green infrastructure corridors have been identified.

- i. Leamside Line (Victoria Viaduct to Rainton Meadows)
- ii. Central Route (Shiney Row to Rainton Meadows)
- iii. Herrington Burn (Herrington Country Park to Lambton Country Park)
- iv. Lambton Colliery Railway (Philadelphia to Lambton Country Park)
- v. Houghton Colliery Railway (Success to Houghton town centre)
- vi. Rough Dene Burn (Hetton Bogs to Copt Hill)
- vii. Hazard Railway (Low Moorsley to Rainton Bridge)
- viii. Rainton Bridge and Hetton Park
- ix. Southern Boundary (Pittington to Snippersgate)

**3.101** A number of Local Wildlife Sites are located on the riverside. The River Wear is seen as a strategic asset and a great open space resource within the city, because of this there is often competing pressures/ demands on its use. It is important to protect the river corridor, including flora, fauna, geological features, heritage features, and architectural, historical and archaeological areas of interest, whilst extending the opportunities for recreational, educational, sporting and tourist activities.

**3.102** The current urban form has largely been shaped by the development of the mining industry; as a result the area includes many settlements, each with their own identity. It is important the individual identity of each is retained and

enhanced. New developments should be well integrated into existing settlements thereby sustaining services and facilities.

**3.103** Four Mineral Safeguarding Areas have been identified in the Coalfield. Extraction at Warden Law, Great Eppleton and Pittington Hill could have consequences for the city's Green Belt and open countryside. Both of the city's operational quarries, Hetton Moor House Farm and Eppleton Quarry, are located in the Coalfield.

**3.104** The former Herrington Colliery has been reclaimed and developed into Herrington Country Park. It is home to various outdoor events and features one of the largest open-air concert sites in the North East. It will be further developed as a premier regional outdoor events area with the capacity to stage large functions.

**3.105** Although less than 17% of the population lives in the Coalfield, over 30% of the city's greenspace is located here. This is partly due to the area incorporating many of the city's largest greenspaces, including 3 country parks, a major nature reserve, riverside woodland and 3 golf courses. Greenspace provision varies across the area, and key issues identified are:

- The quality of amenity greenspaces in the Coalfield is the lowest of any of the ARF's, and particularly low in Penshaw, Shiney Row, Fencehouses, Burnside, Moorsley and Easington Lane
- Limited north-south cycle routes across the area.



# Statement of Common Terms

### **Affordable housing**

Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.

Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined in regards to local incomes and local house prices
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidies to be recycled for alternative affordable housing provision.

### **Aggregates**

Aggregates are bulk materials used in the construction industry for purposes such as making concrete, road surfacing, mortar etc or in constructing foundations and embankments.

### **Air Quality Management Area (AQMAs)**

AQMAs are declared by Local Authorities in areas where there is poor air quality and national air quality objectives are not being met. AQMAs can range in size from a couple of streets to much bigger areas. Once declared, the Local Authority must compile a scheme to improve the air quality in this area.

### **Appropriate Assessment (AA)**

Appropriate Assessment is the assessment of likely effects of a development plan or proposal on the integrity of designated European wildlife sites, and the identification of mitigation measures or alternative solutions, where appropriate.

### **Article 4 Direction**

An Article 4 Direction would remove the permitted development rights of a property, or properties, and bring this change of use under the control of the Council. Therefore landlords must seek planning permission to convert family homes into Houses of Multiple Occupation (HMOs) with up to 6 tenants within these designated areas.

An Article 4 would be implemented to control/ manage the number of HMOs in one locality.

### **Area Action Plan (AAP)**

An Area Action Plan is a Development Plan Document (DPD) within the Local Development Framework (LDF), which provides the planning framework for areas where significant change or conservation is needed. Area action plans should:

- deliver planned growth areas
- stimulate regeneration
- protect areas particularly sensitive to change
- resolve conflicting objectives in areas subject to development pressures, or

- focus the delivery of area based regeneration initiatives.

An AAP is currently being progressed for the Hetton Downs area of the city.

### **Back on the Map**

An initiative to regenerate Hendon and the East End. A regeneration framework (October 2009) has been prepared to assist this.

### **Biodiversity**

The variety of life on Earth at all its levels and the processes that sustain it.

### **Biodiversity Action Plan (BAP)**

A Local Biodiversity Action Plan provides an overarching framework for habitat and species conservation, and works on the basis of partnership to identify local priorities and targets.

### **The Building Research Establishment Environmental Assessment Method (BREEAM)**

A family of methods and tools all designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.

### **Building for Life**

Building for Life is the national standard for well-designed homes and neighbourhoods. The Building for Life assessment scores the design quality of planned or completed housing developments against the 20 Building for Life criteria.

### **Carbon emissions**

Carbon that enters the atmosphere as a result of burning carbon-based fuels, chiefly coal, oil and natural gas.

### **Carbon mixer tool kit**

The 'Carbon Mixer' is a computer based approach to help determine how developments can incorporate 10% embedded renewable energy generation. The mixer calculates the energy requirements for different types of buildings and determines carbon dioxide reductions and the contribution of renewable energy as the different technologies are added.

The carbon mixer toolkit can be found at

<http://www.strategyintegrationne.co.uk/page.asp?id=131>

### **Code for Sustainable Homes**

The Code for Sustainable Homes is an environmental assessment method for new homes and contains mandatory performance levels in seven key areas. In 2007 The Code for Sustainable Homes replaced Ecohomes as the preferred method of assessing the sustainability of new housing in England.

### **Commission for Architecture and the Built Environment (CABE)**

A public body acting as a champion of good design, advising on architecture, urban design and public spaces.

### **Community Infrastructure Levy (CIL)**

The Community Infrastructure Levy will be a new charge which local authorities will be empowered, but not required, to charge on most types of new development in their area. CIL charges will be based on simple formulae which relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.

### **Community Strategy**

A strategy prepared by local authorities to help deliver local community aspirations, under the Local Government Act 2000.

### **Comparison shopping**

Comparison retailing is the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.

### **Conservation Area**

An area of special architectural or historic interest, whose character, appearance and/or setting is desirable to preserve or enhance.

### **Convenience shopping**

Convenience retailing is the provision of everyday essential items, including food, drinks, newspapers/magazines and confectionery.

### **Creative industries**

Often defined as those industries that focus on creating and exploiting intellectual property products; such as the arts, films, games or fashion designs, or providing business-to-business creative services such as advertising.

### **Delivery Framework**

The Delivery Framework sets out the criteria for monitoring the progress and delivery of the Local Development Framework.

### **Density**

In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

### **Digital Challenge**

The challenge seeks to establish new methods of working with technology, targeting hard to reach groups and individuals who may be currently digitally excluded.

### **Durham Heritage Coast**

Durham Heritage Coast Partnership is a partnership of authorities, agencies and community bodies with an interest in the coast in Sunderland, Durham and Hartlepool. A small management team is in place to lead the work of

partners and to protect and enhance the special qualities of this unique coastline.

### **Executive Dwelling**

High quality accommodation suited to the needs and aspirations of higher income households, with two distinct features:

1. High property values – High values are linked to desirable locations
2. High quality construction – Exterior and interior fittings

### **Geodiversity**

The variety of rocks, fossils, minerals, landforms, soils and natural processes, such as weathering, erosion and sedimentation.

### **Green Belt**

A designation for land around certain cities and large built-up areas, that aims to keep this land permanently open or largely undeveloped.

### **Greenfield**

Land (or a defined site) which has never been built on before or where the remains of any structure or activity have blended into the landscape over time. A more detailed definition can be found in Planning Policy Statement 3: Housing in relation to 'Previously Developed Land'.

### **Green Infrastructure**

GI refers to a strategically planned and managed network of high quality green spaces and other environmental features vital to the sustainability of any urban area.

### **Gross value added (GVA)**

Measures the contribution to the economy of each individual producer, industry or sector in the United Kingdom.

### **Gypsies and Travellers**

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.

### **Historic Park**

Parks or gardens formally recognised on the national Register of Parks and Gardens of Historic Interest for their special significance. The Register is compiled by English Heritage and is intended to safeguard the features and qualities that make the parks or landscapes of national importance.

### **Housing Market Assessment (HMA)**

A study of housing needs and demand across the city.

### **Index of Multiple Deprivation (IMD)**

A ward-level index made up from six indicators (income; employment; health deprivation and disability; education, skills and training; housing; and geographical access to services). IMD can help to identify areas for regeneration.

### **Infrastructure**

Infrastructure can include: transport infrastructure such as roads, railways, public transport, cycling and walking; physical infrastructure such as utility provision and waste treatment; green infrastructure such as public greenspace and biodiversity; social and health infrastructure including social housing, community services and facilities.

### **Infrastructure Delivery Strategy**

The delivery of a sound local development framework (LDF), including the core strategy is dependant on an infrastructure/investment delivery plan (IDP). The Infrastructure Delivery Strategy identifies the relevant infrastructure requirements of the LDF, including information on funding sources and the providers.

### **Interim Strategy for Housing Land (ISHL)**

Adopted in February 2006, it provides an informal review to the UDP, providing more up-to-date guidance for housing.

### **Intermediate Affordable Housing**

Intermediate affordable housing is housing at prices and rent above those of social rent, but below market price or rent, and which meet the criteria set out in the affordable housing definition. These can include shared equity products, other low cost homes for sale and intermediate rent.

### **Joint Venture**

A joint venture, is an agreement between the Council and another organisation/s for the purpose of delivering a particular programme or scheme, (i.e. housing development/s). All parties will share all profits or losses and risk of the venture.

### **Key diagram**

The diagrammatic interpretation of the spatial strategy as set out in the Core Strategy Development Plan Document.

### **Legibility**

Legibility refers to the degree to which people can understand and identify with the built environment. Landmark buildings and a clear hierarchy of routes and intersections should increase the legibility of development. Building and layout design, planting and views should be employed to form visual focal points, achieve orientation and identity and create legible routes.

### **Listed Building**

A building of special architectural or historic interest. Graded I (highest quality), II\* or II.

**Local Area Agreement (LAA)**

LAA is a three-year agreement, based on the local Sustainable Community Strategy, that sets out the priorities for a local area agreed between Central Government and a local authority plus other key partners such as the LSP.

**Local Nature Reserve (LNR)**

Non-statutory habitats of local significance designated by local authorities where protection and public understanding of nature conservation is encouraged. (See also Site of Nature Conservation Importance or Site of Special Scientific Interest).

**Local Strategic Partnerships (LSPs)**

These are non-statutory, multi-agency partnerships. LSPs bring together at a local level the different parts of the public, private, community and voluntary sectors; allowing different initiatives and services to support one another so that they can work together more effectively.

**Local Transport Plan (LTP)**

A five-year integrated transport strategy, prepared by local authorities, that seeks funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

**Low Carbon Economic Area (LCEAs)**

The North East has been designated the UK's first Low Carbon Economic Area. LCEAs aim to pull together national, local and regional agencies to focus on accelerating the growth of low carbon industries, skills base and supply chain. The North East LCEA will focus on supporting the transformation of the automotive industry, providing support for innovation and demonstration and skills training.

**(Durham) Magnesian Limestone Escarpment**

A narrow belt of Magnesium-rich limestone that exists across Tyne and Wear and East Durham. The belt consists of a main plateau, together with a western escarpment running south-west / north-east across the city. The escarpment contains a number of protected wildlife and geological sites, and is also actively quarried in places.

**Major development**

Major development is defined as follows in the RSS: "For dwellings, a major development is one where the number of dwellings is 10 or more. Where the number of dwellings is not given in the application, a site of area of 0.5 hectares or more should be used as the definition of a major development. For all other uses, a major development is one where the floorspace to be built is 1000 square metres, or where the site is 1 hectare or more."

**Multi Area Agreement (MAA)**

These are a set of plans and proposals to improve outcomes in an area, negotiated between a group of local authorities at a sub-regional or city region

level. MAAs focus mainly on employment, skills, transport, regeneration, housing and planning.

### **Natura 2000**

A network of marine and land-based areas of international importance designed to conserve natural habitats and species of plants and animals.

### **Naturalisation**

Land that was previously- developed but where the remains of the permanent or fixed surface structure have blended into the landscape in the process of time.

### **Open space / Greenspace**

All space of public value, including land and water, that can offer opportunities for sport and recreation. They can also act as a pleasant feature in the environment and as a haven for wildlife. Unlike greenspace, open space can also include hardstanding public spaces, sometimes referred to as civic space and includes the coast, River Wear, large country and urban parks, regional and other sports facilities, wildlife habitat, allotment sites, play areas, cemeteries and churchyards and open countryside..

### **Planning Policy Guidance (PPG)**

Issued by Government setting out its national land use policies for England on different areas of planning. These are being replaced by Planning Policy Statements.

### **Planning Policy Statement (PPS)**

Issued by Government to replace the existing Planning Policy Guidance notes, in order to provide greater clarity and to remove from national policy advice on practical implementation, which is better expressed as guidance rather than policy.

### **Previously Developed Land (PDL) or 'brownfield' land**

This is land that is (or was) occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the boundary of the development. Planning Policy Guidance Note 3 "Housing" provides the fully detailed definition.

### **Public realm**

The parts of a village, town or city (whether publicly or privately owned) that is available, without charge, for everyone to use. This includes streets, squares and parks.

### **Regional Spatial Strategy (RSS)**

A strategy for how a region should look in 15 to 20 years time and possibly longer. It identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal.



**Renewable energy**

Energy generated from resources that are unlimited, rapidly replenished or naturally renewable such as wind, water, sun, wave and refuse, and not from the combustion of fossil fuels.

**Research and development (R&D)**

Discovering new knowledge about products, processes, and services, and then applying that knowledge to create new and improved products, processes, and services.

**Registered Social Landlord (RSL)**

Including Housing Associations and Councils, Registered Social Landlords are independent not-for-profit organisations providing low cost “social housing” for those in housing need and are the UK’s major provider of homes for rent, as well as providing opportunities for shared ownership.

**Scheduled Monument**

A Scheduled Monument is a nationally important historic building or structure or archaeological site, given protection against detrimental and unauthorised change.

**Section 106 Agreement**

Section 106’s allows a local planning authority to enter into a legally binding agreement or planning obligation with a landowner in association with the granting of planning permission. Agreements are a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms. They are increasingly used to support the provision of services and infrastructure, such as highways, recreational facilities, education, health and affordable housing.

**Sequential Approach**

A planning approach that seeks to identify, allocate or develop land, based upon sustainable development principles. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.

**Site of Nature Conservation Importance (SNCI)**

Locally important sites of nature conservation adopted by local authorities for planning purposes.

**Site of Special Scientific Interest (SSSI)**

A site identified under the Wildlife and Countryside Act 1981 (as incorporated in the Countryside and Rights of Way Act 2000) as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (basically, plants, animals, and natural features relating to the Earth’s structure).

**Social rented housing**

Rented housing owned and managed by local authorities and registered social landlords.

Housing provided at a cost considered affordable in relation to average incomes or the price of general market housing. Sometimes considered as falling into two subcategories: “social housing” – where rent levels are set in line with the Government’s rent influencing regime; and “intermediate housing” – a mix of low cost home ownership products (for example shared ownership) and other reduced cost rental products primarily in the form of key worker housing.

### **Spatial planning**

To ensure the most efficient use of land by balancing competing demands within the context of sustainable development. Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.

### **Special Areas of Conservation (SACs)**

These are areas that have been given special protection under the European Union’s Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world’s biodiversity.

### **Special Protection Areas (SPAs)**

These are strictly protected sites classified in accordance with Article 4 of the EC Directive on the conservation of wild birds (79/409/EEC), also known as the Birds Directive. They are classified for rare and vulnerable birds and for regularly occurring migratory species.

### **Strategic Housing Land Availability Assessment (SHLAA)**

The primary role of the assessment is to: identify sites with the potential for housing; to assess the housing potential of these sites and finally; to assess when the site is likely to come forward for development.

### **Strategic Flood Risk Assessment (SFRA)**

Strategic Flood Risk Assessments are produced in consultation with the Environment Agency, and are intended to form the basis for preparing appropriate policies for flood risk management at a local level.

### **Strategic Site**

A Strategic Site is an area which is considered central to the achievement of an authority’s Core Strategy. National planning policy allows Core Strategies to specifically identify such sites for development.

### **Sunderland Housing Priorities Plan**

The City Council is working in partnership with the Homes and Communities Agency (HCA) to produce and deliver our (Sunderland), Housing Priorities Plan, (SHPP). The SHPP sets out the City’s housing priorities, which link to realising our ambitions regards Sunderland’s economic development. It will

support the creation sustainable places and communities and ensure that resources are secured to have the greatest impact. The plan sits alongside other key plans for the city and together they form a suite of plans guiding the delivery of the Sunderland Strategy.

### **Sunderland Software City**

Sunderland Software City is a new initiative, designed to inspire and encourage the growth of the Software Industry in the region, and to make the area an attractive location of choice for software businesses.

### **Supplementary Planning Document**

Part of the LDF, Supplementary Planning Documents (SPDs) provide supplementary information in respect of the policies contained in DPDs, and tend to focus on particular issues or on particular places. They do not form part of the Development Plan and are not subject to an independent examination. Sunderland's SPDs to date include:

- Sunnyside Planning and Design Framework
- Sunderland City Centre Evening Economy
- Residential Design Guide
- Design and Access Statement
- Household Alterations and Extensions
- Development Control Guidance Document
- Central Area Urban Design Strategy

### **Sustainability**

Meets the needs of the present without compromising the ability of future generations to meet their own needs.

### **Sustainability Appraisal (including Strategic Environmental Appraisal)**

The process of weighing and assessing all the policies in a development plan, Local Development Document, or Regional Spatial Strategy, for their global, national and local implications. (See also Strategic Environmental Assessment).

### **Sustainable Urban Drainage Systems (SUDs)**

A concept that includes long term environmental and social factors in decisions about drainage.

### **Traveling Show People**

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not traveling together as such). This includes such persons who on the grounds of their own or their family's or their dependants' more localised pattern of training, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes gypsies and travelers as defined in ODPM Circular 1/2006.

### **Tree Preservation Order (TPO)**

A TPO is an order made by a local planning authority in respect of trees or woodlands, the principal effect of which is to prohibit the cutting down,

uprooting, topping, lopping, wilful damage, or wilful destruction of trees without prior consent.

### **UNESCO**

The United Nations Educational, Scientific and Cultural Organization (UNESCO) seek to encourage the identification, protection and preservation of cultural and natural heritage around the world considered to be of outstanding value to humanity.

### **Unitary Development Plan (UDP)**

The UDP is the adopted development plan for the City, prepared under the 1990 Development Plan Regulations, and provides land-use designations and planning policy for the whole of the city.

### **Use Classes Order**

The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning Permission is not needed for changes of use within the same use class. The following list details the different Use Class Orders:

- A1 Shops
- A2 Financial and professional services
- A3 Restaurants and cafés
- A4 Drinking establishments
- A5 Hot food takeaways
- B1 Business
- B2 General industrial
- B8 Storage or distribution
- C1 Hotels
- C2 Residential institutions
- C2A Secure Residential Institution
- C3 Dwelling houses
- C4 Houses in Multiple Occupation
- D1 Non-residential institutions
- D2 Assembly and leisure
- Sui Generis - Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: theatres, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centers and casinos.

### **Viability**

In terms of retailing, a centre that is capable of success or continuing effectiveness.

### **Vitality**

In terms of retailing, the capacity of a centre to grow or develop.

### **World Heritage Site**

A cultural or natural site of outstanding universal value designated by the International Council on Monuments and Sites (ICOMOS).

## **Suggested Development Management Policies**

### **DM1 The Sequential Approach to Development**

***Aim: Sets out an order of priority when selecting or considering land and sites for development.***

### **DM2 Safeguarding and the Release of Employment Land**

***Aim: To identify a hierarchy of employment sites and to set out criteria to ensure that these are developed for appropriate uses according to their status***

- Primary employment sites
- Locally significant employment sites
- Other employment sites
- New employment space?

### **DM3 Housing**

***Aim: To ensure appropriate provision of housing for a wide range of needs and groups including:-***

- Affordable housing
- Gypsies, Travellers and Travelling Showpeople
- HMOS
- Student accommodation

### **DM4 Connecting the City**

***Aim: To ensure development functions safely and effectively in terms of highways and accessibility aspects***

- New development
- Parking requirements
- Paths and multi-user routes
- Highway improvements
- Traffic management

### **DM5 Caring for the City's Environments**

***Aim: To set criteria to ensure that development takes account of the need to protect important historic and natural features in the City***

- The Built Environment
- The Candidate World Heritage Site
- Conservation Areas
- Statutorily Listed Buildings
- Scheduled Ancient Monuments
- Registered Historic Parks and Gardens
- Archaeological heritage
- Locally listed and other non designated heritage assets
- Bio-diversity
- Woodlands/ Trees
- Green Infrastructure
  - New Green Spaces
  - Loss of Green Spaces

### **DM6 Adapting To Climate Change**

***Aim: To ensure that new development incorporates principles of energy management and sustainable construction***

- Renewable energy
- Resource Efficiency and High Environmental Standards
- Protecting Local Environmental Quality
  - Flooding
  - Sustainable Urban Drainage
  - Pollution

### **DM7 Waste and Minerals**

***Aim: to set guidelines for waste management operations and outline criteria for considering proposals for mineral extraction in the City***

- Waste
  - New Infrastructure
- Minerals
  - Coal Extraction
  - Mineral extraction

### **DM8 Environmental Protection**

***Aim: To set guidelines to ensure that new development accords with high standards of amenity***

- Amenity
- Noise and vibration
- Decontamination

### **DM9 Design**

***Aim: to set criteria to ensure the highest quality in the design of new development***

- Overall Requirements
- Housing Density

### **DM10 Infrastructure and Obligations**

***Aim: To set criteria to ensure that new development***

- Social Infrastructure
  - Meeting Increased Demand for Social Infrastructure
  - New Social Infrastructure
  - The Loss of Social Infrastructure
- Physical Infrastructure
  - Water infrastructure
  - Transport Infrastructure

### **DM11 Delivering Infrastructure Needs - Planning Obligations**

***Aim: To ensure that all new developments are served by adequate physical, social and green infrastructure, and setting out those considerations where developer contributions are sought.***

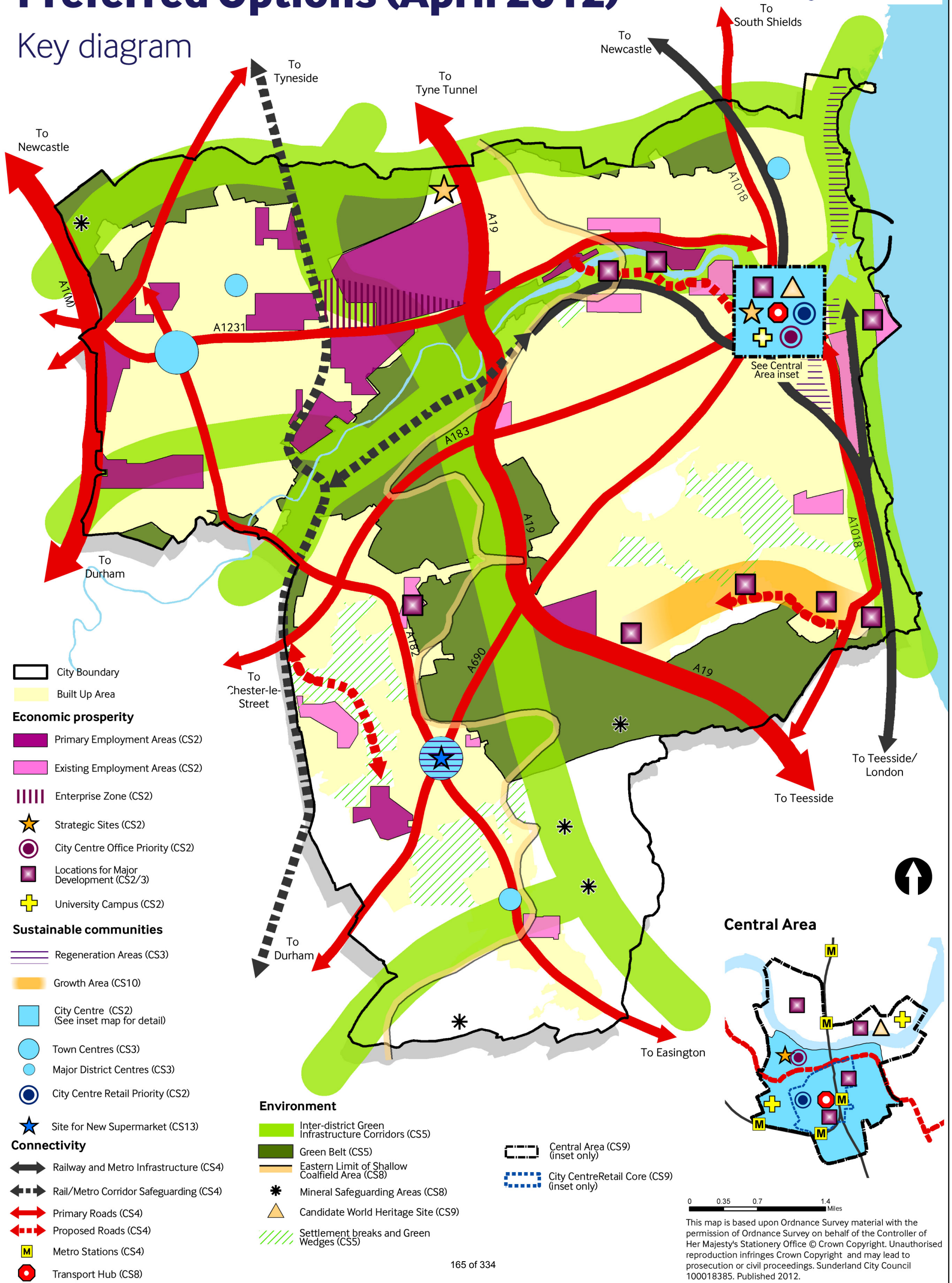
### **DM12 Supply and Delivery of Land (Housing and Employment)**

- Maintaining a Continuous Supply of Housing Land
- Ensuring an Adequate Supply of Land for Employment Purposes
- Delivery



# Sunderland LDF Core Strategy Preferred Options (April 2012)

## Key diagram





# Strategic Housing Land Availability Assessment (SHLAA)



**March 2012**

167 of 334

  
**Sunderland**  
City Council



# **Sunderland City Council Strategic Housing Land Availability Assessment (SHLAA)**

March 2012

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## 1.0 Summary

- 1.1 The Government has published, July 2011, its draft presumption in favour of sustainable development in the National Planning Policy Framework (NPPF). The NPPF has been described as a “golden thread” running through the reformed planning system and as the “cornerstone” of a more streamlined planning system; it is intended to be the mechanism that delivers the Coalition’s pro-growth promise for planning.
- 1.2 The key message that comes out of the draft NPPF and its presumption in favour of sustainable development is:
- The frequent absence of an up-to-date “local plan”, that is in conformity with the NPPF, will create opportunities for the presumption in favour of sustainable development to ensure planning applications are approved;
  - Local planning authorities need to update / produce local plans that are in conformity with the NPPF, to retain control over shaping and controlling development in their areas;
  - Less detailed national policy guidance may create local plans with greater divergence, notwithstanding the NPPF’s encouragement for growth and;
  - They will all be set in the context of a more positive approach to development in local plans, because of the contribution that development can make to economic growth, meeting housing needs and providing financial rewards to local authorities (e.g. the New Homes Bonus, Get Britain Building and NewBuy Guarantee scheme).
- 1.3 Local authorities are still required to identify and maintain a rolling 5 year supply of deliverable housing sites (including an additional allowance of 20%) to allow for choice and flexibility. Where authorities cannot demonstrate this supply, applications for housing should be looked upon favourably. A priority for the Government is ensuring land availability is not a constraint on the delivery of new homes and a more responsive approach is taken to land supply at a local level. As such PPS3 Housing (June 2011) requires all local planning authorities to:
- Identify specific, deliverable sites for the first five years of a development plan; (to be deliverable a site must be available, suitable and achievable).
  - Identify specific, developable sites for years 6-10 and ideally years 11-15; (to be developable a site should be in a suitable location and there should be a reasonable prospect that the site is available for housing and could be developed at the point envisaged).

- Indicate broad locations for future growth for years 11-15 if specific sites cannot be identified.
- 1.4 The supply of land is demonstrated through the production of a Strategic Housing Land Availability Assessment (SHLAA), which assesses sites for their housing potential and development timescale. The SHLAA is not a policy document that formally determines whether a site should be allocated or developed for housing purposes.
- 1.5 This is the third full SHLAA prepared by Sunderland City Council and includes additional sites and updates to the sites indicated in the SHLAA reports published in March 2009 and 2010.
- 1.6 The primary role of the SHLAA will be to inform the Core Strategy of the city's Local Development Framework (LDF). It is the role of the LDF to determine which specific sites are to be allocated for housing purposes to best meet the objectives of the council.
- 1.7 **Preparing the SHLAA**  
The requirements of a SHLAA are set out in PPS3 and CLG Strategic Housing Land Availability Assessments Practice Guidance. This update to the SHLAA has been produced in accordance with this guidance and has been designed to meet the core outputs.
- 1.8 To ensure a common framework for SHLAAs in the North East Region and to ensure a reasonable degree of consistency in the way data is collated and recorded, a SHLAA Regional Implementation Guide was published by the former North East Assembly (NEA, ANEC). This reflects the core outputs of Communities and Local Government (CLG) good practice guidance.
- 1.9 A sub-regional key stakeholder partnership for Tyne and Wear was established, which produced a concept paper (July 2008), to assist the Tyne and Wear districts in the production of their SHLAAs. From this partnership a core sub-regional SHLAA key stakeholder panel was formed to ensure the SHLAAs were implemented in accordance with the paper. The panel comprised lead local authority officers, representatives from Registered Social Landlords, the Royal Institute of Chartered Surveyors, the Home Builders Federation and a national planning consultant (based in Tyne and Wear). After consulting the Tyne & Wear Partnership on updated and newly submitted sites for inclusion in this updated SHLAA, there were no sites or other issues that raised matters of contention or concern. Hence, it was not considered necessary to convene a Panel meeting on this occasion.
- 1.10 A range of sites were considered for assessment within the Sunderland SHLAA, including sites with planning permission, sites within the



Unitary Development Plan (UDP) and Interim Strategy for Housing Land (ISHL) as well as others suggested through consultation and sites put forward by developers and landowners through formal calls for sites.

- 1.11 To assess if sites are deliverable or developable, consultations were held with a range of experienced and expert participants from both within and outside the council to ensure that information gathered is accurate in order to gain a true perspective on the deliverability of sites.
- 1.12 **Main elements of the SHLAA 2012: The city’s housing requirements**

The City Council will seek to create thriving and inclusive communities that are desirable places to live. To help deliver this the City Council will manage the phased release of land to achieve a housing target of 10,875 net additional new homes by 2027 across the city:

**Table 1: Sunderland Housing Requirement 2012 – 2027 by sub-area.**

	<b>2012/13-2016/17</b>	<b>+ 20%</b>	<b>2017/18-2021/22</b>	<b>2022/23-2026/27</b>	<b>Total</b>	<b>%</b>
Central	482	578	550	605	<b>1637</b>	15
South	1617	1943	1846	2045	<b>5508</b>	51
North	262	314	298	325	<b>885</b>	8
Washington	199	237	226	245	<b>670</b>	6
Coalfield	640	768	730	805	<b>2175</b>	20
<b>Total</b>	<b>3200</b>	<b>3840</b>	<b>3650</b>	<b>4025</b>	<b>10875</b>	100

- 1.13 The Sunderland housing requirement is a locally derived figure (based upon demographic/housing data) which is in general conformity with RSS. As this is locally derived there is no need to account for under provision against RSS targets from its 2003 base date. The RSS is still extant until it is abolished by separate order, rather than being abolished owing to the enactment of the Localism Bill and there is likely to be a transition period for authorities to move into the 'new' system. However what the transitional arrangements are is still unknown. The main element of change is the Government’s intention to scrap Regional Spatial Strategies.
- 1.14 In the light of the move to localism, the Council has taken the opportunity to re-evaluate the aspirations of the City of Sunderland. It has approved an interim housing target. This target is being used to establish whether the City has a five year supply of housing land. The basis of the housing requirement is the published Regional Strategy. The targets in the adopted Regional Strategy were subject to review as part of a wider proposed updating of the strategy. Housing targets were set for the City using 2008 household and population projections. The Government has indicated that, in the future, the “right level” of housing provision will be determined at the local level. For the period 2008-2028, the 2008 household

projections identify an additional 10,875 households in the City. When past completions are factored in, this equates to a five-year requirement of 3200 dwellings (640 dwellings a year).

- 1.15 Table 2 sets out the main results from the 2012 SHLAA, giving an indication of the total number of potential deliverable and developable dwellings within the next 15 years. The split between greenfield and brownfield sites is also indicated. The table also provides a comparison with the Sunderland housing requirements from Table 1.

**Table 2: SHLAA results**

	2012/13-2016/17 Years 1-5			2017/18– 2021/22 Years 6- 10	2022/23- 2026/27 Years 11-15	Total dwellings Years 1-15		Brownf'ld %	Greenfield %
<b>Required</b>	<b>3200</b>	<b>% of required</b>	<b>+ 20% Total Figs</b>	<b>3650</b>	<b>4025</b>	<b>10875</b>	<b>% of required</b>		
North	987	31	314	541	235	1763	16	63	37
Central	568	18	578	1183	226	1977	18	100	0
South	1541	48	1943	3437	1840	6818	63	48	52
Wash'ton	731	23	237	272	50	1053	10	82	18
Coalfield	1613	51	768	2001	359	3973	37	64	36
<b>City</b>	<b>5671*</b>	<b>171</b>	<b>3840</b>	<b>7434</b>	<b>2710</b>	<b>15815*</b>	<b>144</b>	<b>71*</b>	<b>29</b>

\* Total takes into account 231 dwellings from deliverable small sites (under 10 dwellings) that have planning permission. These sites have not been attributed to the individual ARFs. They are all classed as brownfield.

- 1.16 Overall the estimated capacity of identified deliverable and developable sites is 44% more than the requirement for the 15 years period. There is over 70% extra capacity in the 5 years land supply more than the additional 20% required within the draft NPPF.
- 1.17 Brownfield land comprises 71% of the total sites identified, which, if all were used towards the revised requirement could provide 78% of homes. Notwithstanding, it should be noted that there has been a substantial recalculation in the potential capacity of some major brownfield sites in Central Sunderland, notably Vaux and Farringdon Row, to better reflect the changing housing market. Also, in Farringdon Row's case, to reflect a large reduction to the available housing site due to the proposed release of land for the justice centre complex.
- 1.18 In the first 5 years the SHLAA has identified a deliverable housing capacity of 5671 homes which is 71% in excess of the 5 year requirement (as set out in Table 1). Some of the larger sites are already under construction notably Lambton Cokeworks, Murton Lane, Volker Stevin, Springwell and Doxford Park. Some of these sites will continue building throughout the plan period. Central Sunderland and Sunderland South together are

- capable of delivering 66% of the total city requirement in the first 5 years, increasing to 81% over the total 15 years.
- 1.19 The Coalfield can bring forward 51% in the first 5 years and 37% overall, potentially higher than its proportion of the population (17%).
  - 1.20 However North Sunderland and Washington continue to be constrained in the amount of housing they can bring forward due to their built up nature and restrictions to expansion, notably by the Green Belt.
  - 1.21 The sites within years 1-5 are the most important, as these are the deliverable sites which have no major constraints to their early development and have been identified as being suitable for housing purposes. It is expected that over time sites within years 6-10 and 11-15 will overcome their constraints and come forward to ensure a continuous supply of deliverable and developable sites.

## **2.0 What is the Sunderland Strategic Housing Land Availability Assessment (SHLAA)?**

- 2.1 The draft NPPF sets out the Government's key objective for housing which is to "*increase significantly the delivery of new homes*", where "*everyone should have the opportunity to live in high quality, well designed homes, which they can afford, in a community where they want to live*". As a result authorities must continue preparing Strategic Housing Market Assessments (SHMAs) in order to identify the number and type of houses required over 15 years and the level of affordable housing required within the authority's area. Local Development Frameworks (LDF) and Strategic Housing Land Availability Assessments (SHLAAs) must continue to demonstrate they can provide a rolling 5 year supply of housing sites which are readily developable as well as include an additional allowance of 20% to ensure choice and competition. Where that cannot be demonstrated, authorities should then grant planning permission for housing developments in line with the 'presumption in favour of sustainable development'. The draft NPPF sets no national target for housing developed on brownfield land (previously set at 60%), again permitting authorities to set their own thresholds.
- 2.2 A top priority for Government is to ensure that land availability is not a constraint on the delivery of new homes and that a more responsive approach is taken to land supply at a local level. As such PPS3 Housing (2011) requires all local planning authorities to:
  - Identify specific, deliverable sites for the first five years of a development plan; (to be deliverable a site must be available, suitable and achievable).

- Identify specific, developable sites for years 6-10 and ideally years 11-15; (to be developable a site should be in a suitable location and there should be a reasonable prospect that the site is available for housing and could be developed at the point envisaged).
  - Indicate broad locations for future growth for years 11-15 if specific sites cannot be identified.
- 2.3 The supply of land is demonstrated through the production of a Strategic Housing Land Availability Assessment (SHLAA), which assesses sites for their housing potential and timescales for development. The SHLAA is not a policy document that formally determines whether a site should be allocated or developed for housing purposes.
- 2.4 The primary role of the SHLAA will be to inform the Core Strategy of the city's Local Development Framework (LDF). It is the role of the LDF to determine which specific sites are to be allocated for housing purposes to best meet the objectives of the council.
- 2.5 In addition to considering the long term potential of housing land, local authorities are also required to demonstrate that they have a supply of deliverable land for housing for the next five years in line with PPS3. The city's first five year land supply report was published in March 2008 to cover the period 2008 -2013. The first SHLAA published March 2009 set the five years' supply for 2009 – 2014. This current update indicates the five years land supply for the period 2012 - 2017 in the wider context of the 15 years' supply of developable housing sites.
- 2.6 The requirements of a SHLAA are set out in PPS3 and CLG Strategic Housing Land Availability Assessments Practice Guidance. The core outputs of the SHLAA as set out in the guidance are:
- A list of sites, cross-referenced to maps showing locations and boundaries;
  - Assessment of the deliverability and developability of each identified site to determine when an identified site is realistically expected to be developed;
  - The potential quantity of housing that could be delivered on each identified site;
  - An indication of constraints on the delivery of identified sites and recommendations on how and when these constraints could be overcome.
- 2.7 The Sunderland SHLAA is a key component of the evidence base to support the delivery of sufficient land for housing to meet the city's need for more homes. Without a SHLAA evidence base the LDF could be proved to be unsound.

2.8 Ensuring a SHLAA is in place as early as possible, which has a rolling supply of deliverable housing land, allows the supply to be monitored, managed and utilised as an evidence base when allocating sites within the LDF.

### 3.0 How much housing is Sunderland expected to deliver?

3.1 With the imminent revocation of the RSS, Local Planning Authorities are now responsible for establishing the right level of local housing provision for their area, and identifying a long term supply of housing land. The coalition government have identified a number of options for establishing future housing numbers, including:

- Retain existing housing targets, set out in the revoked Regional Strategies.
- Base revised housing targets on the original Regional Spatial Strategy examination (Option 1 targets) supplemented by more recent information as appropriate.
- Reviewing housing targets, taking into account more up to date local information, to demonstrate local need.

The draft housing requirements are established for Sunderland in terms of housing and population projections and Sunderland's future housing needs 2012-2032.

3.2 2008 Population Projections estimates a 3.3% population growth in Sunderland up to 2033.

**Table 3: 2008 Population Projections**

2012	2017	2022	2027	2032
281,700	283,500	285,800	288,100	290,000

ONS May 2010

By 2032 the city will see population reductions in under 15's, 15-29 and 45-59 age groups, whilst seeing growth in the 30-44, 60-74 and 75+ age groups. The City like many in the country will see an ageing population, thus having implications for future housing need/ mix.

**Table 4: Summary of household projections over the plan period.**

Household Projections	2008	2012	2017	2022	2027	2032
2008	121,000	123,400	127,200	130,400	133,400	136,400

ONS May 2010

Comparing the 2008 Household Projections against the 2008 Population Projections provides an estimate of household formation rates more in line with the Average Household Size (2008 LHMA Based Trend).

	2008	2009	2010	2011	2012	2013	2014	2015	
2008 Household Projections	121,000	121,600	122,200	122,800	123,400	124,000	124,800	125,600	
2008 Population Projections	280,900	281,000	281,200	281,500	281,700	282,000	282,300	282,700	
Household Formation Rate	2.32	2.31	2.30	2.29	2.28	2.27	2.26	2.25	
2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
126,400	127,200	128,000	128,600	129,200	129,800	130,400	131,000	131,600	132,200
283,100	283,500	283,900	284,400	284,800	285,300	285,800	286,200	286,700	287,200
2.24	2.23	2.22	2.21	2.20	2.20	2.19	2.18	2.18	2.17
2026	2027	2028	2029	2030	2031	2032			
132,800	133,400	134,000	134,600	135,200	135,800	136,400			
287,600	288,100	288,500	288,900	289,300	289,600	290,000			
2.17	2.16	2.15	2.15	2.14	2.13	2.13			

ONS May 2010

Between 2012- 32 the average household rate is 2.21, it will be this household formation rate that will be taken forward and used in calculations for future housing need.

### 3.4 Preferred Future Housing Target

Developing larger properties, more family homes and bungalows, are all requirements of the SHMA and will result in lower densities. Therefore more land will be consumed, yet a lower number of houses will be developed. Sufficient land has been identified in the SHLAA to accommodate the proposed number of dwellings. With Gentoo's clearance/ renewal programme coming to an end and only 800 dwellings remaining to be demolished, it is expected that future build rates will be more in line with the city's gross average rather than the net. To deliver 15,021 dwellings over the 20 year plan period 751 dwellings (based on the average) would have to be developed per annum. The average gross over the last 7 years has been 802 per annum.

- 3.5** The figure is in line with the vision expressed in the Sunderland Strategy, EMP and Core Strategy developed through consultation with the city's residents and articulates how people want to see their city in the future, with a work/ life balance. It is important to note that this target will not be a ceiling target, if further suitable/ sustainable and deliverable housing sites

come forward they will be considered on their merits, however it is deemed to be a deliverable and therefore an achievable target and sufficient to meet the needs of current and future residents. The target will continue to be reviewed as part of the plan, monitor, manage process of the Core Strategy and as new information becomes available targets will be revised, as and when necessary.

### 3.6 5 Year Target

15,021 dwellings equates to approximately 751 dwellings per annum. However it is unrealistic to assume development will continue at the same rate during the plan period. It is expected that development will be slow in the short term, due to the current economic climate, mortgage availability and limited lending from banks and Gentoo still having 800 dwellings to demolish. Development thereafter is expected to come forward more quickly, the financial situation is expected to have improved, unemployment levels will be lower and with it borrowing should be easier thus impacting on the housing market. In addition, the Economic Master Plan would be in place for over 5 years.

The above points are all reflected in the following table which sets out the annual build rates and future 5 year targets. Targets are based on an average of the build rates required to satisfy the ONS projections and the breakdown established through the RSS.

**Table 5: City Housing Requirement 2012 - 2032**

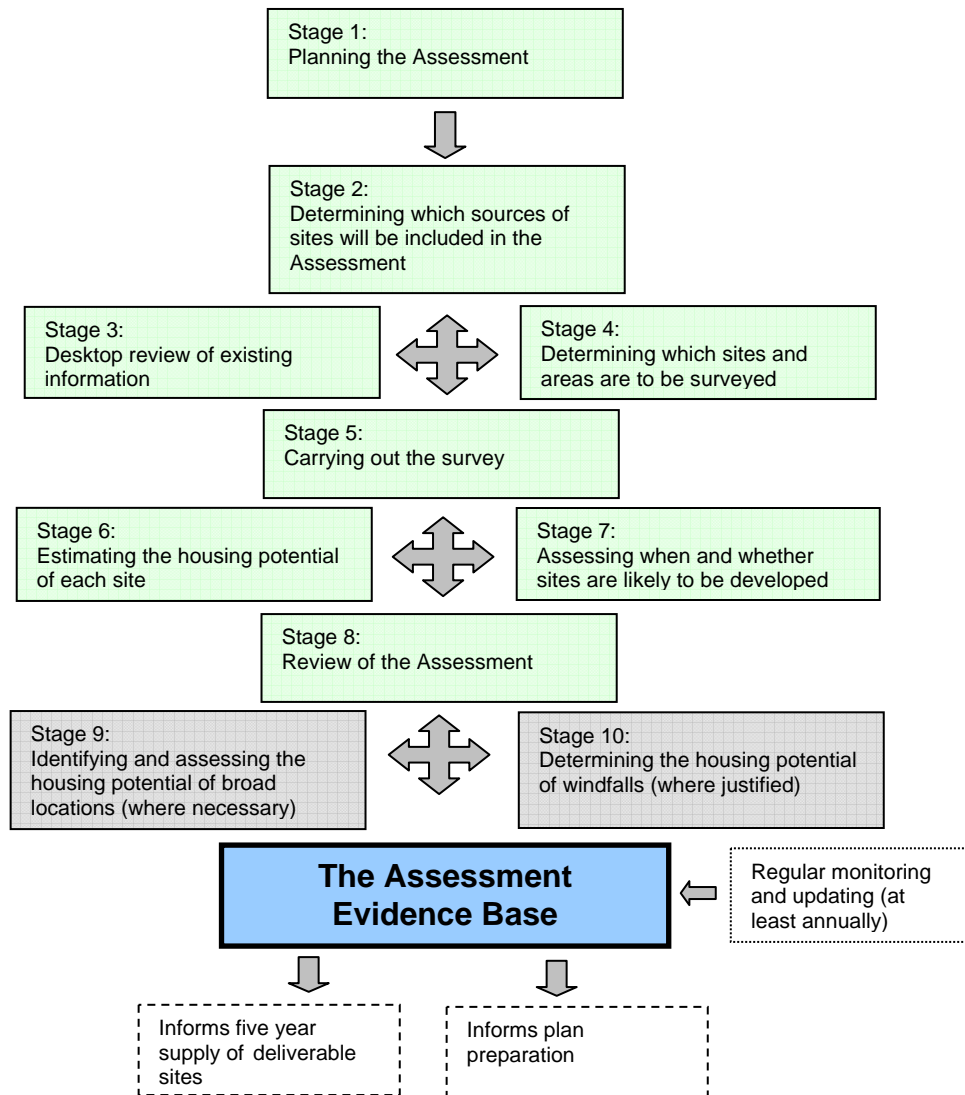
	<b>City Total Requirement</b>	<b>Average Build Rate per annum</b>
2012-17	3200	640
2017-22	3650	730
2022-27	4025	805
Sub-total 1-15 years	10875	725
2027-32	4150	830
City Total	15025	777

## 4.0 Methodology

- 4.1 This SHLAA has been produced in accordance with the Strategic Housing Land Availability Assessments Practice Guidance, (CLG July 2007 and updated report 2009). It has been designed to meet the core outputs that are set out in the guidance. The aim is to ensure a robust and transparent assessment which also meets the tests of soundness for development plans as set out in PPS12.

4.2 The SHLAA has 8 main stages, with two further optional stages which include broad locations and windfalls. The stages are set out in Figure 1 and an explanation of how the Sunderland SHLAA has taken account of the guidance as follows.





**Figure 1: The Strategic Housing Land Availability Assessment process and output** Planning the Assessment (Guidance Stage 1)

### **Working in Partnership**

- 4.3 To ensure a common framework for the North East region in production of SHLAAs and to ensure a reasonable degree of consistency across the region in the way data is collated and recorded, the North East Assembly (now ANEC) in 2008 oversaw the production of a North East England SHLAA Regional Implementation Guide and an associated Regional SHLAA Database. The guide was prepared in association with a number of partners, including, local authority planning officers, the Government Office for the North East (GONE), One North East (ONE) and the Homebuilders Federation (HBF). The CLG SHLAA Practice Guidance (2007 and 2009) was used to help produce a regional implementation guide.
- 4.4 Initial discussions on the guide were held at a stakeholder event at Durham County Hall in 2007. This led to the creation of a **Tyne and Wear SHLAA steering group** in February 2008. The group comprised participants from the local authorities, house building industry, infrastructure providers and regulatory bodies such as the Environment Agency.
- 4.5 The purpose of this group has been to enable and coordinate collaborative sub-regional working on the Tyne and Wear districts' SHLAAs, to ensure sub-regional consistency. Individual authority working groups then managed the practical aspects of the SHLAA work in each district.
- 4.6 This steering group went on to establish a **sub-regional key stakeholder partnership**, in accordance with national and regional guidance and a small **panel** to act as arbitrators. (See Appendix 1 for the Tyne and Wear districts' sub-regional concept paper and lists of groupings of participants). The Tyne & Wear SHLAA Partnership created a Panel of approximately 10 people to oversee the final agreement and serve as a critical panel for contentious sites resulting from the site assessment workshops. The Partnership agreed that this Panel should comprise a representative from each of the following disciplines:
- The Home Builders Federation (HBF)
  - Registered Social Landlord (RSL)
  - Royal Institute of Chartered Surveyors (RICS)
  - Private sector planning consultant
  - North East Assembly (NEA)
- 4.7 The key stakeholder partnership could also be called upon by each local authority at key stages of their respective SHLAAs to help assess the deliverability/developability and indicative housing yield/capacity of potential housing sites.

#### 4.8 **Resources**

The 2012 Sunderland SHLAA update was undertaken in-house by planning officers within the Economy and Place Team, with the lead planning officer also forming part of the sub-regional SHLAA key stakeholder group and panel to allow direct integration and partnership working. The in-house team were also assisted by other council expertise as well as representatives of external bodies such as Northumbria Water, Environment and Highway Agencies.

#### 5.0 **Sources of sites, desktop review and selecting sites to be surveyed (Guidance Stages 2, 3, 4)**

##### **Data sources**

- 5.1 The SHLAA took into consideration the types of sites and relevant data sources used to identify sites, as set out in Figures 4 and 5 of the CLG practice guidance (see Appendix 2). The types of sites broadly comprise:
- Sites in the planning process, such as those with planning permission or allocated in a development plan
  - Sites not in the planning process such as vacant and derelict land and buildings, public sector land or large scale residential redevelopment sites.
- 5.2 The exercise also sought to identify potential sites from other sources relevant to Sunderland:
- Sites being funded in partnership with public sector bodies, which could be identified through Homes and Communities Agency and the Housing Corporation.
  - Sites in the city council's land and property database
  - The gentoo renewal programme.
  - Other stakeholder interest, through a number of well-advertised public requests.
- 5.3 The latter public requests were undertaken through several initiatives: an initial call for sites took place in March 2011, where individual letters and e-mails were sent out to a wide range of people including house builders, land owners, consultants and members of the stakeholder partnership.
- 5.4 The various 'calls' drew out an additional 36 new sites that had not previously been identified from the previous SHLAA (March 2010). Of these 36 additional sites, 17 were considered deliverable within the 1-5 years period, 12 within 6 -10 years and 2 sites within 11-15 years period. The remainder of the 5 submitted sites were considered not currently developable. There were 5 sites completed in 2010/11, 21 sites were under construction and 9 sites were considered for other uses. There was also the case that some sites moved between the three development

phases based upon more up to date information. The remainder of the updates, over 45, were made up of those sites that had been granted planning permission and sites with revised dwelling capacities.

### **Desktop information review and site selection**

- 5.5 The desk top review brought together all existing local, regional and national datasets that were identified. All the sites were logged, mapped and categorised in the SHLAA database, which has allowed any double counting to be identified and rectified.
- 5.6 As suggested in national guidance, the SHLAA is designed to provide a long term, flexible and robust evidence base. The scope of the assessment has, in general, not been narrowed down by existing policies that might constrain development. This also allows the best possible position for the Local Planning Authority when it comes to deciding its strategy for delivering housing objectives.
- 5.7 However, national guidance does recognise that particular types of land or areas may be excluded from the assessment. To ensure a coherent approach throughout the North East, it was agreed and set out through the Regional Guide that a series of sites would be ascribed nil housing potential due to their designations (called 'Category 1' sites). They cover sites or parts of sites that Government policy or law dictates are inappropriate for housing (or sometimes any) development; for example Special Areas of Conservation and Health and Safety Executive Inner Blast Zones. The list can be seen in Appendix 3.
- 5.8 Of all the sites included in the assessment for Sunderland none were in 'Category 1'.
- 5.9 In addition to the Category 1 sites, the Regional Guide listed Category 2 sites, which were designations or uses likely to affect the development of a site. The sites/uses in themselves may not prevent housing development, but may affect the nature and extent of development on a site. Alternatively they may present justification for ascribing nil housing potential in particular circumstances and be sieved out. The Tyne and Wear Districts SHLAA Partnership agreed that within this list several types of site could be excluded from further assessment at each individual authority's discretion. Sunderland council has therefore excluded from its initial considerations sites that are subject to the following existing policy and land use constraints:
  - Green Belt
  - Parks
  - Allotments
  - Flood Zone 2 and 3a areas

- Mineral safeguarding areas
- Sites of nature conservation and wildlife interest
- HSE middle and outer blast zones
- Archaeological sites
- Public car parks

5.10 Whilst these sites have been excluded from the initial assessment the exclusion was on the basis that, if it was subsequently found that there was an overall shortfall of sites against requirements, some of them may be re-considered for inclusion. Twenty six sites fell within category 2; the majority were located within the Green Belt.

### **Sites to be surveyed**

5.11 When determining which sources of sites to include within the assessment and which sources of information to use to identify sites at stages 2 and 3, the size of a site was also considered. It was agreed at a sub-regional level that it would be left to the individual discretion of each Local Authority as to whether any site area should be applied to sites to be surveyed as part of the SHLAA. As such, Sunderland has used a minimum site size of 0.4ha or a site with the capability of delivering 10 or more dwellings.

5.12 This minimum size was used for the Unitary Development Plan (UDP, 1998) and has been used in the subsequent Urban Capacity Study (UCS, 2002) and Interim Housing Strategy for Housing Land (ISHL, 2006), continuing into the 2008 five year land supply assessment and the March 2010 SHLAA. This threshold is considered appropriate given the size of the city and the resources available to complete the study. However it has been estimated that sites of less than 0.4 ha or 10 dwellings capacity add approximately 70 dwellings per year to Sunderland's stock (see appendix 4). It should always be born in mind that such sites, coming forward as windfalls, are a continuous and significant source of additional supply.

5.13 Subject to the above restrictions, sites that were identified from the various data sources or that were submitted by interested parties were assessed, irrespective of location. Due to the number of sites to be assessed planning officers who had detailed knowledge of certain areas were called upon to lead on particular areas for both the desk-top and site based data collection and survey work.

## **6.0 Carrying out the survey (Guidance Stage 5)**

6.1 All planning officers who were involved in the SHLAA process were fully briefed on the requirements of both desk-top work and site visits to ensure a consistent approach. The main tool for the survey work was a pro-forma designed for the purpose and agreed by the Tyne and Wear districts SHLAA Steering Group. This pro-forma recorded site details such as size,

- grid co-ordinates, present land use and housing compatibility with surrounding land uses (See Appendix 5).
- 6.2 The site categorisation, constraints, designations, planning history, ownership details, utilities and infrastructure capacity constraints were also recorded on the pro-forma where known, along with proximity to key services, the housing yield and the sites deliverability.
  - 6.3 The record for every individual site has a completed pro-forma and two site-plans, one detailing the proximity of the site to local services and facilities and the other setting out constraints, such as contaminated land and flooding.
  - 6.4 All sites were visited to ensure relevant, consistent, up-to date information was gathered. Certain information for the pro-forma was also gathered through meetings and discussions with council officers and external bodies.
  - 6.5 Discussions were held between the local planning authority, Northumbria Water, the Highways and Environment Agencies to determine the impact on utilities and highways infrastructure. However, gas and electricity companies were less able to provide detailed information of their future plans. Discussions were also held with Children's Services to gain an overall picture of school capacity issues related to potential housing development.
  - 6.6 Ownership and potential developer interest details formed part of the pro-forma assessment, of which details were taken from the correspondence submitted by developers/landowners, or from planning applications, or officers' knowledge. On a number of private sites the ownership is at present not known.
- 7.0 Estimating the housing potential of each site (Guidance Stage 6)**
- 7.1 In June 2010, PPS3 stipulated no minimum density threshold for housing development, however unless advised otherwise, such as by revised pro-formas for known sites with no changes to constraints, then the following density ranges have been used as a baseline to calculate housing site capacities. The Sunderland SHLAA estimates of capacity have been based on distance zones from the site to a city/town/district centre or Metro/train station. The densities are applied to the net residential area of the site as defined in PPS3 Appendix B.

**Table 6: Density Zones**

<b>Proximity</b>	<b>Density</b>
0 - 750m	50 dwellings/ha
750 -1km	40 dwellings/ha
>1km	30 dwellings/ha

Distances measures from site centre to city/town/district centre or metro/train station

- 7.2 Not all site capacities are based on the above density ranges. Where a site had a valid, recent, planning permission, the capacity set out within the application was used. For sites within central Sunderland, higher densities are expected to prevail, UDP Alteration No 2 provided the guide to capacity. Housing Associations including gentoo site capacities have been based on the most recent renewal plan proposals.
- 7.3 In Sunderland, the character of areas within 750 metres of the main centres, other than the City Centre, can be very varied, including relatively low density sub-urban housing. The same may be said of the areas around the outer Metro stations at Seaburn and South Hylton. The inner Metro stations, however, are located in high density older residential areas. Therefore, in locations other than in the vicinity of the City Centre, the higher density standard of 50/ha has been used sparingly to calculate a site's capacity; the local residential character is a significant influence on the final site yield. This takes into account the views of the Home Builders Federation, to be wary of widely applying high densities in Sunderland; also that densities of 50 or more per hectare are usually associated with apartment developments. Such developments, outside the City Centre, are likely to form only a small proportion of the overall needs of the City.
- 7.4 The capacity of each site has been derived from the density considerations discussed above, applied to the net residential developable area of the site calculated in accordance with the thresholds as set out in Table 5 (agreed in the Tyne and Wear Districts SHLAA Concept Paper).

**Table 7: Residential site area thresholds**

<b>Gross site area (ha)</b>	<b>Net developable area % (Sub-regional)</b>
Less than 0.4ha	100%
0.4 to 2ha	90%
Over 2ha	75%

- 7.5 **Assessing 'net additional' housing**  
Because the SHLAA assesses the potential of housing sites to meet a 'net additional' housing requirement, the capacity of all the sites has been expressed as its 'net additional' capacity after taking account of any existing housing that will be cleared as part of re-development or any houses which from the base date of the SHLAA have been built on the

site. This mainly applies to the residential areas that gentoo is renewing. Actual demolitions have been used in the total performance from 2004 to 2012 and these are reflected in the housing requirement shown in Table 2.

- 7.6 The assessment includes programmed new-build by gentoo, offset by estimated clearance that will occur during the same period. The figures have been subject of discussion with gentoo officers as part of preparing this assessment and are considered realistic. Where other non-gentoo sites are known to be coming forward as a result of housing clearance, such as in Doxford Park, the site's net capacity was offset by the demolitions that would occur.

## **8.0 Assessing developability and deliverability (Guidance Stage 7).**

- 8.1 PPS3 requires the SHLAA to assess whether a site is suitable, available and achievable, and should ascertain whether a site is deliverable, developable or not currently developable for housing.

**i) 'Deliverable'** – a site is available now, offers a suitable location for housing development now and there is a reasonable prospect that housing will be delivered on the site within five years from the date of adoption of the plan.

**ii) 'Developable'** – a site should be in a suitable location for housing development and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time; and

**iii) 'Not currently developable'** – where it is unknown when a site could be developed.

- 8.2 Whether a site is deemed 'deliverable' or just 'developable' is determined by assessing if there are any known constraints and if/when these can be realistically overcome.

### **8.3 Suitability**

A site is suitable for housing development if it offers a suitable location for development and would contribute to the creation of sustainable, mixed communities. To assess suitability consideration was given to the following:

**i) Policy restrictions:** covered by categories 1 and 2 of the assessment as set out in section 5 or where the policy for adjoining land could adversely affect a site's suitability for housing. The City of Sunderland Employment Land Review September 2009 was used to assess sites on employment land which needs to be retained to accomplish employment land requirements.



**ii) Physical problems or limitations:** such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination. Some of these considerations were covered by categories 1 and 2 outlined at stage 2. Desk-top work, visits to the site and meetings at the survey stage also gave an indication of any obvious physical problems or limitations. Sites were updated using the Strategic Flood Risk Assessment July 2010.

**iii) Potential impacts,** including effect upon landscape features and conservation. Some of these considerations were covered by categories 1 and 2 and desk-top work and visits to the site at the survey stage also gave an indication of any obvious potential impacts.

**iv) Environmental conditions:** which would be experienced by prospective residents, such as proximity to a sewage works? This was determined by considering the physical problems and potential impacts but taken from the perspective of the future inhabitants.

#### **Availability**

- 8.4 A site can be considered available for development when on the best information available there is confidence that there are no substantial legal or ownership problems, such as ransom strips, multiple ownerships, tenancies or operational requirements of landowners.
- 8.5 The standard sites response form included a section on land ownership. Sites owned by the local authority have been included after discussion with the Council's Property Services as to suitability, developability or deliverability and when sites are envisaged for release.

#### **Achievability**

- 8.6 A site is considered to be achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. It is affected by:

**i) Market factors** - such as adjacent uses, economic viability of existing, proposed and alternative uses in terms of land values, attractiveness of the locality, and level of potential market demand and projected rate of sales.

**ii) Cost factors** – including site preparation costs relating to any physical constraints, any exceptional works necessary, relevant planning standards or obligations, prospect of funding or investment to address identified constraints or assist development; and

- iii) Delivery factors** – including the developer’s own phasing, the realistic build-out rates on larger sites, whether there is a single developer or several developers offering housing products and the size and capacity of the developer.
- 8.7 The information gathered through the site assessment pro-forma, both at desk-top stage and the site visit stage, contributed to assessing the achievability of sites, as well as informal discussions with developers.
- 8.8 National practice guidance states that a number of residual valuation models are available to help determine whether housing is an economically viable prospect for a particular site. However the regional implementation guide states that whilst a more technical approach may be ideal it is considered unrealistic that the time and resources will be available to undertake this in-depth analysis in the immediate term. Such in-depth analysis has not been undertaken for this updated Sunderland SHLAA.
- 8.9 When considering the expected start on site for a housing scheme, those with planning permission have been estimated from the date of consent, with allowances made as appropriate for removing known constraints, e.g. demolition or decontamination, construction of infrastructure or habitat migration. For sites without any planning permission an estimate of the likely start date has been made taking account of the planning process and other requirements, using information held about the site, the developers expectations (where known) and regeneration programmes.
- 8.10 The annual rate of construction on each site has been derived where possible from up to date information as supplied by developer interests, including gentoo and the council’s Land and Property section. Where no information exists construction rates derived from empirical data have been used. This data is in the form of a scatter graph (see appendix 6) plotting the average annual development rates for sites fully constructed since 1993 – some 170 sites ranging from 10 houses to 380. The ‘best-fit’ line so produced allows for annual construction rates to be derived appropriate to the size of the site. It is worth noting that when the results were applied to previous estimates of construction rates that had been made by experienced planning officers, there was little overall change. The derived rates are also reasonably consistent with information on national build rates provided by the Home Builders Federation.
- 8.11 Prospects for site development and rates of construction have been considered by the Tyne and Wear Districts’ SHLAA partnership and also by key organisations such as the Homes and Communities Agency.

### **Overcoming constraints**

- 8.12 Where constraints were identified through the assessment process consideration was given to whether action would be appropriate to remove them and if so what actions would be needed. On a number of sites comments were raised in relation to issues such as Tree Preservation Orders located on the site or the site being within a conservation area. In these instances development is unlikely to be completely prevented and consideration has been given to the fact that these types of matter can normally be dealt with at the planning application stage.

## **9.0 Stakeholder Involvement (Guidance Stage 8)**

- 9.1 The City Council's website hosts the SHLAA homepage where details are posted of progress, the procedure for site submissions, schedules of sites and details of the call-in for sites. In addition a number of individual letters were sent to residents who had previously expressed an interest in particular housing areas to gain further information to help determine whether sites are deliverable or developable. This exercise brought to light some further information about sites, such as details of local flooding problems.
- 9.2 Following a further consultation period during April/May 2011 all details gathered were considered and the deliverability or developability of sites amended where necessary. There were no contentious sites to discuss by the Tyne and Wear Districts SHLAA Panel.
- 9.3 Meetings were held to discuss the release of council owned land, between officers in the Property Services and Policy sections, including a meeting of the two Heads of Service. All potential council sites were reviewed and recommendations as to when each might be brought forward for marketing by the council was made by the Head of Planning and Property Services. It is considered that the level of certainty of delivery given by this recommendation is comparable to the level of certainty that can be given by developers and owners about privately owned sites.

## **10.0 SHLAA Results**

### **Schedule and maps**

- 10.1 The detailed outcomes of the assessment are included in the schedule in the separate Annex. They are illustrated on the map in that annex as well as by individual sub area maps in this document. It should be noted that the colour coded maps show only the five year period that house completions are expected to begin on the individual sites. Several sites will be built-out over more than one five year period and these are shown in

the schedule in the Annex. The schedule is set out by sub areas. It comprises:

- A unique Sunderland SHLAA reference number, site name, street and map reference which is cross referenced with the SHLAA site map showing the site boundary;
- The site area, its dwelling capacity, greenfield or brownfield status and planning history;
- The status and the source of site, which indicates things such as whether it has planning permission or where the site was obtained;
- The site ownership by type – private; council; gentoo and others.
- Any Category 1 and Category 2 constraints.
- Further comments or constraints which could restrict development, as well as recommendations as to how constraints could be overcome, with possible timescales;
- Details of whether a site is deliverable or developable colour coded to the map(s)
- Relevant comments received from stakeholders.

10.2 For ease of reading, the schedule comprises a selection of information relevant to this report taken from the council's larger database schedule. The full database, which includes estimated site development on an annualised basis, is available to view on the council's web site and also may be viewed at the Civic Centre on request.

### Overall results

10.3 Table 6 sets out the main results from the 2012 SHLAA, giving an indication of the total number of potential deliverable and developable dwellings within the next 15 years. The split between greenfield and brownfield sites is also indicated.

10.4 The table shows the potential numbers of houses and housing requirement by 5 year periods for the whole city. It also shows the potential for each of the sub areas that comprise the city. The final two columns show what proportion of the total number of sites are brownfield and greenfield, for the city and for each sub area.

**Table 8: SHLAA housing capacity results**

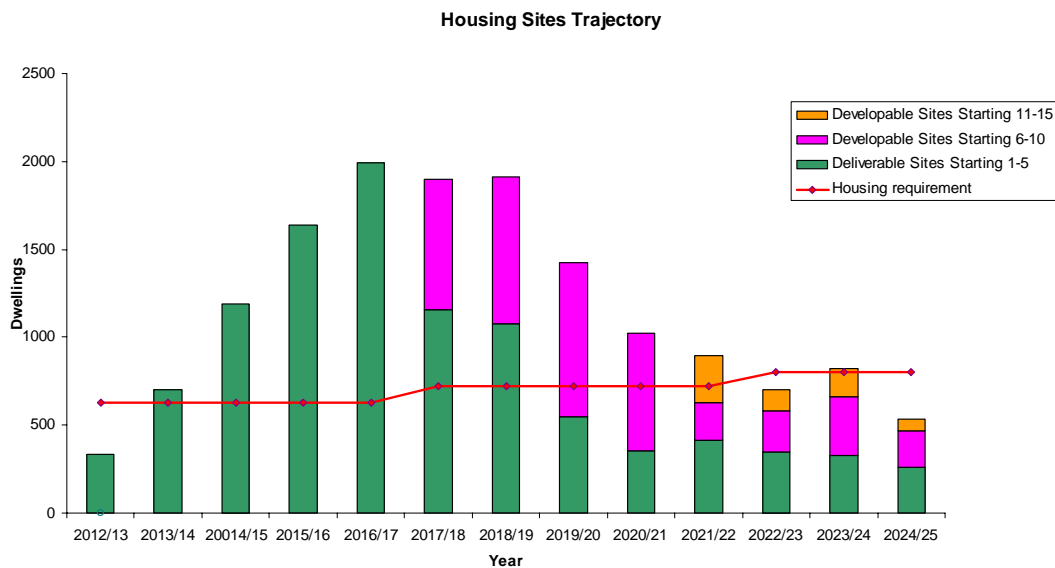
	2012/13-2016/17 Years 1-5			2017/18– 2021/22 Years 6- 10	2022/23- 2026/27 Years 11-15	Total dwellings Years 1-15		Brownf'ld %	Greenfiel d%
<b>Required</b>	<b>3200</b>	% of required	<b>+ 20%</b> Total Figs	<b>3650</b>	<b>4025</b>	<b>10875</b>	% of required		
North	987	31	314	541	235	1763	16	63	37
Central	568	18	578	1183	226	1977	18	100	0
South	1541	48	1943	3437	1840	6818	63	48	52

Wash'ton	731	23	237	272	50	1053	10	82	18
Coalfield	1613	51	768	2001	359	3973	37	64	36
<b>City</b>	<b>5671*</b>	<b>171</b>	<b>3840</b>	<b>7434</b>	<b>2710</b>	<b>15815*</b>	<b>144</b>	<b>71*</b>	<b>29</b>

\* Total takes into account 231 dwellings from deliverable small sites (under 10 dwellings) that have planning permission. These sites have not been attributed to the individual ARFs. They are all classed as brownfield.

- 10.5 Overall the estimated capacity of identified deliverable and developable sites is 4940 dwellings more than those required over the 15 year period. Only in the last period is there an under-performance against the housing requirement. This under-count of 1315 dwellings can be accommodated by an over supply of 2471 dwellings in the 1-5 years period, 1831 over supply with an additional 20% to the 5 years supply and an additional 3784 in 6 -10 years period. This will create a surplus of nearly 5000 units, therefore satisfying the city expectations.
- 10.6 Brownfield land comprises some 71% of the total sites identified, which, if all were used towards the new requirement could provide 78% of it. Notwithstanding, it should be noted that there has been a substantial reduction in the capacity of some major brown field sites in Central Sunderland, notably Vaux and Farringdon Row, to better reflect the changing housing market and the proposed new court complex at Farringdon Row.
- 10.7 In the first 5 years the SHLAA has identified a deliverable housing capacity of 5671; 71% more than is required. Some of the larger sites will not only deliver housing in that period but continue to deliver in the years thereafter. Central Sunderland and Sunderland South together are capable of delivering 66% of the total city requirement in the first 5 years and over 81% for the whole 15 years plan period.
- 10.8 The Coalfield can provide 51% of the requirement in the first 5 years and 37% overall; a potential higher than its proportion of the population (17%). However North Sunderland and Washington continue to be severely restricted in the amount of housing they can bring forward due to their built up nature and restrictions to expansion, notably by the Green Belt. The sites within years 1-5 are the most important, these are the deliverable sites which have no major constraints to their early development and have been identified as being suitable for housing purposes. It is expected that over time sites within years 6-10 and 11-15 will overcome their constraints and come forward to ensure a continuous supply of deliverable and developable sites.
- 10.9 The trajectory below is derived from the annualised total completions expected from the SHLAA sites. It is set against the requirements.
- 10.10 The trajectory shows a slow start to housing completions, reflecting the low take up of sites due to the present economic recession and the

uncertainty of the housing market. This situation is expected to rectify itself later in the 1–5 years period, possibly starting in years 2014/15. The number of identified housing sites peaks in 2016/17 when the number of sites exceeds the requirements by over twice as much. This situation is expected to continue over the following four years and well into the 6–10 years period as the larger sites started in the 1–5 years continue to deliver houses, a situation which also continues into the 11–15 years of the plan period. Overall the SHLAA can deliver the housing requirement, with surplus in some years equalling out debits in other years. There are also 1230 dwellings expected to be delivered after the 15 years plan period which could be brought forward if required. It will be the role of the LDF to manage the supply to ensure a continuous rolling supply of sustainable housing sites are brought forward to meet the requirements.



10.11 The city population numbers, set out in Table 7, provide a useful context for the consideration of the results as they relate to each sub area. Each sub area accommodates approximately one-fifth of the city population. The Coalfield sub area with 17% has least population, whilst Sunderland South has most with 23%.

**Table 9 Population 2008\***

Area	Population	% City population
North	56,686	20
Central	54,507	19
South	65,200	23
Washington	56,433	20
Coalfield	47,446	17
<b>City</b>	<b>280,272</b>	<b>100</b>

\* Source: ONS 2007 mid-year estimates.

10.12 Looking at sites in each sub area as a proportion of the total housing requirement and comparing the results with the sub area % population, the following conclusions can be drawn:

- Sunderland North and Washington have an under-representation of sites with only 11% and 7% of the requirement respectively. The urban parts of both areas are tightly bound by Green Belt, whilst Washington's potential for urban expansion is additionally constrained by existing major parks and industrial estates;
- Central and South Sunderland could provide over 56% of the total housing requirement as they encompass substantial inner city regeneration sites as well as major allocations of land on the city's south-east periphery;
- The Coalfield could expect to deliver 26% of its housing requirements.

#### **Major site developments**

10.13 Several individual sites or groupings have the potential capacity to achieve substantial additions to the city's housing stock. The situation on these is commented on here (numbers refer to the total site capacity):

10.14 **Sunderland Central:** There are two major sites expected to commence within years 1 – 5 which will deliver new housing, these sites are Stadium Village (175) and Bonnersfield (100). Several large regeneration sites in central Sunderland are expected to deliver housing in years 6 – 10 these include Vaux (275), Farrington Row Ph2 (226) and Sunnyside.

10.15 **Sunderland North:** The majority of homes in the North area come from the development of Extra Care schemes at Castletown and Bunnyhill. Other important schemes include the redevelopment of Hahnemann Court, Southwick phases 3-4 and Carley Hill School, these schemes have a potential to deliver over 760 dwellings in years 1-5. Development of two major sites could deliver new housing in years 6-10 years at Seaburn Camp and Seaburn Amusements with a total potential for nearly 400 dwellings.

10.16 **Sunderland South:** Prospects are optimistic for the delivery of several large sized developments in the first five years. These include Ryhope Hospital, Chapel Garth, Groves, Lisburn Terrace, High Ford, the Paper Mill, Commercial Road, Mill Hill and Willow Farm Ryhope, providing over 900 new dwellings in the first five years of the plan period. On the southern edge of the City it is expected that in years 1 – 5 the Homes and Communities Agency will deliver the first of 710 houses on the Ryhope Hospitals land, whilst at Chapelgarth the council will release further tranches of land towards an overall development of 630 homes.

- 10.17 **Washington:** The Volker Stevin, Springwell Road site and Cape Insulation sites are under construction, these sites will deliver over 250 new dwellings. Other sites which will provide additional housing in the 1-5 years period include Emerson House (90) and High Usworth School (89).
- 10.18 **Coalfield:** Elba Park, the former Lambton Cokeworks is under construction for 340 new houses, together with Murton Lane (343) and Neil Street (72). These sites will continue to deliver houses over the fifteen years of the plan period. Other sites expected to start within the next five years include the Philadelphia Complex (390), Black Boy Road (120), Eppleton (115) and Holmelands (120).

#### 5 year supply of deliverable sites

- 10.19 What is clear from Table 6 is the potential for deliverable dwellings in years 1-5. The requirement for years 1-5 is 3,200 and the actual number of deliverable sites identified through the SHLAA is 5671 or 71% more than required. Note that on several of these sites development will continue into later years and subsequent amounts of homes are attributed to those later years. The table below summarises, from the schedule in the Annex, the broad categories of the deliverable sites.

**Table 10: Sunderland's 5 year land supply**

Status	Total units April 2012 to March 2017	Cumulative total
Sites under construction – units remaining at 31.03.2012	930	930
Not started with full permission*	857	1787
Not started with outline permission	389	2176
UDP housing allocations	813	2989
ISHL sites	235	3224
Other Brownfield	1728	4952
Other Greenfield	719	5671
<b>TOTAL</b>	<b>5671*</b>	<b>5671</b>

\* Including 231 permitted on small sites

- 10.20 Table 10 sets out the sources of the supply of 'deliverable' sites, i.e. those that are expected to be completed or begun in the first five years. Whilst all the sites are considered to be 'deliverable', the table expresses this deliverability in relation to different levels of commitments. This ranges from sites actually under construction, through those with a current planning permission but not yet started, to suitable land that is agreed in



principle for housing, to sites suggested through the SHLAA site calls where there is no obstacle to development in the short term.

- 10.21 When considered against the 5 year requirement of 3,200 dwellings, 62% can be achieved from sites with planning permission, with the remainder delivered by suitable sites already allocated or identified in the saved policies of the UDP, (UDP Alteration No.2) and the approved ISHL.
- 10.22 Looking at the sites in each ARF as a proportion of the total requirement for years 1 to 5 and comparing these figures against the existing sub area population proportions:
- Sunderland South can deliver 48% of its 1 – 5 years land supply from those sites either under construction or with planning permissions
  - Central Sunderland can achieve 9% more than its expected housing target
  - North Sunderland can achieve over three times its expected target;
  - The Coalfield could have a surplus of nearly twice its housing targets.

#### **Other developable sites**

- 10.23 Also shown in Table 6, the number of identified developable sites for years 6-10 exceeds the target by 3784 dwellings. For years 11-15 the availability is around 1315 short of the requirement. However, as indicated above, the overall sites potential exceeds the requirement and more sites have been identified than are required for the first 5 years. As such this will ensure the city has a rolling 5 year supply of deliverable housing sites, which will result in those most suitable being brought forward first through the LDF process.
- 10.24 A small number of sites could continue to bring forward new housing post-15 years, with a total potential for a further 1203 dwellings.
- 10.25 The constraints to bringing forward these sites for housing purposes have been identified through the SHLAA process and recommendations have been set out on how these constraints can be overcome. The expected timescales of this have been built into the programming of sites through the annualised schedules. From this, it is considered that a continuous supply of deliverable and developable sites can be maintained.

#### **Sites not currently developable**

- 10.26 Around 17% of the sites assessed are considered not developable within the 15 year period considered by the SHLAA. This is due to reasons relating to major access issues, physical constraints, sites located within

the Green Belt and important settlement breaks. The city housing requirement can also be achieved without resorting to sites located within flood risk zone 3a locations, HSE inner blast zones and in other unsustainable locations.

- 10.27 A number of sites have been excluded from the SHLAA altogether following assessment; this is mainly due to the land being developed for a different use, such as offices or hotels being constructed on the site.

#### **Broad areas and small windfalls (Guidance Stages 9 and 10)**

- 10.28 PPS3 indicates that if a local authority encounters a shortfall of suitable sites for years 11 to 15 of a SHLAA it is acceptable to indicate broad areas of the authority that might be suitable for the future identification of housing sites. It is considered in view of the present SHLAA methodology that the SHLAA results indicate Sunderland does not need to identify any broad areas for extra development.
- 10.29 PPS3 paragraph 59 states that potential housing that might result from 'windfalls' (as defined in its footnote 31) should not be included in the first 10 years of supply unless the local planning authority can provide robust evidence of genuine local circumstances that prevent specific sites being identified. In these circumstances a realistic allowance should be included.
- 10.31 This SHLAA has shown that the council does not need to pursue the inclusion of a windfall allowance to meet its requirements. However, it has been explained that the study has not attempted to identify sites that would realise less than 10 dwellings due to the disproportionate resources that would be required for this exercise. It should be noted that evidence from past years (Appendix 4) shows that on average over 70 dwellings per year are provided from small sites in the city.

#### **11.0 Strategic Land Review of Settlement Breaks**

- 11.1 Within the Core Strategy we will try to establish how much additional land is needed for housing development, taking into account housing numbers, density, build rates, land for industry, warehousing and distribution, green infrastructure and any other identified needs which cannot be met from existing available land.
- 11.2 The next stage of the search for additional housing sites will include a Strategic Land Review of Green Belt and Settlement Breaks. This is intended to inform the Local Development Framework (LDF) process by identifying, in conjunction with landowners, developers, national and local interest groups and communities, sufficient sites to meet Sunderland's housing needs and whether there is a need to review our planning designations, especially the boundaries of existing settlement breaks.

11.3 In order to establish the criteria for selection of additional sites, which may incorporate settlement breaks, there will be a scoring mechanism or means of categorisation for each use, taking into account the following four categories of criteria:

#### 11.4 Principles of sustainable development

- Existing and potential sustainability of location (transport links etc)
- Proximity to existing settlements and distance from / access to the urban core
- Proximity to employment and services.
- Ability of the proposed site, on its own or with other adjoining sites, to accommodate and support appropriate facilities and infrastructure.
- Sites and areas that will be ruled out or considered unfavourable include:
  - Local Nature Reserves
  - Sites of Special Scientific Interest
  - Sites with protected species present (unless there is an alternative approach allowing development to proceed acceptably)
  - Conservation areas (other than appropriate enabling development, conversion of existing buildings or small infill)
  - Tree Preservation Orders
  - Ancient Monuments
  - Sites on the national register of Historic Parks and Gardens

Impact on the local environment, taking account of:

- Higher-quality or more sensitive landscapes
- Aspects of landscape character worthy of conservation
- Public open spaces
- Sports facilities
- Allotments, except where there is no demand or expectation for sites.
- Local wildlife sites
- Wildlife enhancement corridors
- Ancient woodland
- Sites on the local register of historic parks and gardens
- Archaeological sites
- Any other green infrastructure resources
- Safeguarded mineral sites.

#### 11.5 The role of Settlement Break

The retention of open breaks between settlements is a long-standing element of planning policy for the city (UDP Policy CN6). The Sunderland

Periphery Town Map (1965) included policies to maintain the separate identity of Ryhope, Silksworth and Doxford Park by protecting the open space between. The concepts remain relevant, namely:

- 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 areas.
- Provide open space by incorporating leisure/recreational facilities, which help to alleviate local deficiencies.

The protection and enhancement of the character of greenspace, agricultural land and areas of nature conservation interest, is a main theme of the LDF. A strategic review of the settlement breaks will be the next stage in the SHLAA and Core Strategy process.

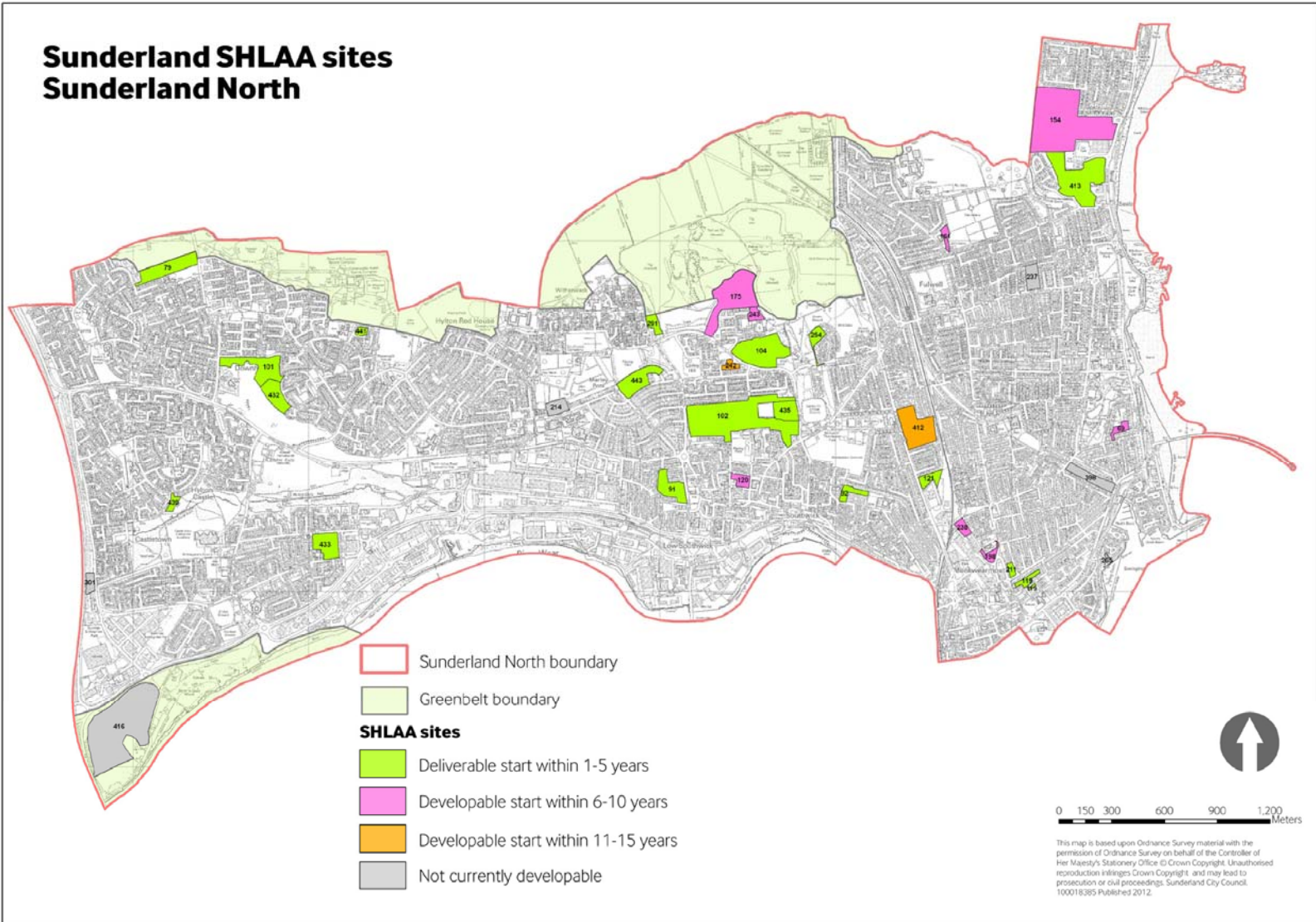
## **12.0 Conclusions**

- 12.1 The analysis demonstrates that the City of Sunderland can identify sufficient suitable land for housing to maintain a rolling programme of deliverable sites over the next 15 years to meet its requirements. The supply of deliverable sites will be monitored on an annual basis and be linked into the City Council's Annual Monitoring Report.
- 12.2 Potential sites are available in all areas of the city, though the greatest potential is in the Sunderland Central and South sub areas, whilst there is an under representation of sites against population in Washington and North Sunderland. Bringing forward the sites within the SHLAA can also achieve brownfield targets helping to maximise sustainable housing development.



# Site Schedules

# Sunderland SHLAA sites Sunderland North



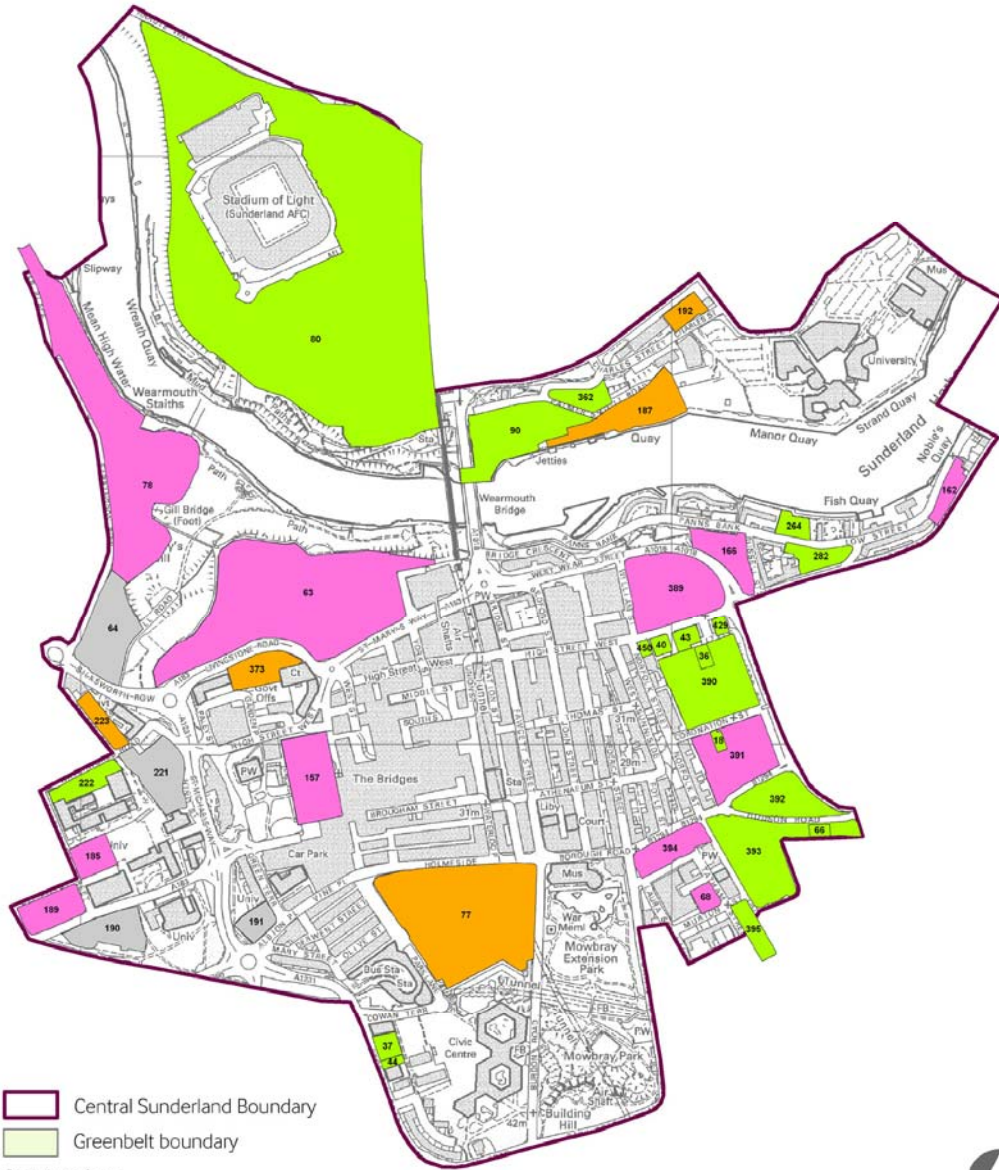
Sunderland North Sub Area							
Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
69	St Georges Terrace	14		14			
79	Hylton Lane	80		80			
91	Southwick Primary School	56	56				
92	Monkwearmouth College, Swan Street	28	28				
101	Kidderminster, Land east of Hylton Lane	144	94				
102	Southwick Phase 3-5	199	71				
104	Carley Hill School, Emsworth Road	65	75	25			
120	St Hilda's Church, School and adjacent land	24		24			
121	Newcastle Road Baths	30	30				
154	Seaburn Camp, Whitburn Road	144		75	69		
161	Dovedale Road, land at	12		12			
175	Fulwell Quarry East, land at Bell House Road	160		60	100		
198	All Saints House, Portobello Lane	21		21			
211	36 to 38 Roker Avenue	24		24			
214	Redcar Road, land at	24					24
237	Fulwell Junior School, Sea Road, Fulwell	27					27
238	Portobello Lane, Roker Avenue	26		26			
242	Ridley Street off Emsworth Road, Carley Hill site of 26 to 70 even	14			14		
243	Earlston Street, Eyemouth Lane, Carley Hill	14		14			
254	Fulwell Reservoir, Viewforth Terrace	21	21				
265	Beacon Drive, site at	10					10



Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
301	Ferryboat Lane, land at	16					16
398	Givens Street, Roker, land at	26					26
412	Monkwearmouth Hospital, Newcastle Road	52			52		
413	Seaburn Amusements, Whitburn Road	226	60	166			
416	Land North and West of Ferryboat Lane	190					190
432	Bunnyhill Extra Care	152	152				
433	Castletown Aviary B	173	173				
435	Hahnemann Court site B	132	132				
439	Cricklewood Road land at	12	12				
441	Rockingham Road	10	10				
443	Marley Potts	70	70				
			987	541	235		293



# Sunderland SHLAA sites Central Sunderland



- Central Sunderland Boundary
- Greenbelt boundary
- SHLAA sites**
- Deliverable start within 1-5 years
- Developable start within 6-10 years
- Developable start within 11-15 years
- Not currently developable



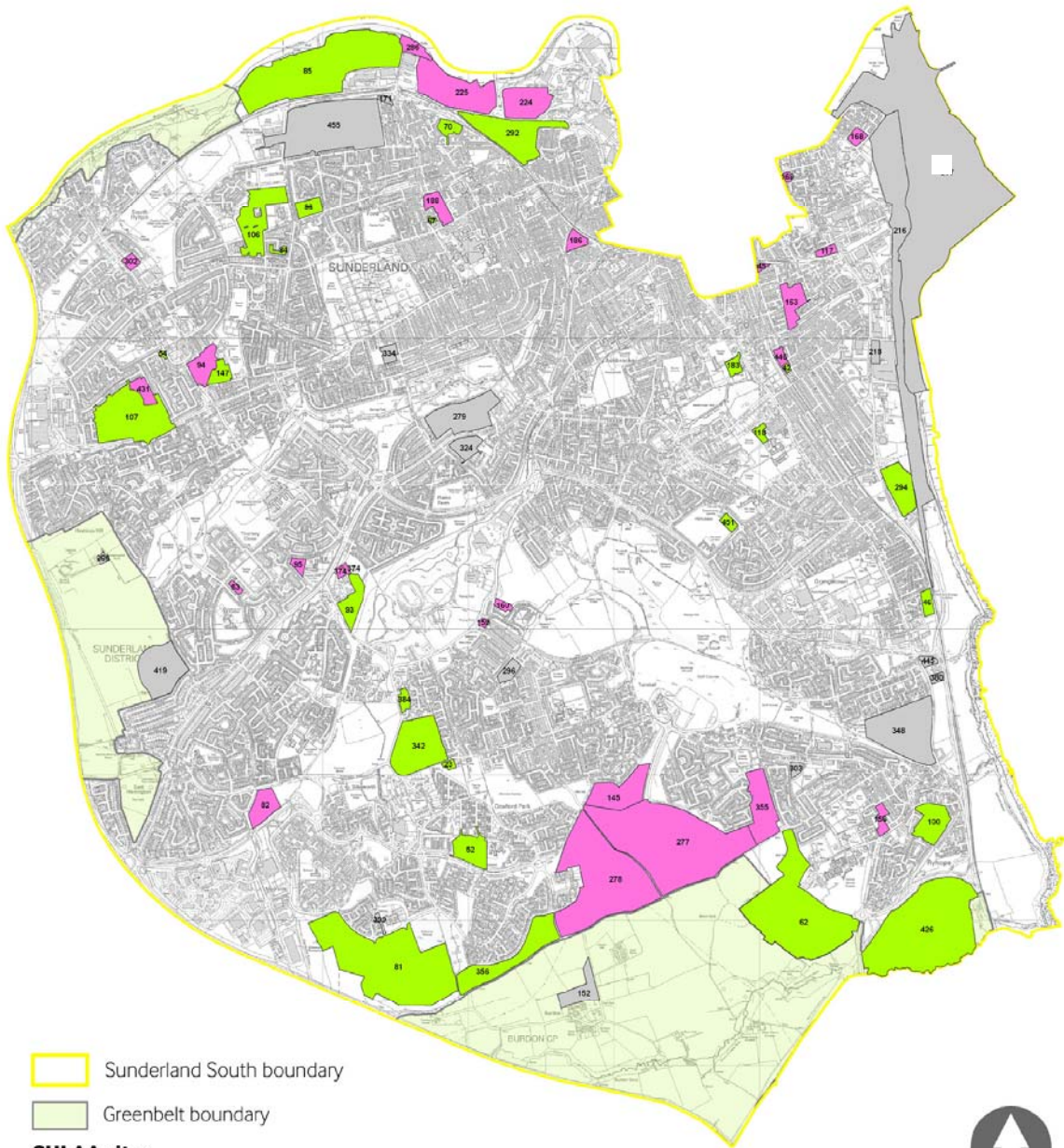
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Sunderland Central Sub Area							
Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
18	42 to 45 Nile Street	23	23				
36	4-8 Villiers Street	34		34			
37	24-28 Stockton Road	24		24			
40	187-193 High Street West	16		16			
43	178-185 High Street West	62	62				
44	The Bunker, Stockton Road	19		19			
63	Vaux Brewery (site of)	320		275	45	280	
66	5-18 Hudson Road (West Sunnyside)	20	20				
68	8-12 Murton Street	45		45			
77	Holmeside Triangle, Park Lane	75			75		
78	Farringdon Row Phase 2-4	226		226			
80	Stadium Village, Sheepfolds, Monkwearmouth	300	175	125			
90	Bonnersfield, St Peter's Wharf	350	100	250			
157	Crowtree Leisure Centre, Crowtree Row	50		50			
162	High Street East, land at	14		14			
166	Numbers Garth and Former School, Russell Street	20		20			
185	Wearmouth Hall site, Chester Road, land to rear of existing - Wharnccliffe Street	19		19			
187	Bonnersfield land at- Palmershill Road	46			46		
189	Forster Building, Chester Road	26		26			
190	Technology Park, Chester Road	33					33
191	Priestman Building, 1-2 Green Terrace	14					14

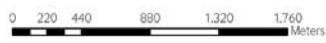
Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
192	Manor Quay and Wearbank House, Charles	12			12		
221	Hind Street/Hope Street/Silksworth Row	34					34
222	Waterworks Road	19	19				
223	Johnson Street	23			23		
264	Scotia Quay, Low Street	10	10				
282	Little Villiers Street	15		15			
362	Bonnorsfield Industrial Units	50	25	25			
373	Gillbridge Police Station	25			25		
389	Sunniside, North East Sector - West Wear Street	40		40			
390	Sunniside, Central Area - Sanns Street	62	62				
391	Sunniside, Nile Street (South) - Coronation Street	16		16			
392	Sunniside Tavistock Gateway	30	30				
393	Sunniside, Hudson Road, Tatham Street	17		17			
394	Sunniside, Borough Road	20		20			
395	Sunniside, Tatham Street Car Park	30	30				
450	194 – 197 High Street West	12	12				
	<b>Total</b>	1968	568	1183	226	280	81



# Sunderland SHLAA sites Sunderland South



-  Sunderland South boundary
-  Greenbelt boundary
- SHLAA sites**
-  Deliverable start within 1-5 years
-  Developable start within 6-10 years
-  Developable start within 11-15 years
-  Not currently developable



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<b>Sunderland South Sub Area</b>							
<b>Site Ref.</b>	<b>Site Name</b>	<b>Site Capacity</b>	<b>Deliverable 1-5</b>	<b>Developable 6-10</b>	<b>Developable 11-15</b>	<b>Post 15</b>	<b>Not currently developable</b>
23	The Oaks	10	4				
42	Former Bus depot, Toward Road	20	20				
45	Toward Road Service Station,	40		40			
46	Angram Drive, Grangetown	19	8				
52	Doxford Park phase 3	127	-25	152			
53	Land rear of Thorney Close Club, Thorndale Road	30		30			
54	Former Eagle Public House, Portsmouth Road	16		16			
62	Ryhope and Cherry Knowles Hospital	770	170	300	240	60	
67	R & J Smith Motors Ltd. Pallion Road	16	16				
70	The Forge, Pallion	66	66				
81	Chapel Garth	650	70	200	200	160	
82	Clinton Place	80		80			
84	Priestman Court land at	12		12			
85	Groves, Woodbine Terrace	650	100	300	250		
93	North Moor Lane	65	35	30			
94	Grindon Hall Christian School, Nookside	39		39			
95	Thorney Close Primary School, Torquay Road	30		30			
96	Felstead School, Fordfield Road	176	176				
100	Ryhope Village	180	137	43			
106	High Ford Estate, Phases 1 to 5 incl Flodden Road	285	130	155			

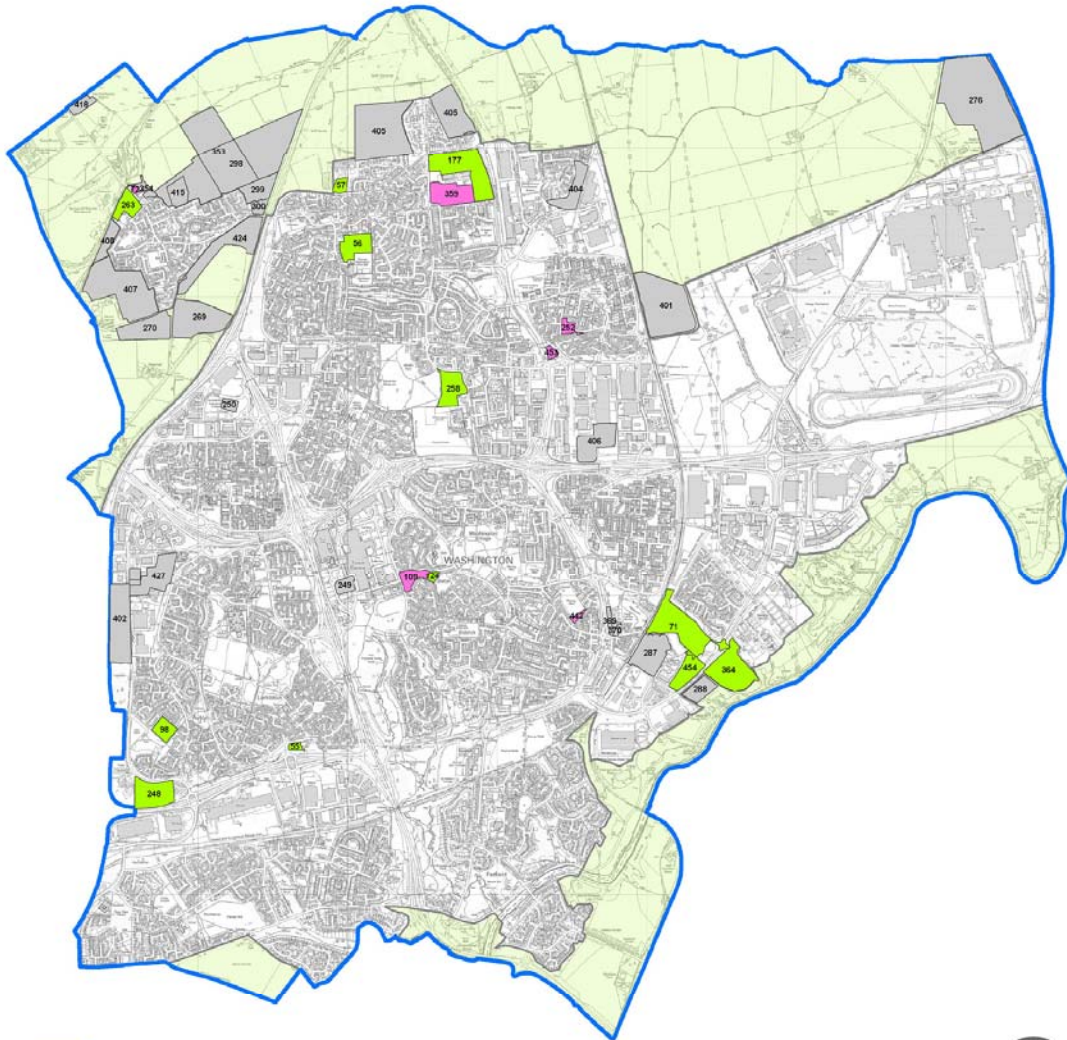


Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
107	Pennywell phases 2 to 6	102	60	42			
117	Dawson and Usher works Hendon	32		32			
118	Belford House, Ashcroft and Belford Close	10	10				
145	Burdon Road and Burdon Lane	124		30	94		
147	Greenway House, Nookside	35	35				
152	Burdon Village, Burdon Lane	55					55
156	Ex North Block, Stockton Road	28		28			
159	Sportsman's Arms, land adjacent to - Durham Terrace, Silksworth	12		12			
160	East of Silksworth Lane - Dene Street	32		32			
163	Amberley Street, Harrogate Street, Mowbray Road, Hendon	115		115			
168	Burleigh Garth, Prospect Row	36		36			
169	Covent Garden, Cork Street	12		12			
171	Former Pallion Station site	16					16
183	Ashburn House, Ryhope Rd	26	26				
186	University Precinct, Chester Road	40		40			
188	Clanny House, Peacock Street West	80		80			
216	Hendon Sidings, Prospect Row	370					370
217	The Port Barrack Street	1335					1335
218	Littlewoods Home Shopping, land adj, Commercial Road	23					23
224	Deptford Works, Pallion New Road	156		90	66		
225	Former Pallion Shipyard, Pallion New Road	250		100	150		
277	Burdon Road and Burdon Lane	900		180	240	480	
278	Burdon Road and Burdon Lane, site 3	600	50	145	240	165	

Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
279	Bede Centre and surrounding land, Durham Road	135					135
286	Woodbine Terrace / Ditchburn Terrace	65		65			
292	Lisburn Terrace, site 2 land at	212	90	150	53		
294	Paper Mill, Commercial Road	300	118	182			
296	Allotment site Lincoln Avenue Silksworth	32					32
302	Hylton Bank, land at	22		22			
303	Ryhope Street, land at back	28					28
324	Durham Road and Tudor Grove, land east	60					60
334	Holy Cross House, Etterick Grove	30					30
342	Mill Hill, Land at - Silksworth Lane	168	90	78			
348	Ryhope Road, land to West	245					245
355	Rushford Phase 2. Burdon lane	227		150	77		
356	Burdon Road/Hall Farm Road	130	50	80			
366	Hastings Hill Farm, Foxcover Road	14					14
374	Farringdon Police Station, Primate Road	47		47			
380	Grangetown Autos, Ryhope Road Eastside	25					25
384	Hunters Lodge, Silksworth Close	7		7			
399	West of Portland School, Hall Farm Road	11					11
419	Middle Herrington Farm	150					150
426	Willow Farm, Ryhope	450	80	200	170		
431	Pennywell site B	55		55			
445	Salterfen land at	30				30	
446	Builders Yard, Toward Road, Hendon	32					32
451	Stannington Centre	25	25				

455	Pallion Industrial Estate	450					450
	<b>Total</b>		1541	3437	1840	825	2529

# Sunderland SHLAA sites Washington



-  Washington boundary
-  Greenbelt boundary
- SHLAA sites**
-  Deliverable start within 1-5 years
-  Developable start within 6-10 years
-  Developable start within 11-15 years
-  Not currently developable



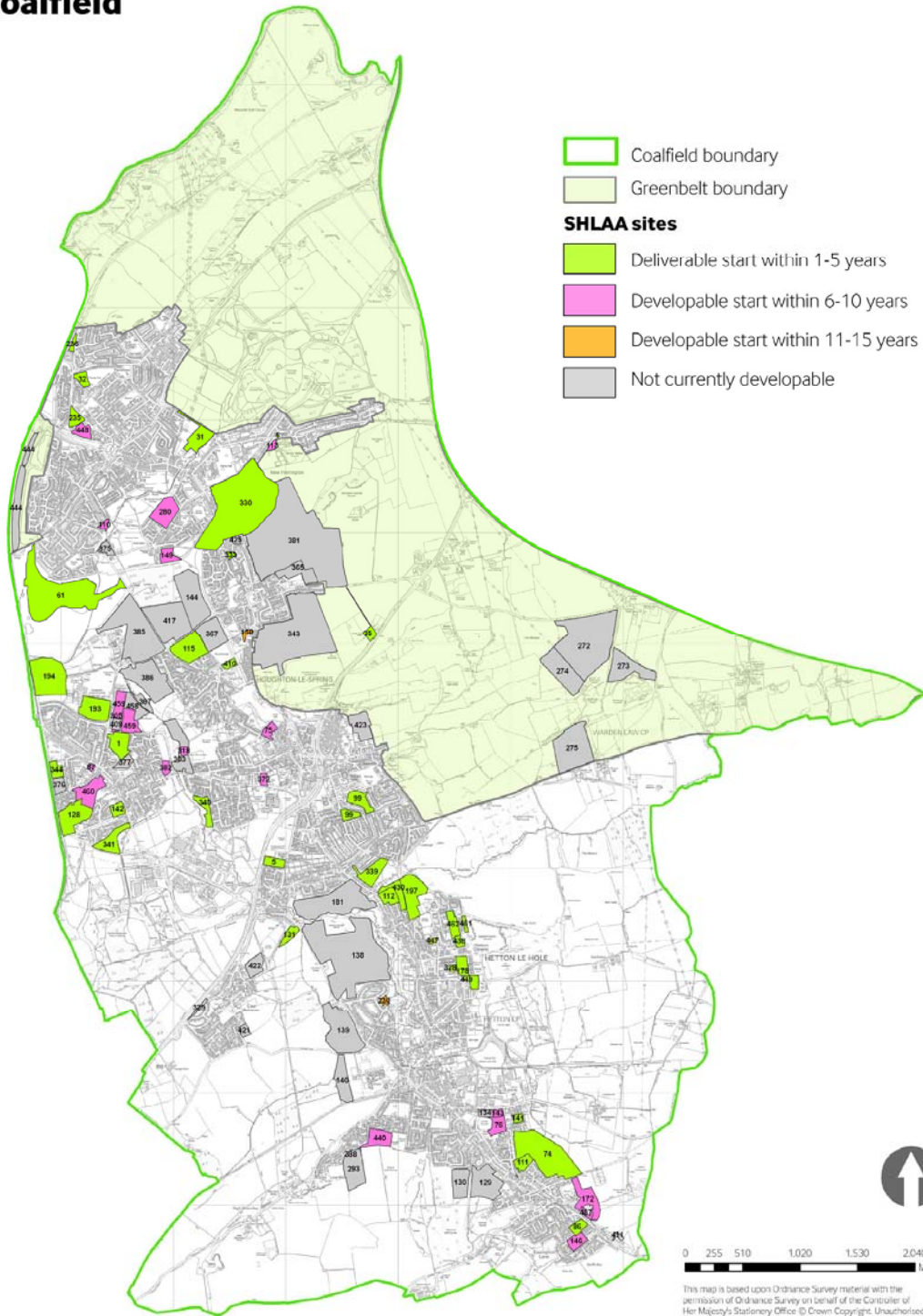
0 220 440 880 1,320 1,760 Meters

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<b>Washington Sub Area</b>							
<b>Site Ref.</b>	<b>Site Name</b>	<b>Site Capacity</b>	<b>Deliverable 1-5</b>	<b>Developable 6-10</b>	<b>Developable 11-15</b>	<b>Post 15</b>	<b>Not currently developable</b>
55	West of Burtree, Cambrian Way	28	3				
56	High Usworth Infant School, Well Bank Road	109	89				
57	George Washington Hotel land adjacent to, Stone Cellar Road	16	16				
71	Cape Insulation, Barmston Road	269	123				
98	Ayton Primary School, Gold Crest Road	40	40				
124	Glebe Village House, Dryborough	100	40	60			
177	Former Usworth Comprehensive School Site A, Station Road	89	40	49			
248	Emerson House, Emerson Road	125	90	35			
249	Galleries Car Park adj to Asda	30					30
250	B & Q Warehouse (former), Armstrong Road	20					20
252	Hastings Court	20		20			
258	Albany Park, Spout Lane	70	70				
263	Springwell Road	60	60				
269	Blue House Fields, Springwell Road	115					115
270	Mount Lodge, Mount Lane	72					72
276	North Hylton	333					333
287	Wilden Road Pattinson - Station Road	80					80
288	East of Pattinson Road and south of Sewage works, site 2	45					45
298	Usworth House Farm, land at	403					403
299	Peareth Hall Farm, Peareth Hall Road	45					45
300	Springwell Trust meeting house, Peareth Hall Road	24					24
354	Warren Lea, land rear of - Springwell Road	25					25

Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
359	Former Usworth Comprehensive School, Site B	120		70	50		
364	Pattinson Road, land south of	95	95				
369	Units 1-22 Swan (North) Industrial Estate	22					22
370	23 Edison Road (works depot), Swan (North) Industrial Estate	16					16
401	East of Sulgrave Road, land at	180					180
402	Crowther Industrial Estate, land at - Brockwell Road	123					123
404	West of Waterloo Road (Sulgrave Industrial Estate) , land to	45					45
405	Green Belt Land at Golf Course (George Washington Hotel) - Stone Cellar Road	280					280
406	Bentall Business Park, land at - Tower Road	66					66
407	Milton Place, Mount Lane, Springwell	176					176
408	North and Rear of Windsor Terrace, Land at	27					27
415	Uplands Way, Springwell	45					45
418	Low Mount Farm, Springwell	35					35
424	Stoney Lane, Springwell	110					110
427	Tilley Road, Crowther IE	70					70
442	Willow Close	10		10			
453	Silverstone Road West	10		10			
454	Teal Farm Lower Plateau	83	65	18			
	TOTAL	3835	731	272	50	0	2608

# Sunderland SHLAA sites Coalfield



0 255 510 1020 1530 2040 Meters

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Coalfield Sub Area							
Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
1	High Dubmire Phase 2, Mulberry Way	125	19				
5	Davenport School, Old Durham Road (26 dwellings complete)	57	4				
6	Former Flighters Pub, West Lea (6 dwellings complete)	11		5			
31	East of Windermere Crescent	80	8				
32	Robertson Yard, Station Road, Penshaw	27		27			
35	Over the Hill Farm, Durham Road	10	1				
61	Former Lambton Cokeworks Site	359	124	179	35		
74	Murton Lane	371	133	200	10		
75	Halliwell Street and Brinkburn Crescent	38		38			
76	West of Lyons Avenue	42		42			
86	Easington Lane Primary School Building	30	30				
87	Dubmire Primary School, Britannia Terrace	15		15			
99	Site of Windsor Crescent/Hall Lane	121	51				
110	Starks Builders yard, Hunter Street	25		25			
111	Land at Neil Street and the Bat Cave	72	43				
112	Broomhill Estate Phase 1 and 2	6	-52	58			
113	Site of Herrington Workingmen's Club	14		14			
115	Holmelands, land adjacent to - Hawthorn Street	120	92	28			
128	Black Boy Road (site A)	160	120	40			
129	Hetton Moor House land to rear of Seymour Terrace	117					117
130	Elemore Golf Club, land adjacent to - Pimlico Road	58					58

Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
131	Southern House Farm, land at - North Road	8	8				
134	Football pitch, Colliery Lane	21					21
138	North Road, land at	300					300
139	South Lodge Farm, North Road	156					156
140	Hazard Lane, land off	97					97
141	Former Boys Club, Lyons Avenue, land off	16	16				
142	Former Chilton Moor Cricket Club, Black Boy Road	30	30				
143	Lyons Cottage, land to rear of	25		25			
144	Coaley Lane Land at	63					63
146	Easington Lane Primary School Playing Fields, School View	40		40			
149	Aster Terrace, land at back of	60		60			
150	Land adjacent Newbottle Primary School, Houghton Road	12			12		
172	Forest Estate, Land at - High Street	120		120			
178	Downs Pit Lane, land to the North - Regent Street	80	80				
181	Houghton Road, Hetton, land at	200					200
193	SIG Combibloc Limited, Blackthorn Way	200	100	100			
194	Lambton Lane, land at	160	60	100			
197	Eppleton Primary School, land north of - Church Road	115	95	20			
230	Rutland Street, Hetton, land rear of	12			12		
235	Manor House, Station Road, Penshaw	40	38				
236	Penshaw Garage, Cox Green Road	46	46				
272	North Farm, Warden Law Site 1, land at - Gillas Lane	330					330

Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
273	North Farm, Warden Law Site 2, land at - Gillas Lane	95					95
274	North Farm, Warden Law Site 3, land at - Gillas Lane	108					108
275	North Farm, Warden Law Site 4, land at - Gillas Lane	165					165
280	Shiney Row Centre, Success Road	95		95			
293	Low Moorsley, land at (Ennerdale Street)	79					79
305	High Dubmire, land at - Mulberry Way	18					18
318	Moor Burn House, Dairy Lane	15		15			
328	Princess Gardens, land at (Regent Street)	11	11				
329	Highfield Hotel, Durham Road	11					11
330	Philadelphia Complex Site 3	448	90	150	150	38	
333	Fletcher Terrace, land at (Lumley Crescent)	15	15				
339	Land at Gillas Lane	75	60	15			
340	Front Street, Fence Houses, Land to the east of	48	48				
341	Redburn Row, Land to the north of	55	55				
343	Grasswell, land at (Houghton Road)	450					450
344	Chilton Moor Gardens site 2 (Durham Street)	32	32				
349	Philadelphia Junction, land at (Philadelphia Lane)	150	90	60			
365	Newbottle Site 2, Land at (Sunderland Road)	110					110
367	Coaley Lane, Land at	55					55
372	Houghton Police Station, Dairy Lane	12		12			
375	Stott's Pasture, Golf Course Road	19					19
376	Chilton Gardens, Chilton Moor	25					25
377	High Dubmire, Chilton Moor, Land at	30					30

Site Ref.	Site Name	Site Capacity	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable
381	Newbottle Site 1, Land at (Sunderland Road)	807					807
382	Dairy Lane, Site 1, Land at	18		18			
383	Dairy Lane, Sites 2 & 3, Land at	70					70
385	Sedge letch Site 1, Land at (Blind Lane)	242					242
386	Sedge letch Site 2, Land at (Blind Lane)	136					136
387	Sedge letch Site 3, Land at (Blind Lane)	28					28
388	Ennerdale Street, Low Moorsley, Land at	22	22				
409	Dubmire Industrial Estate, Sedgeleth Road	190		120	70		
410	Blind Lane, land to North of	40	40				
411	Snippersgate, land at (South Hetton Road)	12					12
417	Rear Bee Hive Pub, Coaley Lane	250					250
421	Quarry House Lane, East Rainton	15					15
422	Markle Grove, East Rainton	45					45
423	Market Place, Houghton	65					65
425	Electric Crescent Allotments	14					14
430	Eppleton	8	8				
437	Forest Lane land at	14		14			
438	Eppleton Estate	24	24				
440	Cragdale Gardens	120		120			
444	Biddick Woods	170					170
447	Former All Saints Church, Church Road Hetton	10	10				
448	Penshaw House	46		46			
449	50 – 56 Market Street, Hetton Downs	12	12				
458	Dubmire Industrial Estate, phase 2	70					70
459	Dubmire Industrial Estate phase 3 & 4	130		60	70		

<b>460</b>	Land north of Black Boy Road (site B)	120		120			
<b>461</b>	Maudlin Street, Hetton Downs	30	10	20			
<b>462</b>	Henry Street Hetton Downs	40	40				
	Total		1613	2001	359	58	4329

## Appendix 1

### Tyne and Wear districts' sub-regional concept paper and lists of groupings of participants

#### Tyne & Wear Strategic Housing Land Availability Assessments (SHLAA) Sub-Regional Addendum Concept Paper and Supplementary Guidance (Revised July 2008)

The five Tyne & Wear local authorities are proposing to undertake their first Strategic Housing Land Availability Assessments (SHLAA) during 2008/09. The Government view SHLAAs as "a key component of the evidence base to support the delivery of sufficient land for housing to meet the community's need for more homes".

The primary role of SHLAAs is to plan for and enable the continuous delivery of a flexible supply of land for new housing over a period of at least 15 years, including managing a continuous 5-year supply of deliverable sites. SHLAAs will form a critical part of the comprehensive evidence base for future Local Development Framework (LDF) development plan documents which, alongside other information, will be used to inform decisions in plan making, including future land allocations. The SHLAAs will identify sites with potential for future housing development, assessing their suitability, availability and how soon development could be achieved, as well as an assumption of how many homes they could yield (their indicative dwelling capacity). However, SHLAAs do not represent planning policy or determine whether or not a site should be allocated or granted planning permission. SHLAAs are required to be regularly kept up to date as part of the LDF Annual Monitoring Report.

A **SHLAA Practice Guidance** note was published by **Communities & Local Government (CLG)** in July 2007 [<http://www.communities.gov.uk/publications/planningandbuilding/landavailabilityassessment>], in support of the requirement in **PPS3 Housing** (November 2006 – para.40-61 and Annex C) [<http://www.communities.gov.uk/publications/planningandbuilding/pps3housing>].

Further guidance on preparing SHLAAs and implementing them through the development plan process has since been published by the **Planning Advisory Service** (January/April 2008) [<http://www.pas.gov.uk/pas/core/page.do?pagelid=54317>], in partnership with the Planning Officers Society, together with a series of SHLAA Frequently Asked Questions arising from PAS LDF seminars (January/February 2008). The **Planning Inspectorate** has also published related CLG advice on **Demonstrating a 5 Year Supply of Deliverable Sites** [[http://www.planning-inspectorate.gov.uk/pins/advice\\_for\\_insp/advice\\_produced\\_by\\_dclg.htm](http://www.planning-inspectorate.gov.uk/pins/advice_for_insp/advice_produced_by_dclg.htm)] in accordance with PPS3 requirements, and the performance monitoring of new **National Indicators NI154 and NI159**.

Regionally, the North East Assembly (NEA) has worked with local and county council planners, the Government Office for the North East (GO-NE), One NorthEast (ONE) and the Homebuilders Federation (HBF) since October 2007 on the production of a **North East England SHLAA Regional Implementation Guide** and an associated Regional SHLAA Sites Database (in Microsoft Access). This was finalised in March 2008 [<http://www.northeastassembly.gov.uk/document.asp?id=806>]. This implementation guide is written as a common framework for the North East region and seeks to ensure a reasonable degree of consistency across the region in the way data is collated and recorded. This is designed to enable the SHLAA data to be potentially integrated across local authorities and thus more easily inform future planning for housing in the Regional Spatial Strategy (RSS) and enable disaggregation across cross-district Housing Market Areas. The guidance also includes an indicative timeline for the production of a SHLAA.

The Tyne & Wear SHLAAs will be produced in line with this national and regional guidance.

CLG have recently clarified (via the North East Assembly) that all local authorities are now required to have a SHLAA in place by a cut-off date of 31 March 2010 at the latest in order to qualify for the related

funding awards under the new **Housing & Planning Delivery Grant (HPDG)**. It has nevertheless been suggested that a greater share of potential annual HPDG funding may be available for those authorities that complete their SHLAAs a year earlier by 31 March 2009.

The North East Assembly (NEA) have also subsequently advised that, in order to feed into the forthcoming housing-led review of the **Regional Spatial Strategy** (RSS consultation draft provisionally scheduled in February 2009, with a revised draft in October 2009), they would like to be in a position to collate district-wide SHLAA results (or at least headline data) during Autumn/Winter 2008.

The sub-regional SHLAAs will also be taken into account in the preparation of the **Tyne & Wear Strategic Housing Market Assessment (SHMA)**, which is being prepared by the Tyne & Wear Housing Partnership. Individual authorities are also undertaking their own District-wide SHMAs and housing needs studies which, in combination with the SHLAAs, will also inform decisions on housing land allocations in Local Development Frameworks.

The SHLAA work also has interrelationships with **English Partnerships' Local Brownfield Strategies** work, the **National Land Use Database (NLUD)** [<http://www.englishpartnerships.co.uk/nlud.htm>], and the **Register of Surplus Public Sector Land (RSPSL)** [<http://www.englishpartnerships.co.uk/rspsl.htm>] which will bring up some key sites for inclusion in the SHLAA database.

It is also recognised that many of the sites surveyed for the SHLAA will also be relevant to local **Employment Land assessments** and work on **Open/Green Space Strategies**, such that there will be undoubted opportunities in the recording of site survey data to minimise or avoid potential duplication of work. Hence there may be potential for the SHLAA sites database to hold much of the data for these other studies too, or at least to use common site reference numbers to enable ease of cross-referencing and for exporting site data between databases.

## **Tyne & Wear SHLAA Partnership Working**

A planning-based **Tyne & Wear SHLAA steering group** was set up in February 2008, and met again in March and April 2008. The purpose of this group is to enable and coordinate collaborative sub-regional working on the SHLAAs and to ensure an element of sub-regional consistency within the flexibilities provided by the regional guidance. Individual authority working groups would then manage the practical aspects of the SHLAA work in each district.

The steering group has also discussed aspects of establishing the required wider **sub-regional key stakeholder partnership**. In accordance with the national and regional guidance, a key stakeholder partnership was subsequently established comprising local authority planning and housing officers together with representatives of housebuilders/developers, Registered Social Landlords (RSLs), local estate/property agents, and other agencies such as the North East Assembly (NEA), ONE NorthEast, English Partnerships and private sector consultants, as well as the Government Office for the North East (GO-NE), Environment Agency, Highways Agency, utilities companies and other local interests as appropriate. The partnership were given an introductory presentation on SHLAAs in June 2008, at which it was agreed that a core **sub-regional SHLAA key stakeholder panel**, comprising the lead local authority officers and about 5 others from different sectors, should be established. This group would perform an overview role in acting as a 'sounding board' for final agreement on sub-regional aspects of the SHLAA methodology, as well as serving as a critical panel for the site assessment workshops. The partnership could also meet on an annual basis if appropriate to review the approach and processes, membership of the panel and longevity, etc.. Partnership members would also be encouraged to inform the panel of lessons learnt from other SHLAAs elsewhere in the region and elsewhere.

The Tyne & Wear Housing Partnership is also supportive of this sub-regional approach, similar in some ways to a stakeholder group being established to oversee the sub-regional Strategic Housing Market Assessment (SHMA). However, it was suggested by the SHMA group that, regardless of some inevitable overlapping of personnel, the two groups should be kept distinct from each other rather than merged to perform a dual SHMA and SHLAA role.

The pre-established key stakeholder partnership would then be called upon 'ad hoc' by each local authority at key stages of their respective SHLAAs when necessary, primarily in terms of holding **stakeholder workshops** to assess the developability/deliverability and indicative housing yield/capacity of identified potential housing sites. The internal and external workshops would generally be held on an individual authority basis to discuss and draw upon expert advice for the detailed assessment of major sites that have been identified as being potentially suitable for housing development. This would ensure that the assessments' findings are as robust and accurate as possible. Any sites where the wider partnership is unable to reach consensus about indicative site yield/capacity and timeframe for deliverability would be taken to the key stakeholder panel for a final decision. Details for each site to be assessed by the partnership would need to be circulated 6-8 weeks in advance of the external workshops taking place. The workshops could be in the form of an open day for partners to attend, or could take a more formal format. Workshop and panel participants would nevertheless be required to raise any declarations of interest (eg. as landowners, developers or agents) when assessing individual sites. Whilst authorities may wish to arrange their own individual workshops with the partnership, it has been suggested that Tyne & Wear Research & Information (TWRI) might be in an appropriate position to help coordinate and oversee these workshops, having previously had experience of running the joint meetings with the House Builders Federation (HBF) under the old-style land availability studies, although this would need to be confirmed.

A sub-regional version of the NEA-based timetable has been broadly agreed (as updated at Annex 1), which schedules for these workshops to take place during Autumn 2008 with the findings of the first SHLAAs being published in early 2009. **The key stakeholder panel has recommended that the following timetable should be adhered to in order to target the initial March 2009 deadline:**

- Site surveys and data collation and input – July-September 2008
- Sub-regional call for any new sites to be put forward\* – August 2008
- Internal workshops – September 2008
- External workshops – October-December 2008 (NB. circulate site details 6-8 weeks in advance)
- Panel workshop – end January 2009
- Initial SHLAA findings (to inform 5-year housing land supply report) – end March 2009
- Final SHLAA reports – March-May 2009

[\* Sites previously put forward as part of LDF consultation exercises will usually be automatically included in the SHLAA for consideration, so there would be no need for these to be submitted again.]

The steering group has also discussed matters around staffing, time and financial resources for undertaking the SHLAA work required, not only in terms of the initial survey work, but also for the annual updating of the SHLAA required by the national and regional guidance. The Planning Advisory Service generally recommend keeping the SHLAA work in-house as opposed to commissioning consultants, although this is not ruled out as an option. It has been mooted that there may be a possibility of TWRI hosting a sub-regional SHLAA database if this was considered necessary, as well as utilising their IT skills in terms of transferring and converting existing Urban Capacity Study database data to automatically populate corresponding fields in the SHLAA database as the starting point. They may also be able to assist through their GIS skills in mapping the surveyed sites, and possibly placing the SHLAA sites on the internet for wider consultation if that was considered appropriate given the SHLAA's relative status in terms of not being a development plan site allocations document (eg. similar to that done for Sedgfield Borough Council's major allocations consultation [<http://www2.sedgfield.gov.uk/MajorAllocations/?accept=true>]).



## Sub-regional Data Consistencies

Several detailed aspects of the regional database have also been discussed by the steering group and partnership to agree on a consistent sub-regional approach.

Under the initial **Site Details** section, it was agreed that:

- it should be left to the individual discretion of each local authority as to whether any site area or likely housing yield threshold should be applied to the size of sites to be surveyed as part of their SHLAA.
- the **National Grid Reference coordinates** and **postcode** should be recorded consistently for either the centre point of the site, or alternatively for the main entrance (as per the North East Business Accommodation Project guideline).

Within **Category 2 of the Site Designations** section, it was agreed that:

- within Tyne & Wear there are no County Wildlife Sites, Areas of Outstanding Natural Beauty (AONB) or National Parks.
- **Sites of Nature Conservation Importance (SNCI)** – or **Local Wildlife Sites** in the case of South Tyneside's current review –, sites including a **Great Crested Newt Pond**, **Green Belt** land, **allotments** and **designated open spaces** (generally regarded as formal parks and major areas of strategic open space), and possibly also **non-designated open spaces**, could be excluded from further assessment (ie. as if Category 1 zero potential designations) at each authority's individual discretion – if excluded to start with, they could still be reviewed at a later date should the initial results of the SHLAA suggest that there are likely to be insufficient deliverable or developable potential housing sites to meet RSS allocations and identified local Housing Market Area needs.

It was also considered that Historic Landscape designations are likely to be excluded in other ways anyway (eg. through being part of the designated Green Belt or nature conservation sites).

As regards obtaining **utilities information**, it was considered that the most appropriate way would be to approach the utilities companies on a joint Tyne & Wear basis, submitting only the larger potential development sites once these had been identified (eg. >0.4ha site area or >10 dwellings indicative capacity). The collation of **utilities and infrastructure capacity information** was also raised as an issue of concern since this has previously been rather difficult to obtain. However, informal discussion with English Partnerships suggests that they might be in an appropriate position to be able to assist with collating such utilities information on a Tyne & Wear basis once all the potential development sites have been identified.

Discussion around the **Services Proximity** section concluded with general agreement that:

- the focus should be on measuring proximity to **city/town/district centres** as defined in LDFs/UDP's (since these will in most cases include many other services), as well as **Metro/train stations** (including proposed new stations), given the sequential approach to focussing higher density development in the most accessible locations.
- proximity to **primary and secondary schools** may be worth measuring, although this could prove unworkable in areas undergoing school reorganisation aimed at reducing surplus places and ensuring that future schools capacity is broadly in line with likely future population distribution taking into account the RSS housing allocations. Hence, this may be left to individual authority's discretion.
- it will also be left to individual authority's discretion whether to include measuring **proximity to supermarkets, local shops, banks/cash machines** (less of an issue given their increasing presence in pubs and supermarkets, together with online banking), **libraries** (often located in main centres anyway), **GPs/doctors and dentists, employment sites, the trunk road network and bus stops** (frequency/destination of services is not guaranteed, being dependent on commercial service operation, although there may be potential to consider including bus stops that form part of a SuperRoute network).
- **distances** should be measured simply using 'as-the-crow-flies' straight line distances (much easier for GIS mapping) from the centre point or main entrance of the site, and plotted using the gazetteer.

It was also noted that **scoring** of these factors was specifically deterred at a recent PAS regional seminar event, and had subsequently been removed from the regional guidance. Hence, it was agreed that any such use of scoring or weighting would not be appropriate.

The group also agreed that in measuring the indicative **Housing Yield** in the final section, the initial local authority yield estimate should be based on the following indicative housing densities for the four distance zones (as derived from the proximity to a city/town/district centre or Metro/train station, or other service proximity category included above):

- <500m = 75 dwellings/ha
- 500-750m = 50 dwellings/ha
- 750m-1km = 40 dwellings/ha
- >1km = 30 dwellings/ha

It is also worth noting that in ascertaining the indicative net developable area for applying the above densities, the **multipliers** cited in the regional guidance (as derived from the old 'Tapping the Potential' guide for urban capacity studies) suggest a possible range, but that comparison with actual development proposals and planning applications suggests that the upper percentage multiplier is likely to result in a more realistic assessment:

- <0.4ha total gross site area = 100% net developable area
- 0.4-2ha gross total site area = 90% net developable area (range 75-90%)
- >2ha gross total site area = 75% net developable area (range 50-75%)

Nevertheless, consideration also needs to be given to the regional housing aspirations and local demands for more family housing with gardens and areas of public open space, which will also impact on the residual developable area for housing.

These aspects have been reflected in the site survey proforma that has been drawn up for use by each authority, designed to reflect the sections in the database's site data input form (see Annex 2). The proforma also includes the option to indicate which phase of the RSS plan period a site is likely to be achievable within, in addition to the basic SHLAA 5-year assessment periods – this may assist with planning which phase of the plan period a site should ultimately be allocated in through the LDF where the SHLAA periods do not necessarily coincide with the plan periods.

# Tyne & Wear Potential Development Sites Database

## - Site Survey and Initial Assessment Proforma -

Site to be included on databases for (tick all that apply):

<input type="checkbox"/>	Strategic Housing Land Availability Assessment (SHLAA)
<input type="checkbox"/>	Employment Land Availability Study
<input type="checkbox"/>	Open/Green Space Strategy

Local Authority area:	
Newcastle upon Tyne	
North Tyneside	
Gateshead	
South Tyneside	
Sunderland	

### 1. Site Details:

Site Ref. No.:		Site Survey Date (DD/MM/YY):	
Site Photo Ref. No.:		Date Survey Data Input (DD/MM/YY):	
Specific Site or Broad Area? (delete as applicable)	Grid Coordinates (site centroid): Easting:		
Site Area (ha):	Grid Coordinates (site centroid): Northing:		
Site Name:			
Site Address:			
Settlement:			
Postcode:	Medium Super Output Area (MSOA):		
Housing Market Area (HMA) (if SHLAA site):			
Present Land Use(s):	Use Class(es):		
Is the Property Vacant?	Is the Site Derelict?	Is the Site Cleared?	Bad Neighbour?
Neighbouring Land Uses:			
Previously-Developed 'Brownfield' Land?	Previously-Undeveloped 'Greenfield' Land?	Mixed %:	/

### 2. Site Categorisation:

RSS Sequentiality:	Brownfield Land within RSS Settlement:	Other Land within RSS Settlement:	
Brownfield Land adjoining RSS Settlement:	Land within Other Settlement:	Outside Settlement:	
RSS Locational Tier:	Conurbation / Main Settlement:	Regeneration Town / Rural Service Centre:	
Secondary Settlement:	Tertiary Settlement:	Other Settlement:	Countryside:

### 3a. Site Constraints:

Site Topography:			
Prevents Development:	Mitigation would Enable:	No Obstacle:	Unknown:
Contamination Issues:			
Prevents Development:	Mitigation would Enable:	No Obstacle:	Unknown:

### 3b. Site Designations (Category 1 – zero potential for development, exclude from subsequent assessment):

Designation Details:			
Ramsar Site:	Special Protection Area (SPA):		
National Nature Reserve (NNR):	Special Area of Conservation (SAC):		
Site of Special Scientific Interest (SSSI):	Ancient Woodland:		
Scheduled Ancient Monument / World Heritage Site:	Historic Park or Garden:		
Flood Risk Zone 3B (Functional Floodplain):	Health & Safety Executive (HSE) Inner Zone:		

**3b. Site Designations (Category 2 – include for subsequent assessment, subject to any local exclusions):**

Site of Nature Conservation Importance (SNCI) / Local Wildlife Site (LWS):		Green Belt:	
Conservation Area / WHS Setting:	Great Crested Newt Pond:	Designated Open Space:	
Grade I Listed Building/Structure:	Historic Landscape:	Non-designated Open Space:	
Grade II* Listed Building/Structure:	Archaeological Site:	Allotment:	
Grade II Listed Building/Structure:	Minerals Safeguarded Area:	Car Park:	
Flood Risk Zone 3A (High Vulnerability):		Health & Safety Executive (HSE) Middle Zone:	
Flood Risk Zone 2 (Medium Vulnerability):		Health & Safety Executive (HSE) Outer Zone:	

**4. Planning History:**

Present Planning Status:			
Land Use of this Status:		Use Class(es):	
Planning Application No.:		Date Permitted:	
Not Started / Under Construction / Completed (delete as applicable)		Date Completed:	
Total Dwellings:	No. Not Started:	No. Under Construction:	No. Completed:

**5. Site Ownership:**

Landowner:			
Land Ownership Details:			
Is the site on the National Land Use Database (NLUD)?		NLUD Ref. No.:	
Is the site on the Register of Surplus Public Sector Land?		RSPSL Ref. No.:	
Has the site been put forward for development by the owner?		Council Disposal Notice (if applicable)?	
Owner's Preferred Use:		Use Class(es):	

**6 & 7. Utilities and Infrastructure Capacity Constraints (Sewerage, Water, Electricity, Gas, Telecoms; Highways, Schools):**

Utilities Capacity Issues:				
Prevents Development:	Mitigation would Enable:	No Obstacle:	Unknown:	
Highways/Access and Schools Capacity Issues:				
Prevents Development:	Mitigation would Enable:	No Obstacle:	Unknown:	

**8. Proximity to Key Services:**

	<500m = 75/ha	500-750m = 50/ha	750m-1km = 40/ha	>1km = 30/ha	Unknown
City/Town/District Centre:					
Local Shops / Supermarket:					
Library / Bank/Cash Machine:					
GP/Doctor / Dentist:					
Primary / Secondary School:					
Employment Site / Trunk Road:					
Metro/Train Station / Bus Stop:					

**9. Housing Yield and Deliverability (Suitable, Available Now, Achievable in 5yrs) / Developability (Suitable, Achieve Later):**

Developable Area (ha) (<0.4ha = 100%; 0.4-2ha = 90%; >2ha = 75%):		Housing Yield Estimate:	
Is it Suitable for Housing?	Is it Available Now?	Is it Deliverable?	Is it Developable?
When is Housing Achievable?	Next 5 years:	Years 6-10:	Years 11-15: 16+ years:
2004-2011:	2011-2016:	2016-2021:	2021-2026: Post-2026:
PPS3 and Yield Details:			

National Landlords Association (North East)  
 Shelter  
 National Association of Estate Agents  
 Royal Institute of Chartered Surveyors (RICS)

**Tyne and Wear SHLAA Steering Group/  
 Sub-regional key stakeholder partnership**

**Representatives from:**

Tyne and Wear Local Authorities  
 House Builders – Home Builders Federation (HBF)  
 Registered Social Landlords (RSL) – National Housing Federation and an individual RSL to represent the sector  
 Local Estate Agents – National Association of Estate Agents (NAEA)  
 Royal Institute of Chartered Surveyors (RICS)  
 Government agencies and other organisations/stakeholders either permanently or on an ad hoc basis – e.g ONE NorthEast, English Partnerships, Environment Agency, Northumbrian Water, etc.

**Sub-regional key stakeholder panel**

Chairman: Peter Jordan/Steve Wilcox (Home Builders Federation)  
 Tyne and Wear Local Planning Authorities (one member from each authority)  
 David Graham NLP (Independent Consultants representative)  
 Linda Peacock, 3 Rivers Housing Company (Registered Social landlords)

**Appendix 2**

**CLG Guidance for data sources**

Figure 4: Sources of sites with potential for housing

<b>Sites in the planning process</b>
• land allocated (or with permission) for employment or other land uses which are no longer required for those uses
• existing housing allocations and site development briefs
• unimplemented/outstanding planning permissions for housing
• planning permissions for housing that are under construction
<b>Sites not currently in the planning process</b>
Examples:
• vacant and derelict land and buildings
• surplus public sector land
• land in non-residential use which may be suitable for re-development for housing, such as commercial buildings or car parks, including as part of mixed-use development
• additional housing opportunities in established residential areas, such as

under-used garage blocks
• large scale redevelopment and re-design of existing residential areas
• sites in rural settlements and rural exception sites
• urban extensions
• new free standing settlements

Figure 5: Sources of information

<b>Sites in the planning process</b>	<b>Purpose</b>
Site allocations not yet the subject of planning permission	To identify sites
Planning permissions/sites under construction (particularly those being developed in phases)	To identify sites
Site specific development briefs	To identify sites and any constraints to delivery
Planning application refusals	To identify sites – particularly those applications rejected on grounds of prematurity
Dwelling starts and completion records	To identify the current development progress on sites with planning permission
<b>Other sources of information that may help to identify sites</b>	
Local planning authority Urban Capacity Study	To identify buildings and land, and any constraints to delivery
Local planning authority Empty Property Register	To identify vacant buildings
English House Condition Survey	To identify buildings
National Land Use Database	To identify buildings and land, and any constraints to delivery
Register of Surplus Public Sector Land	To identify buildings and land
Local planning authority Employment Land Review	To identify surplus employment buildings and land
Valuation Office database	To identify vacant buildings
Local planning authority vacant property registers (industrial and commercial)	To identify vacant buildings
Commercial property databases e.g estate agents and property agents	To identify vacant buildings and land
Ordnance Survey maps	To identify land
Aerial photography	To identify land

## Appendix 3

### NE Methodology Category 1 and Category 2 sites

Category 1: Sites where zero housing potential should be ascribed

- Ramsar sites
- Special protection areas (SPA)
- Special areas of conservation (SAC)
- Sites of special scientific interest (SSSI)
- National nature reserve (NNR)
- Ancient woodland
- Scheduled ancient monuments (SAM)
- Historic parks and gardens
- PPS25 floor risk area – Zone 3b 'Functional Floodplain'
- Health and safety Executive (HSE) inner zones

Category 2: Designations/uses which affect the development of a site

- National Park
- Area of outstanding natural beauty (AONB)
- Green belt
- Designated open space
- Non-designated open space
- Allotments
- HSE middle and outer zones
- Flood risk areas – Zones 2 and 3a
- Minerals safeguard areas (MSA)
- County wildlife sites
- Sites of nature conservation importance (SNCI)/local wildlife site
- Great Crested Newt pond
- Historic landscape
- Archaeological Site
- Conservation area
- Grade I listed building(s)
- Grade II listed building(s)
- Grade II\* listed building(s)

## Appendix 4

### Small Housing Sites Table 1998- 2008

Financial year	New build sites <0.4 ha and <10 homes	Conversions & changes of use <10 dwellings (net gain)	Total
Apr 1998-Mar 1999	12	57	69
Apr 1999-Mar 2000	25	13	38
Apr 2000-Mar 2001	29	10	39
Apr 2001-Mar 2002	22	11	33
Apr 2002-Mar 2003	32	25	57
Apr 2003-Mar 2004	28	39	67
Apr 2004-Mar 2005	52	28	80
Apr 2005-Mar 2006	42	75	117
Apr 2006-Mar 2007	32	51	83
Apr 2007-Mar 2008	57	67	124
<b>Total</b>	<b>331</b>	<b>376</b>	<b>707</b>
<b>Average</b>			<b>71</b>
Sources: Sunderland City Council Housing Land Availability Register; Sunderland City Council Land & Property Gazetteer / HFR returns			



## **Appendix 5**

### **Sample survey pro-forma**

## Sunderland Strategic Housing Land Availability Assessment

### Site Survey and Initial Assessment Proforma

Surveyor Name:

#### 1. Site Details:

Site Ref. No.:		Site Survey Date (DD/MM/YY):	
Site Photo Ref. No.:		Date Survey Data Input (DD/MM/YY):	
Specific Site or Broad Area? (delete as applicable)	Grid Coordinates (site centroid): Easting:		
Site Area (ha):	Grid Coordinates (site centroid): Northing:		
Site Name:			
Site Address:			
Settlement:			
Postcode:	Ward or Super Output Area (MSOA):		
Housing Market Area (HMA) (if SHLAA site):			
Present Land Use(s):			Use Class(es):
Is the Property Vacant?	Is the Site Derelict?	Is the Site Cleared?	
Would housing be compatible with surrounding land-uses?			
Previously-Developed 'Brownfield' Land?	Previously-Undeveloped 'Greenfield' Land?	Mixed %:	/

#### 2. Site Categorisation:

RSS Sequentially:	Previously developed land and Blgs within Urban Area	Other suitable sites within Urban Area:	
Suitable sites in locations adjoining Urban Area:	Suitable sites outside Urban Area:		
RSS Location Tier:	Sunderland:	Washington	Houghton Hetton:
Tertiary Settlement:			

#### 3a. Site Constraints:

Site Topography: Brief description			
Could Topography Prevent Development?	Mitigation would Enable:	No Obstacle:	Unknown:
Contamination : Brief description			
Could Contamination Prevent Development?	Mitigation would Enable:	No Obstacle:	Unknown:

#### 3b. Site Designations (Category 1 – zero potential for development if the site is within the following):

Designation Details:			
Site of Special Scientific Interest (SSSI):	Special Protection Area (SPA):		
Historic Park or Garden:	Special Area of Conservation (SAC):		
Flood Risk Zone 3B (Functional Floodplain):	Ancient Woodland:		
Scheduled Ancient Monument:	Health & Safety Executive (HSE) Inner Zone:		

**3b. Site Designations (Category 2 – include for subsequent assessment):**

Site of Nature Conservation Importance (SNCI) / Local Nature Reserve (LNR)		
Green Belt:		
Allotment:		Designated Open Space:
Archaeological Site:		Non-designated Open Space:
Conservation Area:		Grade I Listed Building/Structure:
Car Park:		Grade II* Listed Building/Structure:
Flood Risk Zone 3A (High Vulnerability):		Grade II Listed Building/Structure:
Flood Risk Zone 2 (Medium Vulnerability):		Minerals Safeguarded Area:
HSE Middle Zone:		HSE Outer Zone:

**4. Planning History:**

Present Planning Status:	None		Full:		Outline		Refused		Withdrawn		Pre-App.	
Land Uses of Planning Application:					Use Class(es):							
Planning Application No.:					Date Permitted:							
Not Started / Under Construction / Completed (date)					Date Completed:							
Total Dwellings		No. Not Started:		No. Under Construction:		No. Completed:						

**5. Site Ownership:**

Landowner:	Local Authority		Gentoo		Private		Unknown	
Land Ownership Details or constraints:								
Is the site on the National Land Use Database (NLUD)?		NLUD Ref. No.:						
Is the site on the Register of Surplus Public Sector Land?		RSPSL Ref. No.:						
Has the site been put forward for development by the owner?		Council Disposal Notice (if applicable)?						
Owner's Preferred Use:			Use Class(es):					

**6 & 7. Utilities and Infrastructure Capacity Constraints (Sewerage, Water, Electricity, Gas, Telecoms; Highways, Schools):**

Utilities Capacity Issues and comments							
Not cost effective and Prevents Development:		Mitigation would Enable:		No Obstacle:		Unknown:	
Highways/Access and Schools Capacity Issues and comments							
Prevents Development:		Mitigation would Enable:		No Obstacle:		Unknown:	

8. Proximity to Key Services:	<500m	500-750m	750m-1km	>1km	Unknown
City / Town / District Centre:					
Bus / Metro / Train Station:					
Local shops / Supermarket					
Primary / Secondary School:					
Doctor					
Dentist					
Library:					
Employment Site					
Free ATM machine					

9. Housing Yield and Deliverability (Suitable, Available Now, Achievable in 5yrs) / Developability (Suitable, Achieve Later):

Developable Area		Ha				
La Yield Estimate						
Workshop Yield Estimate						
Revised Yield Estimate						
Commercial View: Tick Those Which Would Be Appropriate On Site						
1 Bed	2 Bed	3 Bed	4 Bed	>4 Bed		
Detached	Semi	Flate		Tce/Townhse		
Mixed Use	Upper Market		Mid/Upper Market			
Affordable Housing		Sheltered/Special Needs Housing		Family Housing		
Commercial/Yield Comments:						
Section 10 – Pps3 Conclusion						
Is The Site Suitable?				Is The Site Achievable?		
Is The Site Available?				Is It Developable/Deliverable?		
When is Housing Achievable?	Next 5 years:		Years 6-10:		Years 11-15:	16+ years:
	2008-2013:		2014-2019:		2020-2025:	Post-2026:

NOTES FOR SURVEY FORM

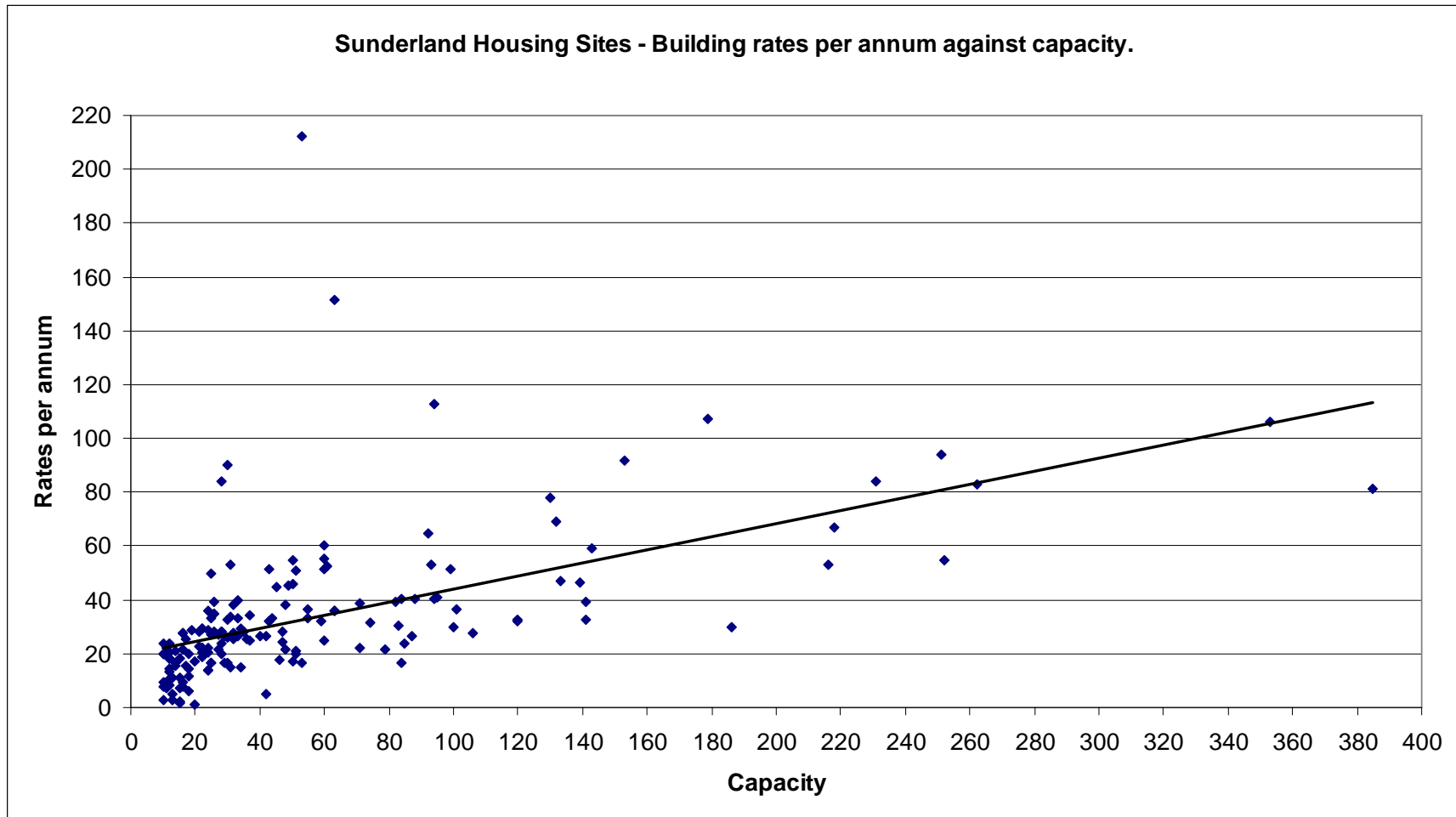
SECTION 4

Use Classes Order April 2006:

A1	Shops	C1	Hotels	Non Residential
A2	Financial & Professional Services	C2	Residential Institution	Leisure
A3	Restaurants & Cafes	C3	Residential/Dwelling Houses	Unknown
A4	Drinking Establishments	D1	Non Residential Institution	Defense
A5	Hot Food Takeaway	D2	Assembly & Leisure	Transport
B1	Offices	Sui Generis		Open Space
B2	General Industry	Agriculture		
B8	Storage	Woodland		

## Appendix 6

### Scatter graph of construction rates





# Strategic Housing Land Availability Assessment (SHLAA)

Annex  
Sites Schedule and Map



**March 2012**





## Results

Sub Areas	Deliverable 1-5 Years	Achievable 6-10 Years	Developable 11-15 Years	TOTAL
South	1541	3437	1840	<b>6818</b>
Central Sunderland	568	1183	226	<b>1977</b>
North	987	541	235	<b>1763</b>
Washington	731	272	50	<b>1053</b>
Coalfield	1613	2001	359	<b>3973</b>
<b>Total</b>	<b>5440</b>	<b>7434</b>	<b>2710</b>	<b>15584</b>
Total*	5671	7434	2710	<b>15815</b>

\*Total includes 231 dwellings to be provided on deliverable small sites (under 10 dwellings) which have planning permission

### Results in comparison with 2011 targets and RSS

Sub Areas	Deliverable 1-5 Years			Achievable 6-10 Years			Developable 11-15 Years			Total Land Supply		
	Homes	2011 Target	RSS	Homes	2011 Target	RSS	Homes	2011 Target	RSS	Homes	2011 Target	RSS
South	1541	1607	1691	3437	1836	1954	1840	2040	1665	6818	5483	5347
Central Sunderland	568	472	1268	1183	540	1472	226	600	1270	1977	1612	4046
North	987	252	375	541	288	456	235	320	435	1763	860	1301
Washington	731	189	234	272	216	295	50	240	302	1053	645	867
Coalfield	1613	630	892	2001	720	1043	359	800	918	3973	2150	2890
<b>Total</b>	<b>5440</b>	<b>3150</b>	<b>4460</b>	<b>7434</b>	<b>3600</b>	<b>5220</b>	<b>2710</b>	<b>4000</b>	<b>4590</b>	<b>15584</b>	<b>10750</b>	<b>14270</b>

Source: Sunderland City Council SHLAA February 2012





Site Ref.	Site Name	Street	Map Ref.	Area (HA)	Site Capacity	Houses Complete	Approval Date	Greenfield/Brownfield	Planning History	Status/Source	LDF Sub Areas	ARF Name	Ward	Site ownership	Category 1	Category 1 & 2 (there are no category 1 sites)	General Site Comments	Anticipated Annual Completion rates 1-5 years										6-10 years Supply					11-15 years Supply					Capacity breakdown					Comments from Stakeholders Consultation Event	Key 2011 Update comment	
																		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Deliverable 1-6	Developable 6-10	Developable 11-15	Post 15	Not currently developable	Is the site deliverable	Is the site developable						
Central Sunderland																																													
18	42 to 45 Nile Street	Nile Street	5N	0.06	23		24/09/2007, 25/09/2010	B	07/02667/FUL, 10/01432/EXT1	FUL	Sunderland South	East (Central Sunderland)	Hendon	Private			New Planning permission extension replaces App No. 07/02667/FUL															23	0	0				Y (1-5 Years)			Replacement extension for planning permission to 2012				
36	4-8 Villiers Street	Villiers Street	5N	0.09	34		01/03/07	B	06/02424/L/EG (expired)	Developer	Sunderland South	East (Central Sunderland)	Hendon	Private							34									0	34	0				Y (6-10 years)									
37	24-26 Stockton Road	Stockton Road	6M	0.17	24		01/04/07	B	06/05264/L/EG Expired	Developer	Sunderland South	East (Central Sunderland)	St Michaels	Private								24								0	24	0				Y (6-10 years)									
40	187-193 High Street West	High Street West	5N	0.10	16		12/02/09	B	05/02925/FUL Expired, 08/04298/FUL	Developer	Sunderland South	East (Central Sunderland)	Hendon	Private			60 bed hotel, 16 two bedroom apartments and retail units.														0	16	0				Y (6-10 years)			Mixed use - 60 bed hotel, 16 apartments and retail units.					
43	178-185 High Street West	High Street West	5N	0.14	62		01/03/07	B	08/00905/SUB uc		Sunderland South	East (Central Sunderland)	Hendon	Private																62	0	0				Y (1-5 years)			Mixed use development						
44	The Bunker, Stockton Road	Stockton Road	6M	0.06	19		04/07/07	B	07/02000/FUL Expired	FUL	Sunderland South	East (Central Sunderland)	St Michaels	Private										19						0	19	0				Y (6-10 years)									
64	Farrington Row phase 1	Farrington Row	5M	1.20	0		08/02/08	B	07/03279/FUL	FUL	Sunderland South	East (Central Sunderland)	Millfield	Council			New justice centre will be developed on the upper southern section of the site to accommodate the relocated Gillbridge Magistrate's courts. Site extends to Gill Bridge with a possible drainage pond.														0	0	0				N	N	The Highways Agency focussed upon the potential impact on the Strategic Road Network (SRN) which includes the A19, A690, A1231, A182, A1(M) of the potential SHLAA sites. The Agency requires that the traffic impact of new developments should be safely acc.						
66	15-18 Hudson Road (West Sunnyside)	Hudson Road	6N	0.07	20			B	03/01793/OUT, 07/04646/SUB Refused	Developer Interest	Sunderland South	East (Central Sunderland)	Hendon	Private			Site refused planning permission Sept 07 for 30 apartments on design and car parking, this will be resolved by lower densities.														20	0	0				Y (1-5 years)			Dependant upon the Sunnyside Masterplan					
63	Vaux Brewery (site of)	Gill Bridge Avenue	5M	5.86	320		28/03/07	B	02/02480/OUT Expired	Developer Interest	Sunderland South	East (Central Sunderland)	Millfield	Council/HCA purchase of site from Tesco February 2011			20% of site possible archaeological site							81		82				112			45					280		Y (6-10 years)		The highways impact will be greater than 30 two way trips - further assessment of potential impacts required.			
68	8-12 Murton Street	Murton Street	6N	0.17	45		01/06/07	B	07/01170/OUT Expired	OUT	Sunderland South	East (Central Sunderland)	Hendon	Private										45							0	45	0				Y (6-10 years)			Reduced density due to change in the market.					
77	Holmeside Triangle, Park Lane	Park Lane	6M	4.13	75			B		UDP	Sunderland South	East (Central Sunderland)	St Michaels	Private			Site of over 30 different owners, matter is ongoing.														0	0	75				Y (11 - 15 years)			Ownership issues					
78	Farrington Row Phase 2-4	Farrington Row	5M	4.59	226			B		UDP	Sunderland South	East (Central Sunderland)	Millfield	Council			SNCl on 25% of site								126		100					0	226	0				Y (6-10 years)		Site is currently isolated and marketing issues. The Highways Agency focussed upon the potential impact on the Strategic Road Network (SRN). The Agency requires that the traffic impact of new developments should be safely accommodated on the SRN and these measures should be brought forward in parallel with proposed housing development.					
80	Stadium village, Sheepfolds South	Sheepfolds Road	5M	17.70	300			B		UDP	Sunderland North	North (Central Sunderland)	Southwick	Private			Archaeological Site								50		75				175	125	0				Y (1-5 years)			Possible land assembly issues.					
90	Bonnarsfield Saint Peters Wharf Phase 2 and 3	Bonnarsfield Road	5M	1.53	350		Decision pending	B	08/01368/OUT, 09/02932/SCO	ISHL	Sunderland North	North (Central Sunderland)	St Peters	Private			Grade II Listed Building Archaeological Site Non - Designated Open Space Flood Risk 2+3								100		100		50		50							100	250	0			Y (1-5 years)		NLP drafting consultation framework for a new Master Plan for the area including an extended University campus, including the proposed World Heritage site
157	Crowtree Leisure Centre	Crowtree Road	6M	1.13	50			B		Developer	Sunderland South	East (Central Sunderland)	Millfield	Council			Development of the site is dependant on a commercial scheme to extend the Bridges, scheme includes 50 apartments to be delivered after 2010 depending on the market. Education concerns re cumulative effect of this and surrounding schemes - possible new school or expansion of existing schools. Education and School capacity, Vehicular Access and car parking restraints															0	50	0				Y (6-10 years)			Site linked to the redevelopment of Holmeside. Restricted vehicle access				
162	High Street East, land at	High Street East	5N	0.28	14			B		Developer	Sunderland South	East (Central Sunderland)	Hendon	Council			There are Physical problems - NWL pumping station, conservation area.								14							0	14	0				Y (6-10 years)			Site is within the setting of the potential World Heritage Site and could affect the candidate WHS.				
166	Numbers Garth and Former School, Russell Street	Russell Street	5N	0.60	20			B		Developer	Sunderland South	East (Central Sunderland)	Hendon	Council			Load bearing capacity poor, access constraints on the site - adjacent to the Sunderland Strategic Transport Corridor, air quality issues														0	20	0				Y (6-10 years)			Site is within 250m of a landfill site and site investigations will be required for stability and possible contamination issues.					
185	Wearmouth Hall site, Chester Road, land to rear of existing - Wharmcliffe Street	Wharmcliffe Street	6M	0.38	19			B		Developer	Sunderland South	East (Central Sunderland)	Millfield	University of Sunderland			Concern about cumulative effect of this and surrounding housing schemes may result in extra school places, the need to consider S106 funding for any extra places. The site is subject to the University Master Plan.								19							0	19	0				Y (6-10 years)			Access issues				





Site Ref.	Site Name	Street	Map Ref.	Area (HA)	Site Capacity	Houses Complete	Approval Date	Greenfield/Brownfield	Planning History	Status/Source	LDF Sub Areas	ARF Name	Ward	Site ownership	Category 1	Category 1 & 2 (where are no Category 1 sites)	General Site Comments	Anticipated Annual Completion Rate %				6-10 years Supply					11-15 years Supply					Capacity breakdown					Comments from Key Stakeholders Consultation Event	2011 Comment		
																		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15			Not currently developable	Is the site deliverable
<b>Washington</b>																																								
55	West of Burtree Cambrian Way	Cambrian Way	8C	0.43	17	14	02/07/10	G	10/01744/SUB	UC	Washington	Washington	Washington Central	Keepmoat Homes Ltd, Queensbury Design Ltd			Variation of condition attached to application 10/01744/SUB; modification of rear and side boundaries.	3														3	0	0			Y (1-5 years)		Under Construction 14 houses complete March 2011	
56	High Usworth School	Well Bank Road	4D	2.92	109	20	13/12/06	B	07/05054/VAR	UC	Washington	Washington	Washington West	Council			Site is not in an area for further investigation.	15	15	30	29											89	0	0			Y (1-5 years)		Under Construction 20 houses complete	
57	George Washington Hotel land adjacent to Stone Cellar Road	Stone Cellar Road	4C	0.80	16		01/01/08	G	07/04649/FUL	UC	Washington	Washington	Washington West	Private			On the edge of the greenbelt, 75% of the site is open space (allotment and community gardens). The site is subject to a Tree Preservation Order.	16														16	0	0			Y (1-5 years)		Under construction March 2012	
71	Cape Insulation Barmston Road	Barmston Road	7F	7.97	150	27	19/10/2011 06/10/2011 20/02/2009	B	11/02275/FUL 11/02276/VAR 08/03987/REM	UC	Washington	Washington	Washington East	Private Barratt Homes North East			This is a mixed use development of employment land and housing, reserved matters consent granted February 2009. Site under construction April 2011	23	30	30	30	10											123	0	0			Y (1-5 years)		Removal of condition (construction of 5,000sq.ms. Of employment floor space before the 50th house has been sold). Site under construction 27 units completed.
98	Ayton Primary School, Gold Crest Road	Goldcrest Road	7B	1.58	40			B		ISHL	Washington	Washington	Washington South	Council			Site is subject to a development brief, anticipated to be marketed late 2011, options for executive housing.														40	0	0			Y (1-5 years)		Revised site comments, development brief available.		
124	Glebe Centre	Glebe Village	6D	2.63	100		02/07/08	B	09/02871/FUL, 08/01300/FUL, 07/003488/FUL	FUL	Washington	Washington	Washington Central	Private/Gentoo			Site is currently part of the ECI programme.														40	60	0			Y (1-5 years)		Extra Care Home for 125 apartments pre-application discussion, possible stopping up of existing highway, pedestrian footbridge / walkway to the Galleries.		
177	Former Usworth Comprehensive School Site A Station Road	Station Road	4D	3.91	89			B	OB		Washington	Washington	Washington West	Council																40	49	0			Y (1-5 years)		Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.			
248	Emerson House Emerson Road	Emerson Road	8B	3.88	125			B	11/03181/OUT, 00/01905/FUL(R efused)	OB	Washington	Washington	Washington South	Private																90	35	0			Y (1-5 years)		Possible junction spacing issues			
249	Galleries Car Park adj to Asda	The Galleries	6C	1.20	30			B	OB		Washington	Washington	Washington Central	Private			Concerns over noise and air quality. Possible need to extend existing school provision														0	0	0			30	N	N	Not suitable currently car park at Galleries, mixed use employment site. Also has ownership issues and Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.	
250	B & Q Warehouse (former), Armstrong Road	Armstrong Road	5C	0.73	20			B	OB		Washington	Washington	Washington West	Private			Site allocated for Business Use.														0	0	0			20	N	N	not suitable due to location and adjacent uses. Washington SWT will be reviewed 2010 - 2015 when	
252	Hastings Court	Hastings Court	5E	0.80	20			B	OB		Washington	Washington	Washington North	Gentoo			Part of site designated open space 30%															0	20	0			Y (6-10 years)		Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.	
258	Albany Park, Spout Lane	Spout Lane	5D	2.05	70			G	Developer		Washington	Washington	Washington West	Private																	70	0	0			Y (1-5 years)		Open space. Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.		
263	Springwell Volker Stevin	Springwell Road	4B	1.80	60		02/02/11	B	10/03294/FUL	UC	Washington	Washington	Washington West	Private Volker Stevin, Taylor Wimpey NE Ltd				15	15	30												60	0	0			Y (1-5 years)		Employment land, archaeological site and Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.	
269	Blue House Fields Springwell Road	Springwell Road	5B	7.53	115			G	Developer		Washington	Washington	Washington West	Private			The cumulative effect of housing development in the area could result in extra school places and the need to consider S106 funding. There is an archaeological site to the north which covers approx 20% of site															0	0	0			115	N	N	Greenbelt and Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.
270	Mount Lodge, Mount Lane	Mount Lane	5B	4.77	72			G	Developer		Washington	Washington	Washington West	Private			The cumulative effect of housing development in the area could result in extra school places and the need to consider S106 funding. There is an archaeological site to the north which covers approx 20% of site.															0	0	0			72	N	N	Greenbelt

Site Ref.	Site Name	Street	Map Ref.	Area (HA)	Site Capacity	Houses Complete	Approval Date	Greenfield/Brownfield	Planning History	Status/Source	LDF Sub Area	ARF Name	Ward	Site ownership	Category 1	Category 1 & 2 (there are no Category 1 sites)	General Site Comments	Anticipated Annual Completion Rate %					6-10 years Supply					11-15 years Supply					Capacity breakdown					Comments from Key Stakeholders Consultation Event	2011 Comment			
																		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable			Is the site deliverable	Is the site developable	
Washington																																										
276	North Hylton	Washington Road	3H	22.20	333			G		Developer	Washington	Washington	Washington North	Private		Green Belt	Site is in the Greenbelt and has flooding problems. Concerns about crossing the Washington Highway. The cumulative effect of housing development in the area could result in the need for extra school places. S106 funding may be required to provide for any additional school places.																	0	0	0		333	N	N	Greenbelt	
287	Wilden Road Pattinson - Station Road	Station Road	7F	5.26	80			B		Developer	Washington	Washington	Washington East	Homes and Communities Agency			Existing and occupied industrial estate, potential ownership or lease problems. Education concerned that there may be a need to extend existing provision.																		0	0	0		80	N	N	Site identified within the Employment Land Review 2009 for retention for employment purposes rather than release for housing. Designated in UDP for Employment land. Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.
288	East of Pattinson Road and South of Sewage Works Site 2, land to	Pattinson Road	7F	2.13	45			G		Developer	Washington	Washington	Washington East	Private			Site is within the Greenbelt and has consent for industrial development. Site is to be retained following information from the Sunderland Employment Land Review (September 2009). Sewage works on the site, could be subject to contamination due to previous land uses																		0	0	0		45	N	N	Greenbelt. Dependent on greenspace and employment land reviews, GNF and wildlife corridor
298	Usworth House Farm, land at	Pearreth Hall Road	4C	26.91	403			G		Developer	Washington	Washington	Washington West	Private		Greenbelt	The cumulative effect of housing development in the area may result in extra school places and the need to consider S106 funding for any extra school places. There is an archaeological site to the north of the site - approx 20% of site area.																		0	0	0		403	N	N	Greenbelt
299	Pearreth Hall Farm, Pearreth Hall Road	Pearreth Hall Road	4C	2.83	45			G		Developer	Washington	Washington West	Private		Greenbelt and listed buildings on site		Cumulative effect of housing development may result in a requirement for extra school places and the need to consider S106 funding for any extra school places. The site is subject to TPO 22.																		0	0	0		45			Greenbelt
300	Springwell Trust meeting house, Pearreth Hall Road	Pearreth Hall Road	4C	0.89	24			B		Developer	Washington	Washington	Washington West	Private		Greenbelt	Cumulative effect of this and other areas surrounding Springwell Village means from an educational perspective a possible new school will be needed. Site is archived landfill.																		0	0	0		24	N	N	Greenbelt, Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.
353	Usworth House Farm, land at Highbury Avenue	Highbury Avenue	4C	14.75	221			G		Developer	Washington	Washington	Washington West	Private		Greenbelt	Site within the Green Belt. The cumulative effect of this site and other areas surrounding Springwell Village means a new school may possibly be needed. Site affected by TPO 22																		0	0	0		221	N	N	Greenbelt
354	Warren Lea, land rear of - Springwell Road	Springwell Road	4B	0.82	25			G		Developer	Washington	Washington	Washington West	Private		Greenbelt	Site within the Green Belt. The cumulative effect of this site and other areas surrounding Springwell Village means a new school may possibly be needed. Site affected by TPO 22																		0	0	0		25	N	N	Part of site is within the Greenbelt. Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.
359	Former Usworth Comprehensive School Site B	Stone Cellar Road	4D	3.91	110			B		Developer	Washington	Washington North	Washington west	Council / Private			Washington SWT will be reviewed 2010 - 2015 when the capacity will be reviewed.																	0	70	50				Y (6-10 years)		
364	Pattinson land south of	Pattinson Road	7E	6.30	95		06/01/2011	G	10/03726/HYB	UC	Washington	Washington East	Hellens Development Limited	Private			Full approval for a hybrid application including 95 residential units and retail																		95	0	0			Y (1-5 Years)		Mixed use development including B1, B2, B8, A1, A2, A5 retail uses and 95 houses, public realm and car parking. Possible re-location of the A1 & A2 uses. Planning Appn 10/03726/HYB
369	Units 1-22 Swan (North) Industrial Estate	Edison Road	7E	0.53	22			B		Developer	Washington	Washington	Washington East	Private			The cumulative effect of housing development in the area may result in the requirement for extra school places and the need to consider S106 funding for any extra school places																		0	0	0		22	N	N	Employment land. Site occupied



Site Ref.	Site Name	Street	Map Ref.	Area (HA)	Site Capacity	Houses Complete	Approval Date	Greenfield/Brownfield	Planning History	Status/Source	LDF Sub Area	ARF Name	Ward	Site ownership	Category 1	Category 1 & 2 (there are no Category 1 sites)	General Site Comments	Anticipated Annual Completion Rate %					6-10 years Supply					11-15 years Supply					Capacity breakdown					Comments from Key Stakeholders Consultation Event	2011 Comment			
																		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently deliverable			Is the site deliverable	Is the site developable	
Washington																																										
370	23 Edison Road (works depot), Swan Industrial Estate	Edison Road	7E	0.32	16			B		Developer	Washington	Washington	Washington East	Private			The cumulative effect of housing development in the area may result in the requirement for extra school places and the need to consider S106 funding for any extra school places													0	0	0		16	N	N	Employment land. Site occupied					
401	East of Sulgrave Road, land at	Sulgrave Road	5F	11.97	180			G		Public Suggestions	Washington	Washington	Washington North	Private			SNCI and Greenbelt														0	0	0		180	N	N	Greenbelt, ownership constraints				
402	Crowthier Industrial Estate, land at Brockwell Road	Brockwell Road	7B	8.15	123			B		Public Suggestions	Washington	Washington	Washington West	Private			Previous industrial use and small archaeological site.														0	0	0		123	N	N	Employment land, ownership constraints. The highways impact will be greater than 30 two way trips - further assessment of potential impacts required.				
404	West of Waterloo Road (Sulgrave Industrial Estate) land to	Waterloo Road	4E	3.04	45			G		Public Suggestions	Washington	Washington	Washington North	Private			Site within Flood zone 2 & 3a from the Usworth Burn and designated open space The site is affected by TPO 87														0	0	0		45	N	N	Employment land, ownership constraints. Site occupied Risk				
405	Green Belt Land at Golf Course (George Washington Hotel) - Stone Cellar Road	Stone Cellar Road	3D	18.75	280			G		Public Suggestions	Washington	Washington	Washington West/Washington North	Private			Greenbelt and designated open space The cumulative effect of housing development in the area may result in the requirement for extra school places and the need to consider S106 funding for any extra school places														0	0	0		280	N	N	Greenbelt				
406	Bentall Business Park, land at Tower Road	Tower Road	5E	4.41	66			B		Public Suggestions	Washington	Washington	Washington North	Private			A waste site is included in this site														0	0	0		66	N	N	Employment land, landfill site possible contamination and stability issues need to be investigated				
407	Milton Place, Mount Springwell	Mount Lane	4B	11.76	176			G		Developer Interest	Washington	Washington	Washington West	Private			Greenbelt and archaeological site The cumulative effect of housing development in the area may result in the requirement for extra school places and the need to consider S106 funding for any extra school places														0	0	0		176	N	N	Greenbelt issue has to be resolved through the LDF Core Strategy process, landfill site possible contamination and stability issues need to be investigated				
408	North and Rear of Windsor Terrace, Land at	Windsor Terrace	4B	1.77	27			G		Owner	Washington	Washington	Washington West	Private			The development of the site will be dependant upon the designation of the greenbelt and master planning of sites including 263 & 72. The cumulative effect of housing development in the area may result in the requirement for extra school places and the need to consider S106 funding for any extra school places															0	0	0		27	N	N	Greenbelt issue has to be resolved through the LDF Core Strategy process, landfill site possible contamination and stability issues need to be investigated			
415	Uplands Way, Land to North	Uplands Way	4B	1.99	45			G		Developer	Washington	Washington	Washington North	Private			Green Belt Archaeological Site Major settlement break, open countryside Green Belt Archaeological Site Major settlement open countryside														0	0	0		45	N	N	Green Belt Major settlement break, open countryside				
418	Low Mount Farm, Springwell	Springwell Lane, Springwell	3B	1.19	35			G/B		Developer	Washington	Washington	Washington North	Private			Greenbelt, former landfill site, previous industrial use														0	0	0		35	N	N	Green Belt former landfill site				
424	Stoney Lane, Springwell	Stoney Lane	4C	7.03	110			G		Developer	Washington	Washington	Washington North	Private			Green Belt Archaeological Site Major settlement break, open countryside														0	0	0		110	N	N	Green Belt				
427	Tilley Road, Crowther IE	Crowther Industrial Estate	6B	4.96	70			B		Developer	Washington	Washington	Washington South	Private			Part of major industrial area														0	0	0		70	N	N	Part of major industrial area				
442	Willow Close	Emmerson Tce		0.32	10			G		Developer	Washington	Washington	Washington South	Gentoo			Open Space, Playing Fields													0	10	0				Y (6-10 years)	Open space playing fields					
453	Silverstone Road West	Silverstone Road		0.45	10		12/03/08	G	07/05335/FUL	Developer	Washington	Washington	Washington North	HCA			Greenfield site incorporating Tree Belt, possible noise attenuation issues from Northumberland Way A183														0	10	0				Y (6-10 years)	Noise issues from Northumberland Way, Tree Belt.				
454	Teal Farm Plateau	Lower Pattinson Road		2.80	83			B	11/03442/FUL (decision pending 12/12/11)	Developer	Washington	Washington	Washington North	Private																65	18	0				Y (1-5 years)	Application for 83 family homes, decision pending 12/12/2011					
																		72	60	205	219	175	123	59	30	30	30	20	30	0	0	0	0	0	731	272	50	0	2608			

Site Ref.	Site Name	Capacity breakdown				Not currently developable	Is the site deliverable	Is the site developable	Comments from Stakeholders Event	Key Consultation	2011 Update Comment
		Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15						
<b>Sunderland South</b>											
23	The Oaks	4	0	0			Y (1-5 Years)		Under construction	Under construction 6 houses complete	
42	Former Bus Depot, Toward Road	20	0	0			Y (1-5 Years)		Under construction	Under construction	
45	Toward Road Service Station	0	40	0				Y (6-10 years)			
46	Angram Drive, Grangetown	8	0	0			Y (1-5 years)		Under construction	Under construction 11 complete 03/11	
52	Doxford Park Phase 3	-25	152	0			Y (1-5 years)			Under construction, includes 90 Extra Care homes	
53	Land rear of Thorney Close Club, Thorndale Road	0	30	0				Y (6-10 years)			
54	Former Eagle Public House, Portsmouth Road	16	0	0			Y (1-5 years)				
62	Ryhope and Cherry Knowles Hospital	170	300	300			Y (1-5 years)		The Highways Agency have focussed upon the possible impact of the potential SHLAA sites on the Strategic Road Network (SRN). The Agency requires that the traffic impact of new developments should be safely accommodated on the SRN and these measures be brought forward in parallel with proposed housing development.	Ryhope- Doxford Park Link road required. A new hospital and hospice will be integrated into the development.	
67	R and J Smith Motors Limited, Pallion Road	0	16	0				Y (6-10 years)	Outline Planning Permission has expired, surrounding land uses possible bad neighbours.		
70	The Forge, Pallion	66	0	0			Y (1-5 Years)			Outline planning application for 66 dwellings approved 03/2010, creation of new access from Neville Road.	
81	Chapel Garth site part	70	200	200	180		Y (1-5 Years)		Open space must be protected. Low density high value housing expected within the housing mix.		
82	Clinton Place	0	80	0				Y (6-10 years)	Mixed use development site		
84	Priestman Court land at	0	12	0				Y (6-10 years)			
85	Groves, Woodbine Terrace	100	300	250			Y (1-5 years)		The Highways Agency focussed upon the potential impact on the Strategic Road Network (SRN) which includes the A19, A690, A1231, A182, A1(M) of the potential SHLAA sites. The Agency requires that the traffic impact of new developments should be safely accommodated on the SRN and any measures be brought forward as required and agreed.	Revised site area and housing capacity, site alignment with the SSTC Corridor. The submission of an outline planning application in 2012 is under consideration.	
93	North Moor Lane	35	30	0			Y (1-5 Years)		UDP-open space, mixed use and housing.	Within the first phase of SLIP	
94	Grindon Hall Christian School, Nookside	0	39	0				Y (6-10 years)			
95	Thorney Close Primary School, Torquay Road	0	30	0				Y (6-10 years)	Discussion on possible replacement community facility on site		
96	Felstead School, Fordfield Road	176	0	0			Y (1-5 years)			Revised site area and housing capacity. Full approval for 176 extra care units May 2011. Site to be developed by FHM working with and for Housing 21.	
100	Ryhope Village	137	43	0			Y (1-5 years)		Revised gentoo renewal programme (Net residential figures)	Revised site area and housing capacity	
106	High Ford Estate, Flodden Road	130	155	0			Y (1-5 years)			Site ownership changed now Gleeson Homes. Issues concerning stopping up of the highway and viability.	

Site Ref.	Site Name	Capacity breakdown				Not currently developable	Is the site deliverable	Is the site developable	Comments from Stakeholders Event	Key Consultation	2011 Update Comment
		Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15						
<b>Sunderland South</b>											
107	Pennywell phases 2 to 6	60	42	0			Y (1-5 years)			Redevelopment of Pennywell - Phase 2 - Erection of 102 dwellings consisting of 8no 2bed bungalows, 30no 2bedroom houses, 40no 3bed houses, 12no 2bed apartments and associated works, including hard and soft landscaping and formation of new junction and other infrastructure works to Chester Road and stopping up of existing highway and footpaths. Application withdrawn due to uncertainty of Kickstart 2 funding from central government.	
117	Dawson and Usher works Hendon	0	32	0			Y (6-10 years)		Employment land allocation.	Site development put back due to changes in the market	
118	Belford House, Ashcroft and Belford Close	10	0	0			Y (1-5 years)			Development brief available	
145	Burdon Road and Burdon Lane Site 11, land between	0	30	94			Y (6-10 years)			Ryhope- Doxford Park Link road required.	
147	Greenway House, Nookside	35	0	0			Y (1-5 years)			Mature trees to be retained.	
152	Burdon Village, Burdon Lane	0	0	0		55	N	N	Not suitable due to sustainability constraints and situated within the greenbelt		
156	Ex North Block, Stockton Road	0	28	0			Y (6-10 years)		There is no information concerning ownership, site includes open space issues		
159	Sportsman's Arms, land adjacent to Durham Terrace, Silksworth	0	12	0			Y (6-10 years)				
160	East of Silksworth Lane - Dene Street	0	32	0			Y (6-10 years)				
163	Amberley Street and Harrogate Street, land at - Mowbray Road	0	115	0			Y (6-10 years)		Site is within the Back on the Map ownership and area	Potential development by Tees Valley Housing Association	
168	Burleigh Garth, Prospect Row	0	36	0			Y (6-10 years)				
169	Covent Garden, Cork Street	0	12	0			Y (6-10 years)			Development of site is dependent upon funding which is not available	
171	Former Pallion Station site	0	0	0		16	N	N	Designated open space		
183	Ashburn House, Ryhope Road	26	0	0			Y (1-5 years)		The site has some listed buildings which will be retained and is within a conservation area	The University is undertaking a review of its land portfolio.	
186	University Precinct, Chester Road	0	40	0			Y (6-10 years)			Change in market, University undertaking a review of the land portfolio.	
188	Clanny House, Peacock Street West	0	80	0			Y (6-10 years)		Ownership Issues		
216	Hendon Sidings, Sunderland	0	0	0		370	N	N	This site needs to be discussed in conjunction with possible redevelopment of the Port. Site bisected by railway line, restricts development opportunities. Site will be affected by the SSTC road links to the Port	Revised site comments	
217	The Port	0	0	0		1335	N	N	The site is within the tidal flood zone 3b and not developable for housing (Environment Agency Dec 09). Access issues, possible contamination, policy constraints.	Revised site comments	

Site Ref.	Site Name	Capacity breakdown				Not currently developable	Is the site deliverable	Is the site developable	Comments from Stakeholders Event	Key Consultation	2011 Update Comment
		Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15						
<b>Sunderland South</b>											
218	Littlewoods Home Shopping Group, land adj to - Commercial Road	0	0	0		23	N	N	Access issues, policy constraints, employment land, within HSE zone 3		
224	Deptford works, Pallion New Road	0	90	66				Y (6-10 years)	The Highways Agency focussed upon the potential impact of SHLAA sites on the Strategic Road Network (SRN). The Agency requires that the traffic impact of new developments should be safely accommodated on the SRN and these measures be brought forward in parallel with proposed housing development.		
225	Former Shipyard, Pallion New Road	0	100	150				Y (6-10 years)	The Highways Agency focussed upon the potential impact on the Strategic Road Network (SRN). The Agency requires that the traffic impact of new developments should be safely accommodated on the SRN and these measures be brought forward in parallel with proposed housing development.	Revised site comments and affects from new bridge proposals and bridge alignment	
277	Burdon Road and Burdon Lane, Site 6, land between	0	180	240	480			Y (6-10 years)	Site development dependant on the development of the western link road.		
278	Burdon Road and Burdon Lane, Site 3, land between	50	145	240	165			Y (6-10 years)	Site development dependant on the development of the western link road.		
279	Bede Centre and surrounding land, Durham Road	0	0	0		135	N	N	Not currently available, school is in use. Not suitable due to access and highways issues		
286	Woodbine Terrace/ Ditchburn Terrace, land north	0	65	0				Y (6-10 years)	Access issues, possible contamination	Revised site comments and affects from new bridge proposals and bridge alignment.	
292	Lisburn Terrace Site 2, land at	90	150	53				Y (1-5 Years)	Mixed use development expected on this site, majority will be family housing on site. Site subject to pre-application discussion with St Modwen for mix of housing totalling 311 units, the majority 2/3/4 bed family housing and 1/2 bed apartments. Office	Revised site comments and capacity due to new planning application	
294	Paper Mill, Commercial Road	118	182	0				Y (1-5 years)	NEDL say maybe affected by HV network in this eastern part of Sunderland. Site is currently employment land	New Planning permission for 300 dwellings and 6000 ms of commercial floorspace August 2010.	
296	Allotment Site Lincoln Avenue	0	0	0		32	N	N	Not suitable, designated open space and allotment, need to be protected		
302	Hylton Bank, land at	0	22	0				Y (6-10 years)			
303	Ryhope Street, land at back of	0	0	0		28	N	N	Listed buildings, allotments and pigeon crees.		
324	Durham Road and Tudor Grove, land east of	0	0	0		60	N	N	Visual intrusion onto landscape	February 2012 designated scheduled Ancient Monument	
334	Holy Cross Home, Ettrick Grove	0	0	0		30	N	N	Care home and local landmark		

Site Ref.	Site Name	Capacity breakdown				Not currently developable	Is the site deliverable	Is the site developable	Comments from Stakeholders Event	Key Consultation	2011 Update Comment
		Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15						
<b>Sunderland South</b>											
342	Mill Hill, Land at Silksworth Lane	90	78	0			Y (1-5 years)		Suitability feasible. At least 1/3 of site kept as open space by developer may be appropriate		
348	Ryhope Road, land west of	0	0	0		245	N	N	Site within an important settlement break, many environmental constraints		
355	Rushford Phase 2, Burdon Road and Burdon Lane, Site 9, land between	0	150	77				Y (6-10 years)	Developer is required to provide 10% affordable housing on a 75% social / 25% intermediate split. Contributions required to the a) Ryhope - Doxford Link Road, b) multi-user route, c) Primary school provision, d) SUDs, e) local park and recreational space, f) new allotment within Regent Park. The Ryhope/Doxford Link Road is likely to be realigned further west, the effect of this change will increase the housing area to the east whilst preserving the amount for open space. 11/02474/FUL application withdrawn pending archaeological surveys 18/11/2011. 10/03941/OUT, decision pending, no start on site.		
356	Burdon Road/Hall Farm Road, land at	50	80	0			Y (1-5 years)		Site suitable for "executive housing" site due to accessibility to key employment areas, A19, schools, high quality of site and surroundings. Possible planning application to be submitted. Net developable area 8 ha to allow for enhanced levels of on-site landscaping.		
366	Hastings Hill Farm, Foxcover Road	0	0	0		14	N	N	Ancient monument and greenbelt		
374	Farringdon Police Station, Primate Road	0	47	0				Y (6-10 years)	UDP mixed use site - would need amendment to allow for housing		
380	Grangetown Autos, East side of Ryhope Road	0	0	0		25	N	N	Employment / mixed use allocation, access issues		
384	Hunters Lodge, Silksworth Close	0	7	0				Y (6-10 years)	50% open space needs protecting. Change of use required	Outline application for 7 town houses, withdrawn. Issues in achieving an adoptable highway layout.	
399	West of Portland School, Chapel Garth, land to - Hall Farm Road	0	0	0		11	N	N	Public Open Space		
419	Middle Herrington Farm	0	0	0		150	N	N	Green Belt Archaeological Site Major settlement break, open countryside	New Site, access issues	
426	Willow Farm land to south	80	200	170			Y (1-5 years)		Settlement break, open countryside. Flood risk associated with Ryhope Dene to be avoided. Highways Agency state that the impact on the SRN of the development of this site will require mitigation and be subject to further assessment. The location of the greatest impact being A19/A1018 junction		
431	Pennywell site B	0	55	0				Y (6-10 years)		New Site	
445	Salterfen Land at	0	0	0				N		Mixed Use Site	
446	Builders Yard	0	0	0				N		New Site	
451	Stannington Centre	25	0	0			Y (1-5 years)			New Site	
455	Pallion Industrial Estate	0	0	0		450	N	N		New Site	
		1541	3437	1840	825	2529					

Site Ref.	Site Name	Street	Map Ref.	Area (HA)	Site Capacity	Houses Complete	Approval Date	Greenfield/Brownfield	Planning History	Status/Source	LDF Sub Areas	ARF Name	Ward	Site ownership	Category 1	Category 1 & 2 (there are no category 1 sites)	General Site Comments	Anticipated Annual Completion Rate 1-5years									6-10 years Supply							11-15 years Supply							Capacity breakdown				Comments from Stakeholders	Key Consultation	2011 Update Comments		
																		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Deliverable 1-5	Developable 6-10	Developable 11-15	Post 15	Not currently developable	Is the site deliverable	Is the site developable										
																		Y	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N					
1	High Dubmire, Phase 2, Mulberry Way	Mulberry Way	12F	3.37	125	107	27/02/04	B	03/00710/LEG	UC	Coafield	Coafield	Houghton	Gentoo				19											19	0	0	0			Y (1-5 Years)				Site under construction April 2011										
5	Davenport School, Old Durham Road	Old Durham Road	13G	1.40	57	53	28/11/06	B	06/01897/SUB	UC	Coafield	Coafield	Copt Hill	Private				4										4	0	0	0			Y (1-5 Years)				Under construction 53 completed November 2011											
6	Former Fighters Pub, West Lea	West Lea	10G	0.05	11	6	12/08/05	B	05/00369/FUL	UC	Coafield	Coafield	Shiney Row	Private				5										0	5	0	0			Y (6-10 years)				Under construction											
31	East of Windermere Crescent	Windermere Crescent	10G	3.60	80	72	15/11/07	B/G	07/03808/FUL	UC	Coafield	Coafield	Shiney Row	Private				8										8	0	0	0			Y (1-5 Years)				Under Construction 72 houses complete January 2012											
32	Robertson Yard, Station Road, Penshawe	Station Road	9F	1.21	27		28/09/07	B	06/01708/SUB	UDP	Coafield	Coafield	Shiney Row	Private			Archaeological Site 70%	15	12									0	27	0	0			Y (6-10 years)				Enlarged site areas and increased capacity. Revised site area and capacity. Single point of access should serve entire site											
35	Over the Hill Farm, Durham Road	Durham Road	11H	1.14	10	9	01/05/07	B	07/01420/SUB	FUL	Coafield	Coafield	Copt Hill	Private			Greenbelt	1										1	0	0	0			Y (1-5 Years)				Under Construction 9 houses completed March 2012											
61	Former Lambton Cokeworks Site "Elba Park"	Boundary Houses	11E	21.01	359	26	21/02/2011, 10/10/2010	B	10/03823/FUL, 09/04789/FUL	UC	Coafield	Coafield	Houghton	Homes & Communities Agency/ Barratt developer/ BDW Trading Ltd			Archaeological site 50% Flood risk Zone 3a 2%	Phase 1 of site under construction	14	20	30	30	30	40	40	40	40	35	24	25	10	124	179	35	0			Y (1-5 years)				Revised site comments. Additional 14 houses substituted for pub on site. Site under construction March 2012							
74	Murton Lane	Murton Lane	16J	14.08	371	33	23/04/10	G	11/03439/REM, 06/02209/FUL	UC	Coafield	Coafield	Hetton	Private			A S106 has been agreed between the council and the consortium of developers.	18	25	25	25	40	40	40	40	40	40	40	10	133	200	10	0			Y (1-5 years)				Site under construction March 2012, revised build rates 33 completed.									
75	Hallwell Street and Brinkburn Crescent	Hallwell Street	12G	1.16	38			B		UDP	Coafield	Coafield	Houghton	Council			Stability and contamination issues possible from previous past industrial uses, a desk top study will be required initially. Land stability, geological fault line across site, underground tanks, coal tars, heavy metals and spent oxides probable on site after gas works.									20	18			0	38	0	0			Y (6-10 years)				Stability and contamination issues									
76	West of Lyons Avenue	Lyons Avenue	16I	1.97	42			G		UDP	Coafield	Coafield	Hetton	Council													22	20			0	42	0	0			Y (6-10 years)				Revised site comments. Local Housing Company site								
86	Easington Lane Primary School Building		17J	1.27	30			B		UDP	Coafield	Coafield	Hetton	Council			Mixed use site, reduced housing area. School demolished. Access via site 146 which in turn is accessed by Coherstone Court											30	0	0	0			Y (1-5 years)				Mixed use site, reduced housing area. School demolished. Access via site 146 which in turn is accessed by Coherstone Court											
87	Dubmire Primary School, Britannia Terrace	Britannia Terrace	13F	0.30	15			B		ISHL	Coafield	Coafield	Houghton	Council			The cumulative effect of housing development in the area may result in the requirement of extra school places and the need to consider S106 funding.										15				0	15	0	0			Y (6-10 years)				Access issues, potential ownership issues								
99	Windsor Crescent, Racecourse Ph 4, Hall Lane	Hall Lane	13H	3.69	123	72	01/03/09	B	08/04694/FUL, 08/03852/FUL	UC	Coafield	Coafield	Copt Hill	Gentoo			Site under construction, Extra Care Home and family housing.	22	29											51	0	0	0			Y (1-5 Years)				Site under construction 58 extra care homes completed October 2011, remainder to be completed over 2 years.									
110	Starks Builders yard, Hunter Street	Hunter Street	10F	0.52	25		19/03/04 EXPIRED	B	04/00448/OUT	Developer	Coafield	Coafield	Shiney Row	Private			Archaeological site 20%											25				0	25	0	0			Y (6-10 years)				Planning application not taken up, now lapsed, Builders Merchant still in operation Feb 2009.							
111	Land at Neil Street and the Bat Cave	Neil Street	16J	1.61	72	29	24/05/2011, 01/04/2008	G	11/00360/FUL, 08/00030/FUL	UC	Coafield	Coafield	Hetton	Private / Bett Homes			Designated open space 5%	The cumulative effect of housing development in the area may result in the requirement of extra school places and the need to consider S106 funding.	25	18												43	0	0	0			Y (1-5 years)				Site under construction 29 houses completed, March 2012. Substitution of house types and realignment of car parking, include removal of apartment block and 2 bed houses (11/00360/FUL).							
112	Broomhill Estate Phase 1 and 2		14H	3.89	6			B/G		DPD AAP	Developer	Coafield	Coafield	Copt Hill	Gentoo		Designated open space 15%	Gross site capacity is 136, but expected 130 demolitions net capacity 6 dwellings. Extra care homes expected, the provision of the Hetton Downs access route may reduce the development capacity of the site.	-40	-40	-50	45	33	58								-52	58	0	0			Y (1-5 years)				Revised site comments. Local Housing Company site, part of Extra Care programme. Existing layout and/or Stopping Up order required, new access road from Hetton Road required, this could reduce the development capacity of the site.							
113	Site of Herrington Workingmen's Club		10G	0.42	14			B			Developer	Coafield	Coafield	Shiney Row	Private		Green Belt issues with the remainder of the site have to be resolved											14				0	14	0	0			Y (6-10 years)				There may be a capacity issue for water treatment in this location. Re-submission of application for Extra Care Home. Improve access from Langley Street required							
115	Holmelands, land adjacent to - Hawthorn Street	Hawthorn Street	12G	5.75	120			B			Developer	Coafield	Coafield	Houghton	Gentoo		Designated Open Space 20%	gentoo owned	-6	5	30	30	33	28								92	28	0	0			Y (1-5 Years)				Revised site comments. Existing highway and/or stopping up required.							
128	Black Boy Road land at (site A)	Black Boy Road	13F	5.50	160			G	07/03641/OUT	UC	Developer	Coafield	Coafield	Houghton	Private Yulle		Designated Open Space 20%	Land at West end of site adjoining Black Boy Road was dismissed on appeal. The cumulative effect of housing development in the area could result in the need for additional school places and S106 funding used to supply extra school places. Site linked with site 460	30	30	30	30	40												120	40	0	0			Y (1-5 Years)				Open space and surface water flooding issues. NWA are investigating the capacity for water treatment in the coalfield area. A new application is expected on an extended site (March 2012)				
129	Hetton Moor House, land to rear of - Seymour Terrace	Seymour Terrace	16I	6.49	117			G			Developer	Coafield	Coafield	Hetton	Private		No access, would have to drive through current residential area. No major implication for education. Easington Lane school can be extended.																		117	0	0	0			N	N	Not sustainable location, intrusion into open countryside and access issues. There may be a capacity issue for sewerage in this location.						
130	Eliomore Golf Club, land adjacent to - Pimlico Road	Pimlico Road	16I	3.51	58			G			Developer	Coafield	Coafield	Hetton	Private		No access, would have to drive through current residential area. No major implication for education. Easington Lane school can be extended, open countryside, Greenfield, undulating site																			58	0	0	0			N	N	Not sustainable location, intrusion into open countryside and access issues. There may be a capacity issue for sewerage in this location.					
131	Southern House Farm, land at - North Road	North Road	14H	1.33	8		08/11/10	B/G	10/02420/FUL	FUL	Coafield	Coafield	Hetton	Private			Flood risk 3a 30%	Access and flood risk issues have been mitigated, site to be developed for 8 "executive" homes.	8														8	0	0	0			Y (1-5 Years)				Revised site comments to avoid flood risk. Full permission given 10/11/2010						
134	Football pitch, Colliery Lane	Colliery Lane	16I	0.78	0			G				Coafield	Coafield	Hetton	Fire Service / Private			Ownership and access issues need to be resolved. Site transferred to Fire Service for new station and community facility February 2011																			0	0	0	0			N	N	Ownership issues, Covenant on site. There may be a capacity issue for water treatment in this location. Site transferred from Bowes Lyons to Fire Service and Boys Brigade for new community facility February 2011				
138	North Road, land at	North Road	14H	31.77	300			G	11/02362/OUT (decision pending), 02/00110/OUT residential development Withdrawn	Developer	Coafield	Coafield	Hetton	Private			SNCI 10%, Flood risk 3a 5%	Within a settlement break. Education issues - possible extension to current provision/establish new school. Access issues on current highways network, funding from DFT will be unlikely, which will require funding from developer. Possible critical drainage area needs investigation.	0																				300	0	0	0			N	N	Site is not suitable or achievable due to: Exacerbate flood risk and change the nature of Hetton Bogs SSSI. The site is bounded by a SSSI to the north and SNCI to the east. It is within a settlement break and access issues with a need for infrastructure provision. There may be a capacity issue for water treatment in this location. Potential critical drainage area.		
139	South Lodge Farm, North Road	North Road	15H	10.40	156			G	02/00110/OUT residential development Withdrawn	Developer	Coafield	Coafield	Hetton	Private			Flood risk 3a 10%	Open Countryside. Within a settlement break. Education issues -there may possibly be a need to extend current provision or establish new school. There are also access issues, funding from DFT will be unlikely and would therefore require funding from developer. Slopes downhill East to West steep gradient	0																					156	0	0	0			N	N	Not currently developable site, it is within a settlement break, development of this site will exacerbate flooding and there are access issues. There may be a capacity issue for water treatment in this location. The Highways Agency are concerned that the cumulative effect of the development of this site and others in the locality could have an impact on the Strategic Road Network of the A690, further assessment of potential impacts will be required.	
140	Hazard Lane, land off	Hazard Lane	15H	4.10	97			G	02/00110/OUT residential development Withdrawn 02/01735/OUT Refused	Developer	Coafield	Coafield	Hetton	Private			Flood risk 10%	Open Countryside. Within a settlement break. Education issues -there may possibly be a need to extend current provision or establish new school. There are also access issues, funding from DFT will be unlikely and would therefore require funding from developer.	0																					97	0	0	0			N	N	Not suitable as within open countryside, settlement break and access issues. Not achievable due to the cost incurred by infrastructure provision	
141	Former Boys Club, Lyons Avenue, land off	Lyons Avenue	16J	0.65	16			G			Developer	Coafield	Coafield	Hetton	Private		Allotment	Ownership issues, Greenspace study has excluded allotment gardens	16																				16	0	0	0			Y (1-5 Years)				Allotments, would need to provide alternative location for these. There may be a capacity issue for sewerage in this location. Greenspace study found low scores for allotments and not to be retained. Fir Tree Lane is not adopted and possible access could be via Lyons Gardens.









Sites Deleted											
Site Number	Site Name	Address	Area (ha)	Capacity	Greenfield/Brownfield	Planning History	Source/Status	ARF Name	Ward	Constraint	Reason for deletion
2	Lyons Garage, Colliery Lane	Colliery Lane	0.06	25	B	04/01469/REM	Complete	Coalfield	Hetton	Complete	Complete
3	NEEB site of - Station Road, Penschaw	Station Road	7.92	149	B	06/01056/LEG	Complete	Coalfield	Shiney Row	Complete	Complete
4	YMCA site	Lambton Lane	1.15	62	B	07/01517/FUL	Complete	Coalfield	Houghton		Complete
7	Market Place	Market Place	0.09	10	B	06/04554/FUL	Complete	Coalfield	Copt Hill		Complete
8	Saint Cuthbert's Court, Barrington Court	Barrington Court	1.31	44	B	04/02130/LEG	Complete	Coalfield	Copt Hill		Complete
9	Hawthorn Street	Hawthorn Street	1.96	58	B	06/002069/LEG	Complete	Coalfield	Houghton		Complete
10	Chilton Moor Phase 3, Avon Crescent	Avon Crescent	1.45	37	B	11/00106/VAR, 05/04680/LEG, 10/00944/FUL	Complete	Coalfield	Houghton		Complete
11	Windsor Crescent, Racecourse Estate, Hall Lane, "Cherry Tree Gardens"	Hall Lane	2.81	83	B	UC	08/03952/FUL 08/04694/FUL	Coalfield	Coalfield	Site under construction, gentoo owned and developed site.	site merged with site 99
12	Oval Guest House	The Oval	0.10	23	B	06/01963/FUL	Complete	East	Millfield	complete	Complete
14	Bristol Street Motors, West Sunnyside	West Sunnyside	0.23	57	B	04/00822/FUL	Complete	East	Hendon	complete	Complete
15	Brookfield, Ashbrooke Road	Ashbrooke Road	0.55	11	B	05/02829/LEG	Complete	East	St Michaels	complete	Complete
16	The Esplanade	The Esplanade	0.77	38	B	06/04956/FUL	Complete	East	St Michaels	complete	Complete
17	Benedict Building, St Georges Way	Saint Georges Way	0.73	115	B	07/03301/SUB	Complete	East	St Michaels	complete	Complete
20	Warwick Road Garage	Warwick Terrace	0.63	57	B	07/01588/FUL	Complete	Sunderland South	Silksworth	complete	Complete
21	1-25 Tree Court	Tree Court	1.25	44	B	06/04263/LEG	Complete	East	Doxford		Complete
22	Saint Georges House, Saint Georges Square	Saint Georges Square	0.12	10	B	05/03591/FUL	Complete	East	St Michaels	complete	Complete
24	Leonard House, site of - Vane Street "Beckwith Mews"	Vane Street	0.42	40	B	07/04893/FUL	Complete	Sunderland South	Silksworth	complete	Complete
25	Parkhurst Road Swiften Drive	Parkhurst Road	3.95	120	B	06/02115/LEG	Complete	West	St Anne's	complete	Complete
26	Westmoor Engineering, Florida Street	Florida Street	0.33	20	B	06/03772/LEG	Complete	West	Pallion		Complete
27	Washington Village School, Hill Rise	Hill Rise	1.55	47	B	05/03341/LEG	Complete	Washington	Washington Central		Complete
28	Well bank School	Wellbank Road	0.61	25	B	06/04971/FUL	Complete	Washington	Washington West	complete	Complete
29	Moorway Thornhill	Moorway	2.93	96	B	39814	Complete	Washington	Washington West	complete	Complete
30	Cross House Farm, Hetton Road	Hetton Road	0.21	0	B	07/05499/FUL	Complete	Coalfield	Hetton	Complete	Complete
33	John Helen's Depot, "Shaftesbury Park"	Colliery Lane	1.21	46	B	06/03029/REM	Complete	Coalfield	Hetton	Complete	Complete
34	Chilton Moor Phase 3, Avon Crescent	Avon Crescent	1.09	34	B	07/00131/LEG	Complete	Coalfield	Houghton	Complete	Complete
38	12-14 Gray Road	Gray Road	0.30	36	B	07/03655/FUL	Complete	East	Hendon	complete	Complete
39	Scout Hut Ryhope	Ryhope Street South	0.09	11	B	04/02383/FUL	Complete	East	Ryhope		Complete
41	The Stork (site of), Hendon Road	Hendon Road	0.21	11	B	05/02584/LEG	Complete	East	Hendon		Complete
47	Print Centre	Cardwell Street	0.21	35	B	07/00867/SUB	Complete	North	St Peters	complete	Complete
48	South Lodge, South Cliff	South Cliff	0.17	15	B	07/00635/SUB	Complete	North	St Peters	Conservation Area Listed Building Grade II Archaeological Site	Complete
49	Health Centre, Coleridge Road, Castletown	Coleridge Road	0.37	25	B	08/01231/SUB	Complete	Sunderland North	Castle	NHS Trust	Complete 1/10/2011
50	Saint Margaret's Church, Hylton Castle Road	Hylton Castle Road	0.22	12	B	07/04546/SUB	Complete	North	Castle	complete	Complete
51	1, 3 and 5 Tunstall Village Green	Tunstall Village Green	0.17	10	G	07/03865/SUB	FUL	West	Doxford	Archaeological Site	Too Small, site is below threshold
58	Halls garage, Carlton Works - Derwent Terrace	Derwent Terrace	0.09	12	B	07/00901/FUL	Complete	Washington	Washington Central		Complete
59	Site of Middle Close	Middle Close	0.30	13	B	07/03061/FUL	Complete	Washington	Washington East	Complete	Complete
60	19 - 26 Westward Place	Westward Place	0.29	16	B	07/04430/SUB	Complete	Washington	Washington South	Complete	Complete
65	Southmoor Service Station, Westholme Terrace	Westholme Terrace	0.09	6	B		07/04699/SUB Dec 2007	Sunderland South	East		Site too small
72	Land at Warren Lea	Warren Lea	0.17	10	G	06/04552/OUT Expired	Developer	Washington	Washington	Active landfill nearby - Springwell Quarry. On the edge of the greenbelt	Site too small
83	Quarry View School	Saint Luke's Road	6	0.00	B	11/0029/LAP	UDP	West	St Anne's	Part of site has planning permission for new primary school and associated landscaping March 2011	Site to be retained for Community uses Erection of new primary school with associated landscaping, parking and access.
88	Hedworth Terrace Land at	Hedworth Terrace	0.55	28		ISHL	Developer	East	Hendon		Already developed as health centre Site deleted due to double counting with site 292
89	Lisburn Terrace Land at	Lisburn Terrace	8.76	247	B		ISHL	West	Pallion	Archaeological Site	Site deleted due to double counting with site 292
103	Castletown Aviary A		2	78	B	09/02977/FUL	Complete	North	Castle	Complete	Complete
104	Castletown Allotments		2.47	37	G		Developer	North	Castle	Allotments	Combined with site 103
108	Harraton	Westward Place	0.24	8	B	07/02840/FUL	Complete	Washington	Washington South	Complete	Complete
109	Glebe Parkway	Parkway	1.64	63	B	07/00348/FUL	Developer	Washington	Washington	Site is currently part of the ECI programme.	Duplicate entry
114	Moor House, Four Lane Ends, "Bramble Hollows"	Four Lane Ends	0.59	50	B	08/03289/FUL	Complete	Coalfield	Hetton	Complete	Complete
116	Former Comrades Club, Fence houses		0.11	18	B		Developer Interest	Coalfield	Houghton		Too Small a site, capacity is too high, below threshold
119	Back Whickham Street	Whickham Street	0.54	36	B		Developer	Sunderland North	North	Archaeological Site	Backland development with poor access

Sites Deleted											
Site Number	Site Name	Address	Area (ha)	Capacity	Greenfield/Brownfield	Planning History	Source/Status	ARF Name	Ward	Constraint	Reason for deletion
122	Doxford House, Warden Law Lane	Warden Law Lane	0.62	10	B	08/02295/LBC refused, 10/01613/MNQ Hotel and restaurant	01/08/08	East	Doxford	The removal of 2 mature trees is required to create an adequate access. Within Silksworth Conservation Area. Site has listed building consent. Application for development of site as proposed hotel and restaurant	Site proposed for Hotel and restaurant
123	Greenway House, Nookside		0.34	14	B/G		Developer	West	St Anne's		Included in site 147
125	Woodlands	Woodlands	0.47	40	B	08/01366/FUL	Complete	Washington	Washington South	complete	Complete
126	Burdon Road and Burdon Lane Site 10, land between	Burdon Lane	6.23	95	G		Developer	East	Doxford	Open Space	Deleted as covered by site 355
127	Burdon Road and Burdon Lane, Site 1, land between	Nettles Lane	3.83	60	G		Developer	East	Doxford	Archaeological Site Non-designated Open Space	Deleted as covered by 278
132	Sheepfolds Road Site 1, land at	Sheepfolds Road	0.18	9	B		Developer	North	St Peters	Open Space Archaeological Site	Site included in site 80
133	Sheepfolds Road Site 2, land at	Sheepfolds Road	0.13	9	B		Developer	North	St Peters	Open Space Archaeological Site	Site included in site 80
135	Sheepfolds Road Site 3, land at	Sheepfolds Road	0.15	9	B		Developer	North	St Peters		Site included in site 80
136	Sheepfolds Road Site 4, land at	Sheepfolds Road	0.05	3	B		Developer	North	St Peters	Grade II Listed Building Archaeological Site	Site included in site 80
137	Palermo Street	Palermo Street	0.24	12	G/B	04/00022/REM erection of 12 terrace houses- Approved	Developer	East	Millfield		Complete
148	Angram Drive	Angram Drive	0.87	19	G	06/00476/FUL demolition to provide 52 dwellings -Refused (Larger than site)	Developer	East	Ryhope		To be developed for other uses, retail warehouse
151	Tavistock Car Park	Tavistock Place	0.48	15	B		Developer	East	Hendon	L/A surface Car Park	Site included in site 396
153	Site of Former Broadway Centre	Springwell Grindon Rd.	7.55	218	B	02/01987/FUL 218 units- approved	Complete	West	St Anne's		Complete
154	Seaburn, Whitburn Road	Whitburn Road	5.59	84	G		Developer	North	Fulwell	Open Space Flood Risk 2 + 3 (approx 10% of site)	Combined with 184 and include the land between. Part of wider seafront Masterplan. Access issues. Flooding from sea. Previous Industrial Use on the site, Tourism, wildlife corridor, Great North Forest
155	Barnes Park Extension	Barnes Park Road	0.11	4	G		Developer	West	St Chad's	Designated Open Space	Too Small
158	Former Orphanage/East CA, Moor Tce	Moor Terrace	0.61	40	B		Developer	Sunderland South	Hendon	Conservation area "Old Sunderland" designated Open Space Grade II Listed building	The site is part of a council disposal programme, mixed residential is expected in the form of extra care housing. A grade II listed orphanage, the building and walls to be retained and restored.
164	Cartwright Road, land at	Cartwright Road	0.22	7	G	Developer	North	North	Castle		Too small
165	Clinton Place	Clinton Place	3.53	86	G		UDP	West	St Chad's	Non- designated Open Space	Site deleted due to double counting with site 82
167	Thorney Close Primary School, Durham Road	Durham Road	0.98	27	B		Developer	West	Barnes	Designated Open Space	Possible replacement community centre on site.
170	High Street, Land at Chapel Garth (full site area), Hall Farm Road	High Street	0.23	12	B		Developer	Coalfield	Hetton		Too Small, site is below threshold
173	Houghton Colliery	Hall Farm Road	58.33	875	G		Developer	East	Doxford	Designated Open Space SNCI	Site included in site 81
174	Houghton Colliery	Newbottle Street	4.44	113	G	09/02295/MNQ	Developer	Coalfield	Houghton	Mixed uses site within UDP for town centre uses and housing. Requires needs assessment, traffic impact assessment possible traffic generation issue.	Planning enquiry for development of site for a supermarket.
176	Sunniside, land at	Sunniside	0.42	16	B		Developer	West	St Anne's	Archaeological Site	Too Small, land stability problems
179	Land at Britannia Terrace/ John Street	Britannia Terrace	4.07	75	B		Developer	Coalfield	Hetton	allotments and open space 100%	Site included in site 128
180	New Lambton Industrial Estate	Lambton Lane	8.35	125	B		Developer	Coalfield	Houghton	Designated open space 30%. Archaeological site 30%. Flood risk 3a 10%	Site included in site 194
182	Sheepfolds Road Site 5, land at	Sheepfolds Road	0.42	21	B		Developer	North	St Peters	Archaeological Site Open Space	Site included in site 80
184	Seaburn, land at - South Bents	South Bents Avenue	4.02	60	G		Developer	North	Fulwell	Designated Open Space	Site included in 154
195	Burdon Road and Burdon Lane, Site 2, land between	Burdon Lane	22.29	335	G		Developer	East	Doxford	Archaeological Site Non-designated Open Space	Site included in site 278
196	Burdon Road and Burdon Lane, Site 5, land between	Burdon Lane	15.07	226	G		Developer	East	Doxford	Non- designated Open Space	Deleted as covered by 277
199	Former Grindon Fire Station, Holborn Road	Holborn Road	0.24	24	B	04/01344/SUB 24 apartments- Approved 00/00124/OUT redevelopment for residential purposes - Approved	Complete	West	St Anne's		Complete
200	90 Coronation Street	Coronation Street	0.19	9	B		ISHL	East	Hendon		Too Small
201	Holly House, Adelaide Place site of	Adelaide Place	0.18	9	B		ISHL	East	Hendon		Too Small
202	Riverside House, Low Street	Low Street	0.12	31	B	03/01786/CON 31 apartments- Approved	ISHL	East	Hendon		New Building completed June 2008

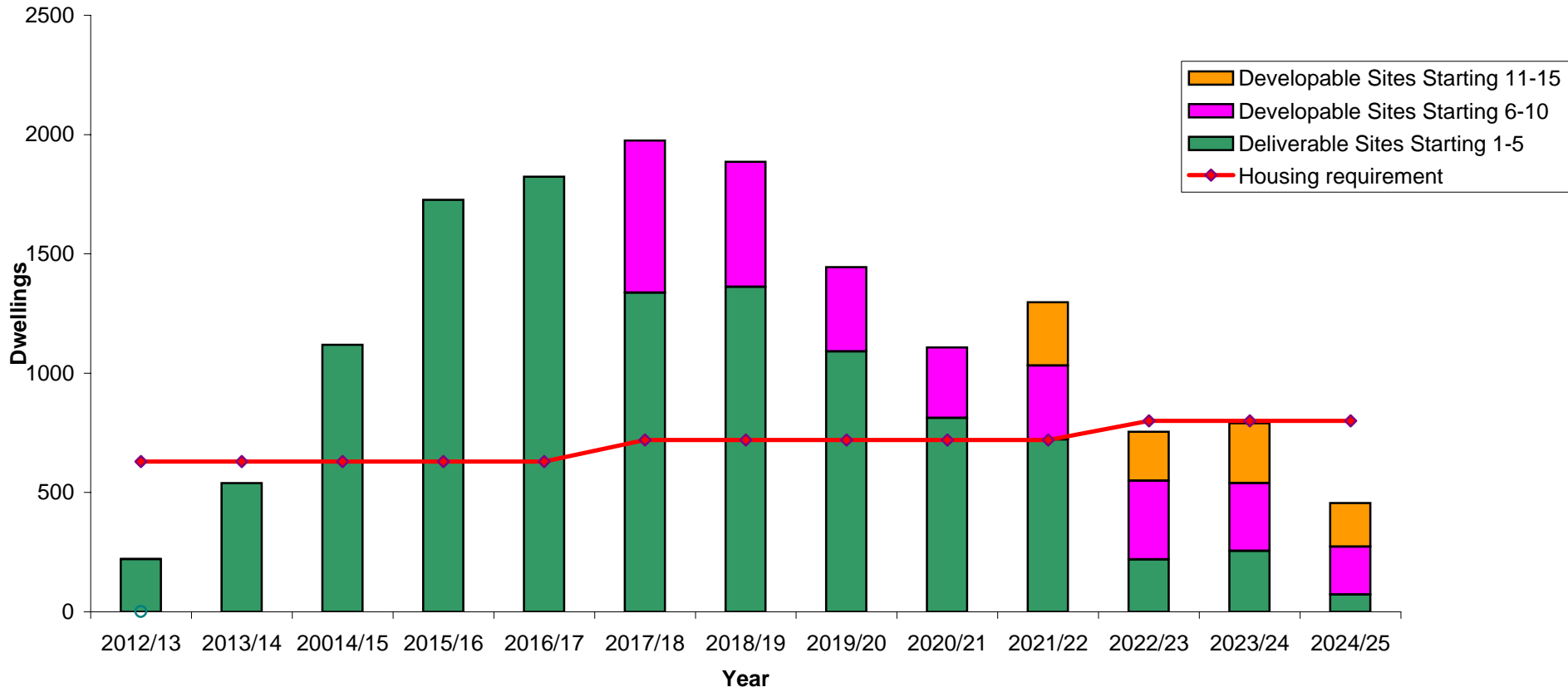
Sites Deleted											
Site Number	Site Name	Address	Area (ha)	Capacity	Greenfield/Brownfield	Planning History	Source/Status	ARF Name	Ward	Constraint	Reason for deletion
203	Land at West Wear Street, Sunderland	West Wear Street	0.29	179	B	02/01283/FUL 179 apartments- Approved	Complete	East	Hendon		New Building completed June 2008
204	Site of Thornhill Lodge Nursing Home	Thornhill Park	0.24	28	B	03/00236/FUL 28 apartments- Approved	Developer	East	Hendon		New Building completed May 2008
205	St Michaels Building, 10 Grey Road	Gray Road	0.81	48	B	03/01987/LEG	Complete	East	Hendon		New Building completed June 2008
206	6 Gray Road	Gray Road	0.31	29	B	06/01871/FUL 29 flats- Approved	Complete	East	Hendon		New Building completed June 2008
207	1 and 2 The Cedars	The Cedars	0.17	12	B	03/00556/FUL 12 apartments- Approved	Complete	East	Hendon		Site completed
208	6 The Cedars	The Cedars	0.28	24	B	02/02174/AME 24 apartments- Approved	ISHL	East	Hendon		Complete
209	Toll Bar House, Ryhope Road	Ryhope Road	0.12	25	B	03/01033/FUL provide 25 apartments - Approved	Complete	East	Ryhope		Site completed
210	Fire Station Burdon Road	Burdon Road	0.57	15	B	03/00190/LEG 15 detached dwellings- approved	Complete	West	Silksworth		Complete
212	Seaburn Service Station	Station Road	0.24	27	B	06/00508/FUL 27 flats approved	Complete	North	Fulwell		Complete
213	Bay Hotel, Seaburn Lakeside Gardens,	Whitburn Bends Rd	0.37	32	B	02/01102/LEG 32 flats approved	Complete	North	Fulwell		Complete
215	Station Road	Station Road	0.60	18	G		ISHL	Washington	Washington Central		Site completed
219	1 and 2 The Cedars, land rear of	The Cedars	0.21	12	B	04/01784/SUB 12 apartments- Approved	Complete	East	Hendon		Site completed
220	Former Fire Station, Dun Cow Street	Dun Cow Street	0.37	19	B		OB	East	Millfield		Site to be developed for other town centre uses
226	Pallion Primary School, Waverley Terrace	Waverley Terrace	0.61	17	B		OB	West	Pallion	Designated Open Space (30%)	School buildings now used as a skill centre.
228	Hetton Lyons Industrial Estate	Hetton Lyons Ind	1.160	27	B		Developer	Coalfield	Hetton	Poor access, bad neighbours and is in an industrial estate. There may be a capacity issue for water treatment in this location.	Duplicate site reference
229	Rear of Richard St	Richard Street	0.37	11	B		OB	Coalfield	Hetton		Too small
229	Richard Street, Hetton, Rear of	Richard Street	0.37	9	B		OB	Coalfield	Hetton		Too small
231	Former Eppleton House, Lindsay Street, Houghton	Lindsay Street	0.27	10	B		OB	Coalfield	Hetton		Too Small
232	Mercantile Road, Houghton, land off	Old Durham Road	2.73	62	G		OB	Coalfield	Hetton		Not practical, surrounded by employment land
233	Rainton Bridge Industrial Estate, opposite	Mercantile Way	0.42	12	G		OB	Coalfield	Houghton		Not practical, surrounded by employment land
234	Arena Business Park, Mercantile Way, land at	Mercantile Way	0.35	12	G		OB	Coalfield	Houghton		Not practical, surrounded by employment land
239	Stadium Park	Vaux Brewery Way	1.91	43	G		OB	North	St Peters	Listed Building Grade II Archaeological Site Open Space Flood Risk 2 + 3	Site designated for other land uses
240	West Quay, Crown Road, land at	Crown Road	1.83	68	B		OB	Sunderland North	Southwick		Retail development
241	Ridley Street, Sunderland, Site of	Ridley Street	0.25	10	B		OB	Sunderland North	Southwick		
244	Downhill Centre, Kestevan Square, Downhill	Kestevan Square	0.77	35	B		OB	North	Redhill		Site deleted now used as a Business centre (March 2009)
245	North Biddick Farmhouse	Biddick Lane	0.26	3	B	03/02703/FUL 3 dwellings - approved	OB	Washington	Washington Central		Too small
246	Fatfield House, Vigo Lane	Vigo Lane	0.42	3	B	05/03422/SUB 3 dwellings approved	OB	Washington	Washington West		Too small
247	Harraton Primary School	Fir tree Avenue	1.39	31	B		OB	Washington	Washington South		Site developed for Community Centre
251	Washington Envelope Company	Industrial Road	0.74	20	B		OB	Washington	Washington East		Not practical, surrounded by employment land
253	Windsor Crescent, land rear of	Windsor Terrace	0.04	2	B	05/01369/FUL erection of 2 dwellings refused	OB	Washington	Washington West		Too small
255	South Ryhope, land at - Sea View	Sea View	36	450	G			Sunderland South	Ryhope	Site is designated as strategic employment land, dependant upon Business Land Review September 2011. 50% of site is within the Green Belt buffer zone. Southern part of the site incorporates Ryhope Dene SSSI. Education information states there are insufficient places for any new pupils. Sept 2011 predominantly agricultural uses on site.	Duplicate site reference
257	Philadelphia Complex Site 2	Vollage Terrace	0.35	11	B		Developer -HADPD	Coalfield	Houghton		Included in 330 + 360
259	Lisburn Terrace Site 1, land at	Lisburn Terrace	2.87	86	B		Developer-HADPD	East	Millfield		Site included in site 292
260	City Campus, land at	Chester Road	0.36	18	B		Developer	Sunderland South	Millfield		Site included with site 185
261	North Hendon (Sunderland South Docks) Branch	Hendon Road	11.54	175	B		Developer-HADPD	East	Hendon	HSE middle Blast Zone	Site to be used for other purposes
262	St Benets Church, Causeway, North Church Road, Monkwearmouth, land to east of	North Church Street	0.19	10	B		Developer	North	St Peters		Too Small

**Sites Deleted**

Site Number	Site Name	Address	Area (ha)	Capacity	Greenfield/Brownfield	Planning History	Source/Status	ARF Name	Ward	Constraint	Reason for deletion
266	Hendon Sidings, Prospect Row, Sunderland	Prospect Row	5.26	80			B		Developer-HADPD	Sunderland South	
268	Silksworth, Tunstall Hope Lodge (High Newport) Land at	Tunstall Road	17.84	267	G		Developer-HADPD	West	Doxford	SNCI Archaeological Site Open Space	Double counted with site 267
271	North side of Office Place	Office Place	0.02	1	B		Developer-HADPD	Washington	Washington West		Too small
281	Angel House	Borough Road	0.20	10	B		Developer-HADPD	East	Hendon		Double counted with site 323
283	Burdon Road and Burdon Lane Site 4	Nettles Lane	8.44	137	G		Developer	East	Doxford	Non- designated Open Space	Site covered by 277
284	Neil Street, land at	Neil Street	0.05	2	G	08/00030/FUL 72 units approved	Developer-HADPD	Coalfield	Hetton		Too small
285	Easington Lane Primary School, South Hetton Road	South Hetton Road	1.05	25	B		Developer	Coalfield	Hetton		Double counted with site 86
289	Former Cape Insulation Site 3	Pattinson Road	1.30	30	B	06/02303/OUT	Developer-HADPD	Washington	Washington East	Designated open space	Double counted with site 71
290	Former Cape Insulation Site 4	Station Road	1.19	27	B	06/02303/OUT	Developer-HADPD	Washington	Washington East		Site included with site71
295	Land north of Spelter Works Road, east of Commercial Road	Commercial Road	5.15	80	B		Developer-HADPD	East (Central Sunderland)	Hendon		Education informs that there is currently insufficient provision at local schools. Site may be heavily contaminated from past industrial uses. Infrequently used railway access to the Port on east side of site. Vehicle access currently available from junction on Commercial Road. Half of the site falls within HSE Outer Blast Zone. Amenity of most of the Site is unsuitable for housing due to gas holders on west and industrial uses on the north boundary and affected by Blast Zone
297	Former Arriva Depot, North Hylton Road	North Hylton Road	1.57	47	B		Developer-HADPD	B	Southwick	Employment land	Retail development
304	East of Pattinson Road and South of Sewage Works, land to	Pattinson Road	5.98	90	G	06/02303/OUT	Pre-application	Washington	Washington East		Site included with site 364
306	Lindisfarne, land adjacent		0.09	3	G	07/00629/ENQ	Pre-application	North	St Peters		Too small
307	Ford and Hylton Social Club	Poole Road	0.30	0	B	09/02070/FUL	FUL	West	Pallion	Full planning permission for 68 bed residential care home. Site discounted defined as not general housing.	Full planning permission for a 68 bed residential care home (not general housing).
308	North Moor Housing Office		0.28	8	G	07/02851/MNQ	Pre-application	West	Silksworth		Too small
309	Former Chilton Moor Cricket Club	Black Boy Road	1.29	30	G	07/05292/MNQ residential development	Pre-application	Houghton	Houghton	Designated Open Space	Site included with site 142
310	Newbottle Allotments	Newbottle	0.21	7	G	07/04765/MNQ	Pre-application	Coalfield	Copt Hill		Too small
311	The Forge Site	Neville Road	3.25	80	B	Outline Permission 06/04517/OUT	OUT	East	Pallion		Included in Site 70
312	Former Junglerama, Victoria Road	Victoria Road	0.13	4	B		Developer Interest	Washington	Washington North		too small
313	High St/ Albion St, land at	Albion Street	0.07	2	B	07/01544/MNQ 27-28 dwellings	Pre-application	Coalfield	Hetton		Too small
314	Peareth Hall Farm	Peareth Hall Road	2.96	45	G	07/00665/MNQ	Pre-application	Washington	Washington West	Greenbelt and Grade II listed buildings on site	Site included with sites 330 + 360
315	Louth House, Houghton Road, Newbottle	Houghton Road	0.07	2	B	07/01604/MNQ	Pre-application	Coalfield	Copt Hill		Too small
316	Lisburn Terrace Site 3, land at	Lisburn Street	6.14	95	B		Pre-application	East	Millfield	Archaeological Site	Site included with site 292
317	Whickham Street, land at back of	Whickham Street	0.04	15	B	07/00649/MNQ - 36 units	Developer Interest	North	St Peters	Archaeological Site	Site included within site 119
319	Wheatshaf Public House	Zion Street	0.13	7	B		Developer Interest	East	Hendon		Complete
320	Former Piggery, Offerton Lane, Riverside Lodge	Offerton Lane	0.18	5	G		Pre-application	Coalfield	Shiney Row		Too small
321	Toddy's Public House	Raeburn Road	0.08	8	B	08/01361/FUL erection of 8 houses -Approved	Pre-application	North	St Peters		Too small
322	Southern House Farm	North Road	1.34	32	G/B		Developer Interest	Coalfield	Hetton	Part of site in flood zone 3a	Site is included in 131
323	174 Newcastle Road	Newcastle Road	0.13	7	B	07/00305/MNQ 18 dwellings	Pre-application	North	St Peters		Too small
325	River Wear Social Club, White House Road	White House Road	0.14	7	B	07/01089/MNQ -10+ units	Pre-application	East	Hendon		Site too small, not meet criteria
326	Grange View, land west of Coaley Lane	Coaley Lane	1.35	5	B	08/02392/ENQ residential development	Pre-application	Coalfield	Houghton		Too small
327	Black Boy Road land at	Black Boy Road	4.85	73	G	07/03641/OUT erection of 97 dwellings -Refused on appeal	Pre-application	Coalfield	Houghton	Part of site designated open space	Included in site 128
331	Lyons Youth Club	Lyons Avenue	0.16	8	G/B		Pre-application	Coalfield	Hetton		Too Small
332	Philadelphia Lane, Success Road	Success Road	0.88	22	B	07/04545/FUL	FUL	Coalfield	Shiney Row		Developed as Medical Care Home
335	1-4 Thornhill Park	Thornhill Park	0.33	28	B	06/04513/LEG	Complete	East	St Michaels	complete	Complete
336	Groves Site, European Way	European Way	31.54	1500	B	04/02405/OUT redevelopment to include 1500 residential dwellings - Withdrawn	Developer	East	Pallion	Existing Open Space Archaeological Site SNCI Flood Risk 2 + 3	Included in site 85
337	Burdon Road and Burdon Lane Site 8, land between Burdon Road and Burdon Lane Site 8, land between	Burdon Lane	4.78	72	G		Developer	East	Doxford		Site is included in site 355
337	Burdon Road and Burdon Lane Site 8, land between	Burdon Lane	4.78	72	G		Developer	East	Doxford		Site is included in site 355
338	Philadelphia Complex Site 4	Philadelphia Lane	16.58	248	B	08/01426/LBC regeneration inc. 304 dwellings - Withdrawn	Developer	Coalfield	Houghton	Listed buildings 2% designated open space	Included in sites 330 + 360

Sites Deleted											
Site Number	Site Name	Address	Area (ha)	Capacity	Greenfield/Brownfield	Planning History	Source/Status	ARF Name	Ward	Constraint	Reason for deletion
345	Stadium village	Kier Hardie Way	30.04	450	G		Developer	North	Southwick	Grade II Listed Buildings x 4 Archaeological Site Existing Open Space SNCI Flood Risk 2 + 3	Included in site 80
346	Philadelphia Complex Site 5	Raglan Row	0.83	22	B		Developer	Coalfield	Houghton		Included in sites 330 & 360
347	Ryhope Road, land East of	Ryhope Road	4.81	72	G		Developer	Sunderland South	Ryhope	Shirley Banks site laid out for playing pitches. Site is in a Settlement Break and a landscape corridor. Insufficient places for any new pupils	Site completed for playing fields and Rugby pitches
350	Burdon Road and Burdon lane, Site 7, land between	Burdon Lane	4.69	70	G		Developer	East	Doxford		Included in site 355
350	Burdon Road and Burdon lane, Site 7, land between	Burdon Lane	4.69	70	G		Developer	East	Doxford		Included in site 355
351	Trust Meeting House	Peareth Hall Road	1.00	27	B		Developer	Washington	Washington West	Greenbelt and Grade II listed buildings on site	Included in sites 330 & 360
352	Rear of Peareth Hall Farm	Peareth Hall Road	2.17	46	G		Developer	Washington	Washington West	Greenbelt and Grade II listed buildings on site	Included in sites 330 & 360
357	Former Cape Insulation Site 6, Pattinson Road	Pattinson Road	2.88	65	G	04/02710/OUT mixed use development including residential - Refused	Developer	Washington	Washington East		Included in site 71
358	Woodbine Terrace, land at - Ditchburn Terrace	Ditchburn Terrace	0.45	23	B		Developer	East	Pallion	Archaeological Site	Included in site 286
361	Felstead School and Grounds	Fordfield Road	1.90	43	B		Developer	West	Millfield	School Playing Field	Site is included in site 96
363	Ayres Quay, Farringdon Row	Farringdon Row	1.30	196	B	04/01404/FUL 196 apartments Withdrawn	FUL	East	Millfield		Site is included in site 64
368	McClaren Way, Land at	McClaren Way	0.11		G	07/03640/FUL detached dwelling	Developer	Coalfield	Shiney Row		Too small
371	Units 1-22 Gayton Road, Including former Scout Hut	Gayton Road	0.32	10	B		Developer	Washington	Washington East		Too small and employment land still in use
378	North of Coaley Lane, land at	Coaley Lane	16	27	G	08/01617/VAR Playing fields	Complete	Coalfield	Houghton	This and surrounding schemes would put pressure on Dubmire School - Education may need to extend provision at other schools. The approved planning application is for playing fields.	Complete
379	Burdon Road and Burdon Lane, Site 12, land between	Burdon Road	24.05	360	G		Developer	East	Doxford	Non - Designated Open Space	Site included in sites 145 and 277
396	Sunnyside, Tavistock Place	Tavistock Place	1.28		B	07/01170/OUT, 10/01859/MNQ, 10/03519/LAP	FUL	Sunderland South	Hendon		Software City
397	Halfway House Lane, land at	Commercial Road	1.75	40	G/B	part of application 98/00059/FUL	Developer	East	Hendon	Within HSE middle blast zone and Hendon Railway SPA/SAC SNCI	Contaminated land from railway sidings. There is no access to site, and there is the possibility of the use of land for cycle path and recreation facilities. There is a high pressure gas main under site which is a major constraint on any development. Issues about the Port and surrounding area (including smaller pockets) - there is insufficient provision at local schools.
400	South Street, Fencehouses, land at	South Street	0.14	5	B		Developer	Coalfield	Houghton		Too Small
403	Barmston Club	Barmston Way	0.30	9	B		Developer	Washington	Washington Central		Too small
409	Washington Village Primary School	Hill Rise, Washington Village	1.21	47	B	05/03341/LEG	Complete	Washington	Washington Central	complete	Complete
420	Lodgeside Meadows, Burdon Road	Burdon Road Doxford Park	7.73	140	G			West	Silksworth		Site included in site 278, double count
428	Former YMCA site Fence	Lambton Lane	0.41	17	B	10/00279/FUL	Complete	Coalfield	Houghton		Site completed July 2011
434	Hahnemann Court, site A	Southwick Rd	0.74	74	B		Developer	B	Southwick		Site completed
463	St Matthews Terrace, Philadelphia		0.4	15	B	11/00395/EXT1	FUL	Coalfield	Hetton		Duplicate site reference with 333
E11	Chilton Moor Envelope		14.23	215	G	10, 34, 128, 142, 179, 309, 327, 400	Various- Enveloping	Coalfield	Houghton	Designated open space 10% archaeological site 20%	Enveloped sites split into individual sites
E13	South of Colliery Lane Envelope		5.11	75	G/B	2, 76, 134, 141, 143, 331	Various- Enveloping	Coalfield	Houghton	Designated open space 15%	Enveloped sites split into individual sites
E15	Chapel Garth Extension Envelope		68.08	1000	G	81, 173, 356	Various- Enveloping	East	Doxford	Proposed open space. Currently non-designated open space. SNCI Blackeney woods	Enveloped sites split into individual sites
E16	Doxford Park Envelope		23.93	360	G	21, 52, 105	Various- Enveloping	East	Doxford		Enveloped sites split into individual sites
E17	West of Nettles Lane Envelope		31.70	475	G	127, 195, 278	Various- Enveloping	East	Doxford	Archaeological site 5%	Enveloped sites split into individual sites
E17	West of Nettles Lane Envelope		31.70	475	G	127, 195, 278	Various- Enveloping	East	Doxford	Archaeological site 5%	Enveloped sites split into individual sites
E18	East of Nettles Lane Envelope		63.50	950	G	126, 145, 196, 277, 283, 337, 350, 355, 379	Various- Enveloping	East	Doxford		Enveloped sites split into individual sites

### Housing Sites Trajectory



Committed Sites	620	250	870
Average (per annum)	124.0	50.0	
Regeneration Sites	1937	744	2681
Average (per annum)	387.4	148.8	
Small sites	500	500	1000
Average (per annum)	100	100	
Private Sector Clearance	-265	-265	-530
Average (per annum)	53	53	
Submission RSS Allocation	3325	3325	6650
Average (per annum)	665	665	
Net additional housing needed to achieve RSS Annual Average, compensating for 25004/06 performance	709	709	

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
Housing requirement	630	630	630	630	630	720	720	720	720	720	800	800	800	800	800
Developable Sites Starting 11-15										265	205	251	183	55	30
Developable Sites Starting 6-10						637	524	353	295	310	330	284	200	200	50
Deliverable Sites Starting 1-5	221	540	1119	1727	1823	1338	1362	1091	813	722	220	255	73	92	60



# Sunderland City Council

## Employment Land Update 2012

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## EXECUTIVE SUMMARY

1. Since the publication of the 2009 Employment Land Review there have been a number of policy developments at national, regional and local level which have driven the need to review its findings.

### *Policy drivers*

2. Following consultation, the Government is expected to publish the National Planning Policy Framework (NPPF) in April 2012. This will replace Planning Policy Statements (PPS) and is intended to provide a framework for a positive planning system to support economic growth and contribute to sustainable economic development. The NPPF consultation draft has 3 core strands:
  - Planning for prosperity: using the planning system to build a strong, responsive and competitive economy, ensuring sufficient land of the right type, in the right places, to allow growth and innovation; and by coordinating development and its requirements, including infrastructure provision;
  - Planning for people: promoting strong, vibrant and healthy communities; and
  - Planning for places: protecting and enhancing the natural, built and historic environment.
3. It confirms the need to develop Local Plans covering a 15 year period, allocate sites to promote development and the flexible use of land, and identify areas where it is necessary to restrict change of use of buildings. Planning policies are encouraged to avoid the long term protection of employment land or floorspace. Applications for alternative uses of designated land or buildings should be treated on their merits, having regard to market signals and the relative need for different land uses. Existing allocations as well as any new employment land allocations brought forward through Sunderland's core strategy will be viewed in this context. Maintenance of a solid evidence base to support the City's policy towards employment land policy and its efforts to attract inward investment is essential.
4. Planning Policy Statement (PPS)4, Planning for Sustainable Economic Growth still holds some weight until NPPF comes into force. It also stresses the need for a local evidence base to support allocations of land for economic development over the plan period. It urges authorities to ensure major Greenfield sites are not released unnecessarily, prioritise previously developed land for re-use where appropriate and identify a range of sites for a broad range of economic development. Town centres should be prioritised for accommodating new office developments.
5. At authority level, the Sunderland Economic Masterplan outlines the preferred direction for the City's economic development and growth over the next 15 years. It adopts 5 aims
  - Aim 1: A New Kind of University Town
  - Aim 2 'A National Hub of the Low Carbon Economy' Delivery Plan
  - Aim 3 'A Prosperous and Well-Connected City'
  - Aim 4 'An Inclusive City Economy – for All Ages'
  - Aim 5 'A One City Approach to Economic Leadership'

6. and provides a clear policy focus sectorally on software, offshore renewable and low carbon vehicle development activity, and spatially for employment land on the City Centre, the Port and Washington.
7. Existing allocations as well as any new employment land allocations brought forward through Sunderland's core strategy will be viewed in this policy context. Maintenance of a solid evidence base is essential to support the City's development of key sectors, its enabling policy towards employment land (both existing and potentially new allocations) and its efforts to attract inward investment.

### **Economic drivers**

8. While the population of the City has fallen has over the last 20 years, there has been a small increase in the last 3 years – to around 283,500 residents. However, a number of factors indicate that Sunderland has experienced the effects of the economic downturn more than other parts of England.
9. Economic activity rates are lower - and declining at a faster rate – than regional and national rates. Self-employment levels are also lower in Sunderland and have declined in recent years compared with the North East and England generally, where they have been more stable. At 10.8%, unemployment rates across the City are higher than the 7.7% nationally.
10. Relative to the country as a whole, Sunderland has fewer residents with the highest levels of qualification but a greater proportion of residents in a trade apprenticeship, reflecting the area's industrial nature. Average earnings have increased since 2008 but remain still slightly below the regional average and well below national levels. Workplace earnings are similar to the region, but lower than in Newcastle and across England.
11. Over the last 3 years, employment in the City has fallen by 10% - nearly 13,000 jobs, more than balancing the 9,400 jobs created between 1998 and 2007. The recent rate of decline is much faster than the national average of -3%. While the fall in office and warehousing employment has been faster than witnessed nationally, the rate of loss of manufacturing jobs has been comparable. Moreover, while the greatest loss of manufacturing jobs was felt in Washington, current statistics do not include recent (or forecast) increases at Nissan.
12. The City of Sunderland accommodates just over 109,000 jobs, nearly half of which (43%) are in sectors which tend to occupy employment land. Manufacturing employment in the City is significantly higher than regional and national averages, accounting for 18% jobs (the Tyne& Wear and UK figures are 15% and 13% respectively). Some 20% of positions are in office sectors, while a further 4% are in warehousing and distribution sectors. In each case, the proportions are lower than national average levels.
13. Nearly a third of the City's office jobs are located in Sunderland South, mainly at out-of-town locations, with a quarter in both the City Centre and Washington. Over one in four jobs in warehousing are in Washington, with one in five in both Sunderland South and Sunderland North. With Nissan and other major occupiers, 60% of Sunderland's manufacturing jobs are in Washington, with only 10% in the Coalfield (Sunderland North and South both account for 12%).

14. The Economic Masterplan presents a clear vision to develop new, higher value areas of economic activity while building on Sunderland's existing strengths. Ensuring a range of suitable sites and premises are available to grow and attract businesses in key sectors is a vital element (always acknowledging a requirement for small scale provision to meet local requirements). It is important that such opportunities are available in the locations which offer the best prospect for the development of key sectors.

### **Requirements for Employment Land**

15. Gross requirements for employment land in the future are estimated initially by forecasting employment by sector to 2027. Employment density assumptions (sq.m per employee) are then applied at sector level to calculate associated floorspace. Typical plot ratios are then applied to estimate the land requirement.
16. The March 2011 forecasts are a baseline of Sunderland's future position: they do not account for policy aspirations, economic initiatives or policy implementation. A series of scenarios have therefore been developed to project the potential effects of the Sunderland Economic Masterplan and other initiatives on key sectors in the economy and their employment requirements in the future.
17. These scenarios- Masterplan, Masterplan+ and Masterplan++ - assume growth in manufacturing sectors related to the Sunderland Economic Masterplan's emphasis on low carbon and renewables related manufacturing, as well as its emphasis on innovation. It's town centre focus would also realise an increase in office-related sectors. The employment growth implications of each scenario are shown below, relative to the baseline forecast to 2027:
- Masterplan:
    - 20% employment growth (relative to baseline) in the *Machinery & Equipment* and *Transport Equipment* sectors (a net increase of 1,800 jobs in these two sectors). The BERR Low Carbon Innovation Strategy suggests an additional 400,000 jobs in 'low carbon and environmental goods and services' in England . 2% growth in other industrial & warehousing employment to reflect supply chain effects
    - 15% increase in *Financial Services, Other Business Services* to reflect the concentration on software in the Masterplan
  - Masterplan +:
    - 40% employment growth in *Machinery & Equipment* and *Transport Equipment* sectors (a net increase of 3,600 jobs). 2% growth in other industrial & warehousing employment to reflect supply chain effects
    - 25% increase in *Financial Services, Other Business Services*
  - Masterplan ++:
    - 60% employment growth in *Machinery & Equipment* and *Transport Equipment* sectors (a net increase of 5,400 jobs). Sunderland City Council figures show a forecast increase in at least 1,000 jobs related to large-scale capital investment from the Round 1 Regional Growth Fund, secured in April 2011 directly at Nissan. The actual number could be significantly higher. In addition, a similar number of jobs will



be created in other employers in the City, relating to up-scaling of production through the supply chain. This 'plus-plus' scenario reflects these increases.

- o 15% increase in Financial Services, Other Business Services to reflect the concentration on software in the Masterplan

18. The table below summarises estimated changes in employment, floorspace and land requirements to 2027.

**Table 1: Employment, Floorspace & Employment Land change to 2027**

Scenario	Jobs type	Employment			Floorspace (sq.m) change 2011-2027	Land (ha) change 2011-2027
		2009	2027	2009-2027		
Baseline	Industry/ Warehousing	29,644	24,619	-5,025	-295,169	-73.8
	Offices	25,592	26,802	1,210	19,534	4.9
Masterplan	Industry/ Warehousing	29,644	28,565	-1,079	-30,780	-7.7
	Offices	25,592	29,581	3,989	72,332	18.1
Masterplan+	Industry/ Warehousing	29,644	30,423	779	93,703	23.4
	Offices	25,592	31,376	5,784	106,440	26.6
<b>Masterplan++</b>	<b>Industry/ Warehousing</b>	<b>29,644</b>	<b>32,281</b>	<b>2,637</b>	<b>218,187</b>	<b>54.5</b>
	<b>Offices</b>	<b>25,592</b>	<b>31,376</b>	<b>5,784</b>	<b>106,440</b>	<b>26.6</b>

19. The Masterplan++ scenario has been identified as the 'preferred' scenario as it captures the Sunderland Economic Masterplan's scale of aspiration and is broadly consistent with the scale of opportunities already identified through the Round 1 Regional Growth Fund and known developments in Sunderland's manufacturing base. A gross requirement for 81.1ha is identified on this basis.

20. Consideration of property market factors and the nature of the existing employment land supply is also required to accurately establish future needs.

### Property market

21. Despite the challenging economic climate Sunderland continues to enjoy a healthy demand for B2 (industrial) & B8 (warehousing/distribution) space with the greatest average take up across Tyne & Wear and Durham.

22. As take up has fallen, the supply of industrial & warehouse premises has inevitably increased relative to the levels seen in the early 2000's. While this has affected demand for employment land, there have been notable exceptions. The former Dunlop site at Washington is now home to the new BAE Systems factory while alongside it Rolls Royce plans to develop an aerospace component factory which will replace its Pallion facility.

23. Elsewhere recent market activity has been linked to: the availability of space at Turbine Business Park; and a series of large scale requirements, from major manufacturing

businesses including Tier 1 suppliers to Nissan. Since 2010, there have been 5 specific requirements for location in Sunderland, all of which have been for sites large enough to accommodate at least 250,000 sq.ft of manufacturing or warehousing space. However, to date, none have been able to be accommodated. Once Turbine Park is occupied, the range of large scale sites which may potentially be available will be limited. In the absence of sites of an appropriate scale and location, Sunderland's developing role as a national focus for low carbon manufacturing may be restricted. The City's capacity to attract inward investment, an area which it has performed well in historically, may also be affected.

24. While Sunderland's stock of vacant B1 office space has also increased, very little of it is new or modern City Centre space. When compared with neighbouring areas, availability does not appear high and remains at manageable levels.
25. Npower's acquisition of Northern Rock's offices at Rainton Bridge has undoubtedly established it as a regionally important office location, although it remains to be seen whether the remaining vacant premises can attract tenants on a scale sufficient to encourage development of the remaining land.
26. Sunderland has nearly 8½ year's supply of office premises, close to the average for Tyne & Wear, but still well in excess of 2000 – 2007 levels (when it was just over 3 years). Easington currently has almost 55,000 sq.m of available B1 space - over 20 years supply based on current rates of take up - mostly within the former enterprise zones at Dawdon and Peterlee.
27. Sunderland has a relatively large number of older industrial estates where the buildings are in excess of 40 years old and in some cases 60 years old. Strategically important areas such as Pallion, North Hylton and Southwick in particular are now starting to witness demolitions and selective redevelopment. Specific policy protection may be required going forward. In the case of the Pallion Estate, a specific masterplan may be required to consider the twin effects of Rolls Royce's imminent departure and the anticipated completion of the new Wear Crossing in 2015.

### Supply

28. Assessment of the area of land which may be suitable for employment development has also considered undeveloped allocations from the UDP, existing employment areas, redevelopment sites and land which may be lost to other uses.
29. There is 21.1 ha of undeveloped UDP allocations that could be used for offices. Of this, just 1 hectare is suggested as unsuitable. Effective UDP allocations therefore account for 20.1 ha. This excludes 6.4 ha at Turbine Park, as well as a potential further 12.4 hectares on City Centre Alt. No. 2 sites.
30. For industrial and warehousing uses, there are 115.8 ha of undeveloped allocations. Of this, we suggest 33.7 ha is ineffective (i.e. sites currently allocated, but which from market analysis and a constraints assessment may now be less suitable for development as employment areas). These include:

**Table 2: Undeveloped Allocations - Suggestions for Release**

Site	Location	Area (ha)
Extension to Market Place (accessibility of extension area, low levels of take up over last 20 yrs, land in existing area sufficient to absorb demand)	Coalfield	2.1
Hendon (release as part of future wider regeneration) – two undeveloped sites)	Sunderland South	6.0
South Ryhope (long standing allocation but isolated from key employment areas, no active marketing)	Sunderland South	19.4
Hetton Lyons	Coalfields	0.4
Part of Sedgelych	Coalfields	0.6
New Lambton (undeveloped areas)	Coalfields	3.6
Philadelphia Workshops -undeveloped areas.	Coalfields	1.6
<b>Total</b>		<b>33.7</b>

31. However, 24.5ha at Turbine Park and Wear West could be developed for industrial and warehousing development. There is therefore 106.5 ha of land suitable for industrial and warehousing development.
32. From the existing stock of land developed for industrial and warehousing use, there may be changes to mixed use from employment use on UDP Alt/ No. 2 sites to mixed-use development amounting to some 25 ha. Further, the property market analysis identifies a number of employment sites which would not be considered effective from a market perspective (or are unlikely to be in the future). Some 61.7 ha falls into this category.

**Table 3: Employment land change to mixed use or not effective**

Site	Location	Area, ha
UDP Alteration No. 2 allocations		
Former Groves Site	Sunderland South (City Centre)	18.0
Lisburn Triangle	Sunderland South (City Centre)	2.5
Sheepfolds	Sunderland North (City Centre)	4.5
Sub total		<b>25.0</b>
Hendon (long term regeneration)	Sunderland South	38.0
Millfield	Sunderland South	0.8
Springwell	Washington	2.6
Philadelphia Workshop	Coalfield	12.3 <sup>1</sup>
Pearson Estate (remaining areas)	Coalfield	4.0
Station Road	Coalfield	1.4
New Lambton	Coalfield	2.0
Sedgelych (part) <sup>2</sup>	Coalfield	0.6
Sub total		<b>61.7</b>
	<b>TOTAL</b>	<b>86.7</b>

<sup>1</sup> If whole site released

<sup>2</sup> Only one section of Sedgelych has been included. Most areas are recommended to be retained, as the site contains some new developments which would not be practical to release and could well accommodate businesses relocating from Philadelphia Estate if this recommended release were to proceed

### Balancing requirements & supply

33. While figures can indicate the net area of land need to accommodate employment in the future, there will also be a requirement for new development and, where this cannot be accommodated on existing sites, land to facilitate it.
34. This is the estimate of gross gain (which is what would need to be allocated by planners). It takes account of land which may not be part of the employment land supply in the future e.g. where there has been redevelopment for other uses. For example, in Sunderland it is estimated that approximately 25 hectares of industrial land will be redeveloped on city centre sites. If businesses in these areas are to be retained in Sunderland, suitable alternative sites need to be identified.
35. Recent advice on carrying out employment land studies (e.g. Yorkshire Forward (2010) Planning for Employment Land: Translating Jobs into Demand and 4NW (2010) Setting Employment Land Targets for North West England) suggests that the most robust way to allow for constraints, competition, choice and uncertainty of the supply is for authorities to ensure that at any one time there is sufficient readily available (unconstrained) land to meet the gross provision target for each employment use (including the land required to replace anticipated losses) for the next five years. Requirements under each scenario are shown below.

**Table 4: Supply Demand Balance (ha), Industrial & Warehousing, 2011-2027**

	2011-2027			5 year requirement	Total suitable supply
	Demand (net change)	Gross losses	Gross gains		
Baseline	-73.8	-86.7	12.9	4.0	106.5
Masterplan	-7.7	-86.7	79.0	24.7	
Masterplan+	23.4	-86.7	110.1	34.4	
Masterplan++	54.5	-86.7	141.2	44.1	

36. The site assessments identify 37.2 hectares of undeveloped UDP allocations as immediately available, plus 24.4 hectares of land at Turbine Park and Wear West (61.6 hectares in total). While this suggests a sufficient quantum of employment land to satisfy current demand, only 10 undeveloped UDP sites are larger than 1 hectare.
37. There are also a large number of smaller employment sites which appear to be available for development but which on further examination are constrained for a variety of reasons. Some are landlocked and not accessible without improved road access, some may be identified as long term expansion land for existing companies (some of which have formed part of the 'available' land supply for a considerable time), while others are unlikely to be developed due to their poor configuration and relationship to neighbouring uses. Further work is in hand with Sunderland City Council officers to clarify the area of employment land affected.
38. Given the objective of policy is to maximise job growth and not restrict opportunities for development, there is an argument for further releases of land in suitable locations, such as at

Washington. Given Sunderland’s manufacturing focus, the direction outlined in the Sunderland Economic Masterplan, and the restricted supply of attractive sites, there is a need to ensure land is available to accommodate inward investments or local expansions of scale.

39. Additional allocation should provide land of sufficient size and quality to attract development in the key sectors - low carbon development, related vehicle manufacture – which are the focus of the Sunderland Economic Masterplan.

**Table 5: Supply Demand Balance (ha), Offices, 2011-2027**

	2011-2027			5 year requirement	Total suitable supply
	Demand (net change)	Gross losses	Gross gains		
Baseline	4.9	-1	5.9	1.8	38.9
Masterplan	18.1	-1	19.1	6.0	
Masterplan+	26.6	-1	27.6	8.6	
Masterplan++	26.6	-1	27.6	8.6	

40. The 5 year requirement for office-related employment land ranges from 1.8 ha.in the baseline scenario to 8.6 hectares in Masterplan ++ scenarios.
41. There is a concentration of office sites in Sunderland City Centre (on mixed use redevelopment sites), with Vaux, Sunnyside, Groves and potentially West of Silksworth Way the most likely locations for future development (with potential for around 87,000 sq.m. of development on 12.5 hectares of land). This would represent sufficient provision for office needs for several years and would ensure office development is focussed in the city centre.
42. Capacity at Doxford Park, Rainton Bridge and Turbine Business Park provides choice for office development.

**Recommendations**

43. Since publication of the 2009 Employment Land Review – and during development of the Employment Land Update – there have been a number of policy developments at national, regional and local level which have driven the need to review the findings of the 2009 Review.
44. This section considers how the issues identified through our analysis should be reflected in the City Council’s Local Development Framework (both the Core Strategy and Allocations Development Plan Document).
45. From our analysis and based on the existing and emerging low carbon initiatives in the City, it is considered that the adoption of the Masterplan Plus and Masterplan Plus Plus scenarios provides an appropriate basis for future employment land requirements in the City.

*Sites critical to Economic Regeneration*

46. From our analysis of the there are a number of key sites that due to their location, existing uses and potential to support new employment uses arising through the development of the low carbon economy, are critical to the long-term viability of the City’s economy. These comprise:-

Nissan

Turbine Park  
 Washington Estates  
 Vaux/ Farringdon Row  
 Doxford International  
 Pallion Shipyard  
 The Port  
 Hylton Riverside  
 Sunrise Business Park  
 Rainton Bridge

47. In addition, the Council should continue to pursue the development of a Strategic Site on land to the North of Nissan. This development of this site would fully accord with the principles of the Economic Masterplan and its proximity to Nissan – at the centre of the Low Carbon Economic Area – highlights the significant advantages that this site could bring to Sunderland’s economy and the wider sub-region,

*Sites Recommended for Release*

48. Following our individual analysis of each of the existing employment areas, we have made a recommendation as to whether the site should be retained or should be considered for release from its current allocation; either as a whole or in part. In the majority of cases, we consider that the sites generally fulfil the function for which they are intended and therefore should be retained; however a number of sites are identified as having potential for partial or complete release and these comprise:-

Hendon (SA1.3)  
 Toward Road (SA1.8)  
 Millfield (SA5.1)  
 Springwell (WA1.9)  
 Market Place, Houghton le Spring (HA1.4)  
 Hetton Lyons and Pearson Estates (HA1.7)  
 Station Road, New Penshaw (HA1.8)  
 Philadelphia Workshops (HA1.9)

49. Consideration should also be given to the release of the South Ryhope employment site. Due to its scale (20ha) employment uses may be able to be accommodated on part of the site, although these should not compete with City Centre office initiatives.

*Recommendations for Core Strategy Policy*

50. It is clear that the City’s employment land and premises portfolio encompasses a wide range of sites. The current UDP policy has a “one size fits all” approach whereby the same policy considerations are applied to development at Nissan as well as Philadelphia Workshops. This is clearly unsuitable and would not accord with the direction of travel suggested in emerging national planning policy. It is also an inexact tool when considering planning applications in these areas (as was demonstrated at the SIG Combibloc appeal).

51. It is therefore suggested that the approach in the Core Strategy should be targeted to individual sites based on three categories of employment area:

**1<sup>st</sup> tier Employment Areas**

52. The key sites identified above are the cornerstone of Sunderland's employment land portfolio. Where possible, the City Council will support their prioritisation and encourage their development through supporting site assembly, business investment support and other activities. Over the plan period, supporting financial initiatives such as Enterprise Area status, tax increment financing, and other funding sources will be focussed on these areas in support of Sunderland Economic Masterplan objectives.
53. They and other established employment sites will remain in employment use and will be afforded full policy protection from alternative development due to their strategic importance. Only small-scale uses genuinely ancillary to the successful functioning of the main employment use will be allowed.

### **Second Tier Sites**

54. It is not possible to specify these sites at this stage; this will require further detailed work based on the individual site profiles contained in Appendix 5 of the 2009 Employment Land Assessment. In these areas the presumption will be to retain their employment character. Again small scale ancillary uses could be permitted where they assist in the function of the area, however the Council would be mindful of the need to adopt a more flexible approach in these areas (based on the provisions of the NPPF). Non-employment uses could be allowed in these areas but only where there is robust evidence to demonstrate:-
- That the site/ property has been genuinely marketed for employment use and this has not been secured (guidance on what marketing could comprise should be included in policy)
  - That the proposed development will not affect the continuing efficient operation of the remainder of the employment area e.g. traffic generation/ car parking impacting on existing occupiers. It should not be the case that any new use would jeopardise remaining employment functions.

### **Third Tier sites**

55. These would primarily comprise those older sites with limited market appeal and where the introduction of new, positive land uses would be of significant regeneration benefit to the local area. These will include those sites suggested for de-allocation, but consideration may be given to other areas. As the greater proportion of these sites lie within the Coalfield it is important that consideration is given to developing a strategy for the area so that residents still have access to employment opportunities either in the Coalfield or wider City e.g. through enhanced public transport and/ or the intensification of employment uses close to sites that are subject to redevelopment (there would seem to be potential for this in the Sedgely/Dubmire area).

### **Existing areas**

56. Sunderland has a relatively large number of older industrial estates where the buildings are in excess of 40 years old and require significant investment either in refurbishment or redevelopment (for their current use). However, the owners of those buildings may not be able to justify the level of expenditure required on the basis that it will not be adequately reflected in the overall value of the asset. While a number of estates and buildings may be attractive to

the property market for redevelopment to other uses, they provide an important economic function. It is important that strategically important estates are not compromised and in that regard the estates at Pallion, North Hylton and Southwick in particular may require specific policy protection going forward. It may also be appropriate to lend further support through appropriate site assembly and infrastructure improvement.

### **Plan, Monitor, Manage**

57. In light of the above, it is critical that the City Council establishes a comprehensive monitoring process – through the Annual Monitoring Report - so that changes in the employment land and sites portfolio can be assessed and an appropriate planning response identified e.g. should second tier sites be lost to non-employment uses, it may be necessary to identify and allocate additional land to ensure that wider economic regeneration objectives can be realised.





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planning&development  
consultants

## SUNDERLAND CORE STRATEGY

### Retail Needs Assessment Update

#### Volume 1: Executive Summary

Sunderland City Council

April 2012

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# 1 STUDY BRIEF AND CHANGES SINCE THE SRNA

## Study Brief

- 1.1 Sunderland City Council commissioned Roger Tym and Partners, in association with hollissvincent, to undertake this Retail Needs Assessment Update in January 2012. The Update draws on the original Sunderland Retail Needs Assessment (SRNA) of September 2009, which utilised a survey of households undertaken by NEMS Market Research in November 2008 to establish patterns of shopping expenditure in the comparison and convenience goods sectors.
- 1.2 The study brief has four elements, as follows:
  - i. to identify the likely requirement for new retail floorspace in the comparison and convenience sectors up to 2032;
  - ii. to assess qualitative need and identify deficiencies in retail provision across the City Council's administrative area;
  - iii. to identify where the additional comparison and convenience floorspace should be located; and
  - iv. to consider whether there is a requirement to amend the City Centre Retail Core boundary, as defined in UDP Alteration No.2, Policy S2A.
- 1.3 The Update Study has a forward time horizon to 2032 and forms part of the evidence base for the Council's emerging Core Strategy Development Plan Document.
- 1.4 In undertaking this Update Study, we have utilised the most up to date data available. In particular we use:
  - i. information on per capita expenditure provided by Pitney Bowes Business Insight for 2009 in 2009 prices;
  - ii. population per zone in 2009, again as provided by Pitney Bowes Business Insight;
  - iii. the ONS 2008 based sub-national population projections;
  - iv. the most up to date forecast for per capita expenditure growth, using a mid-point between Experian's forecast from Figures 1a and 1b of its Retail Planner Briefing

Note 9, published in September 2011, and the Pitney Bowes Business Insight/Oxford Economics forecast in Table 3.5 of its Retail Expenditure Guide Spending Update of November 2011; and

v. data on retailer sales densities from Verdict 2011.

1.5 All monetary figures in this Update Report are expressed in year 2009 prices, whereas the original study had a year 2006 price base.

### **Changes Since the Original Sunderland Retail Needs Assessment**

1.6 The original Sunderland Retail Needs Assessment (SRNA) identified need in the comparison goods sector up to 2026 in the range 60,600 sq.m to 87,700 sq.m gross (Paragraph 6.70 of the original study). This range assumed a moderate to significant increase in the proportion of comparison goods expenditure retained by shopping centres and shopping facilities within the catchment area. However, the depth and duration of the recession has meant that expenditure growth forecasts are now much lower, so that a scaling back of the quantitative need is inevitable.

1.7 In the convenience sector, the original study found that there was a limited quantitative need overall of just 4,460 sq.m gross up to 2026 (Paragraph 6.75 of the original study). Nevertheless, the study identified localised deficiencies in convenience goods to the north of the City Centre and in the area surrounding Houghton-le-Spring (Paragraph 6.76 of the original study). The study also identified a qualitative need for further convenience retail provision within Sunderland City Centre itself.

1.8 Since the time of the original study, planning permissions have been granted for the redevelopment of the Sunderland Retail Park, to be anchored by a Tesco superstore with a sales area of 8,400 sq.m, and for the redevelopment of a site at Riverside Road, which will provide for a superstore for Sainsbury's, with a sales area of 5,611 sq.m. In addition, planning consent has been given for a new local centre at North Hylton, which will provide for a medium sized foodstore, together with a range of non-food units. As a consequence, the localised deficiency in North Sunderland is being addressed by these commitments.

- 1.9 In Houghton-le-Spring, the localised deficiency will be met by bringing forward a food superstore at the Houghton Colliery site, which has long been identified for mixed-use development, including shopping, under Policy HA31 of the adopted UDP.
- 1.10 In the City Centre, the major development opportunity at Holmeside has not yet progressed, but this site still offers potential for both convenience and comparison retailing as part of mixed-use development. Other development opportunities within the City Centre include the Crowtree Leisure Centre, the land to be brought forward as a result of the proposed realignment of St. Mary's Way and Sunderland Station.
- 1.11 In Washington, the Western Car Park site, identified under Policy WA34.1 of the UDP, remains undeveloped after many years, which is perhaps an indication of significant viability issues.

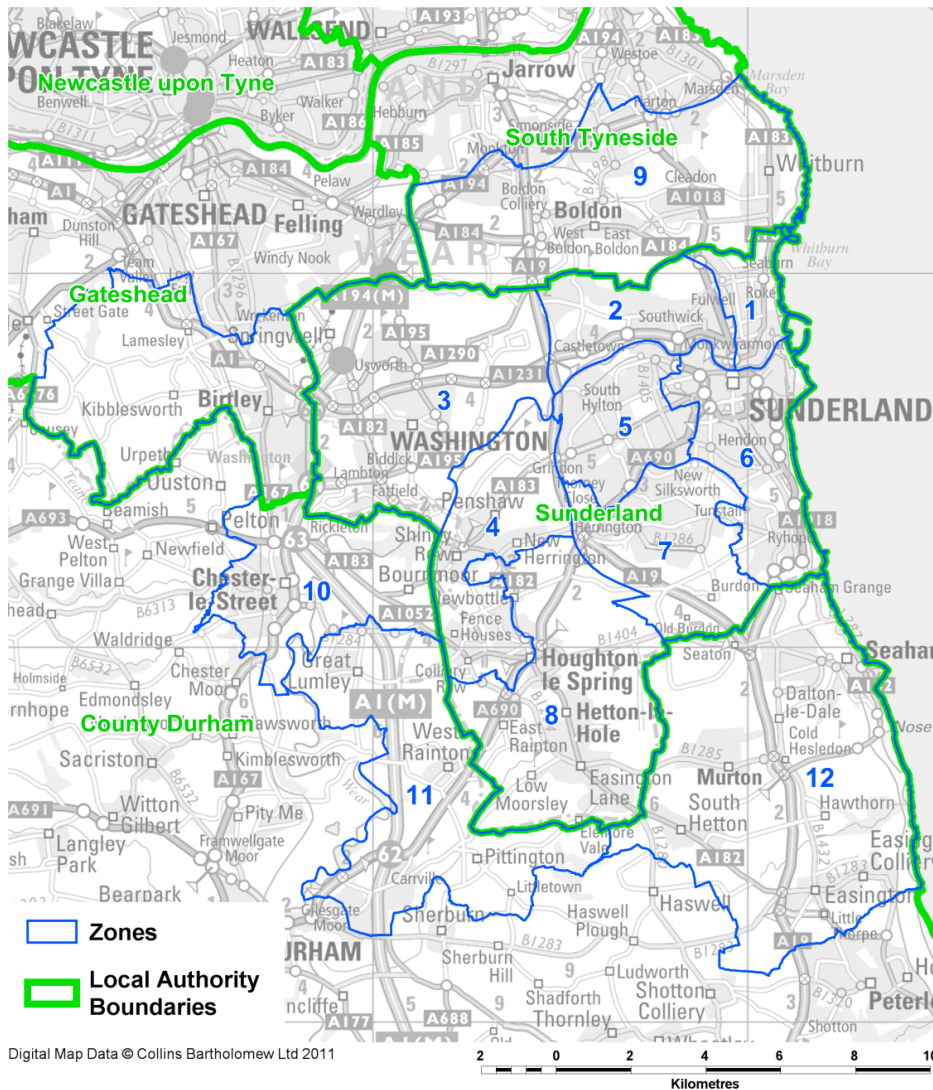
### **Structure of Report**

- 1.12 The remainder of this executive report is as follows:
- Section 2 provides a resume of existing shopping patterns, as derived from the NEMS from the November 2008 survey;
  - Section 3 sets out the findings in relation to quantitative need;
  - Section 4 deals with qualitative need; and
  - Section 5 sets out are recommendations in relation to locations for meeting the identified retail needs.

## 2 SHOPPING PATTERNS IN 2008

2.1 The retail spending patterns derive from a survey of 1,200 households undertaken by NEMS Market Research in November 2008. The survey area (Figure 2.1) covers the whole of the administrative area of Sunderland and part of South Tyneside to the north, part of Gateshead to the west and parts of Durham to the south-west and the south-east. The survey area, which represents the overall catchment area for Sunderland, has a population in 2011 of approximately 438,000 and was divided into twelve zones based on wards. Zones 1 and 2 form North Sunderland, Zone 3 is Washington, Zones 4 and 8 are the Coalfield and Zones 5, 6 and 7 represent Central Sunderland.

**Figure 2.1 The Overall Catchment Area (the OCA) of Sunderland**





## Comparison Goods Spending Patterns

2.2 The November 2008 NEMS survey has been rolled forward to a new base year of 2011, assuming that comparison goods shopping patterns have not changed materially in the intervening period (Spreadsheets 2 and 3a). Indeed, the only significant retail developments that have occurred since November 2008 are an extension to the Sainsbury's store at Silksworth Lane and an extension to the retail floorspace at the ASDA store at Leechmere Road. Thus, the main findings in relation to comparison goods spending patterns (Spreadsheet 3a) are that:

- 56.0 per cent of the comparison goods expenditure of residents of Sunderland's overall catchment area (the OCA) is spent in town centres, retail parks and free-standing stores located within the OCA.
- The highest localised levels of comparison goods expenditure retention, as expected, are Zone 6, which contains Sunderland City Centre and Zone 3, which contains Washington Town Centre.
- Sunderland City Centre secures a comparison goods market share in excess of 40 per cent in Zones 1, 2, 5, 6 and 7, which collectively constitute its core catchment. The City Centre's comparison goods market share is highest in Zones 2 (North West Sunderland) and in Zone 5 (West Sunderland).
- The City Centre's comparison goods market share is lower than 20 per cent in all other zones, except Zone 12 (Seaham and Easington), which suggests that there is room for improvement in its performance as a sub-regional centre. Indeed, the City Centre's comparison goods market share for residents of the Coalfield is just 16 per cent and for residents of Washington it is just five per cent.
- The primary sources of leakage of comparison goods expenditure are to Special Forms of Trading (SFT), which accounts for £111m, to Newcastle City Centre which accounts for £88m, to the Metro Centre at Gateshead which accounts for £75m and to South Shields Town Centre which accounts for £45m.
- Sunderland City Centre has an estimated comparison goods turnover of £291m and Washington Town Centre has an estimated comparison goods turnover of £92m.

- Houghton-le –Spring Town Centre has a comparison goods turnover of just £4.6m, which is less than a third of the expenditure which flows to each of the Pallion and Trimdon Street Retail Parks and to the ASDA at Boldon Colliery.
- 2.3 In order to assess likely changes in retail spending patterns up to 2017, we have modelled the impact of eight planning commitments, including the extensions which have already occurred to the Sainsbury’s store at Silksworth Lane and to the ASDA at Leechmere Road. Other commitments include the Sunderland Riverside Retail Park, the proposed Sainsbury’s store at Riverside Road, the new Local Centre at North Hylton, Phase 2 of the Peel Centre in Washington and the Armstrong Retail Park in Washington.
- 2.4 The effect of these commitments increases the aggregate comparison goods retention rate from 56.0 per cent to 58.7 per cent (Spreadsheet 10). However, all of the commitments are located in out of centre locations, so that there would be a drop in the share of comparison goods expenditure achieved by the City Centre from 28.1 per cent at the time of the 2008 survey, to 24.1 per cent (Spreadsheet 10 compared to Spreadsheet 3a). There would also be a reduction in Washington Town Centre’s market share from 8.9 per cent to 7.9 per cent.

### **Convenience Goods Spending Patterns**

- 2.5 The pattern of convenience goods spending, as revealed by the November 2008 NEMS survey, are set out in Spreadsheets 12 and 13a; these reveal that:
- the overall aggregate retention level is 82.0 per cent, with the main leakage destinations being to stores in Durham and to South Shields Town Centre;
  - the highest localised retention rates – which is the proportion of expenditure of residents of a specific zone which is spent in shops located within that zone – is highest in Zone 3 (Washington), at 87.5 per cent, and in Zone 1 (North East Sunderland), at 72.1 per cent;
  - the localised retention rate in Zone 2 (North West Sunderland) is just 8.3 per cent and the combined retention rate for the Coalfield area (Zones 4 and 8) is also low, at 23.3 per cent.

- 2.6 The low localised retention rates in Zones 2, 4 and 8 were the reasons for the identification of the Coalfield and North Sunderland as gap areas in the original study.
- 2.7 Table 2.3 of our main report summarises the primary destinations for convenience goods expenditure, based on the November 2008 survey. Table 2.3 reveals the dominance of large food superstores. Indeed, some £313m of convenience expenditure flows to just seven stores, which represents almost half of the aggregate convenience expenditure of all residents in the OCA. The four largest stores have convenience turnovers in excess of £50m, these being the ASDA stores at Leechmere Road, at The Galleries in Washington and at Boldon Colliery and the Wm Morrisons store at Doxford Park.
- 2.8 However, since the original study the J Sainsbury's store at Silksworth Lane has been extended and three new commitments have arisen that will provide for further convenience floorspace; these are the redevelopment of the Sunderland Retail Park for Tesco, the redevelopment of Riverside Road for Sainsbury and a new Local Centre incorporating a medium sized supermarket at North Hylton.
- 2.9 Thus, in order to assess likely changes in convenience shopping patterns in the period up to 2017, we have constructed an impact model which incorporates these commitments. Spreadsheet 20 sets out the resultant market shares and Spreadsheet 21 sets out the corresponding pattern of absolute money flows. Spreadsheet 21 reveals that the aggregate retention rate for convenience goods expenditure increases only marginally to 82.9 per cent as a result of implementation of the commitments. However, Spreadsheet 20, when compared with Spreadsheet 12, reveals a significant improvement in the localised market share in Zone 2, from 8.3 per cent to 60.1 per cent.

## 3 QUANTITATIVE RETAIL NEED

### Introduction and Methodology

3.1 In undertaking our updated assessment of quantitative need we have undertaken a seven step approach which is consistent with the methodology employed in the original study.

These seven steps are as follows:

- a) Establish the overall catchment area for Sunderland (the OCA), which is shown in Figure 2.1 and covers the whole of the administrative area of Sunderland, together with parts of South Tyneside, Gateshead and County Durham.
- b) Assess the existing level of population and existing volume of retail expenditure of those who reside within the defined catchment area and apply forecasts of population change and per capita expenditure growth, so as to establish the overall level of projected growth in expenditure for residents of the catchment area.
- c) Establish where the expenditure of residents of the catchment area is currently spent, through the use of an empirical survey of households resident within the catchment area, and thereby establish the proportion of expenditure which is currently retained by town centres and freestanding stores located within the catchment – that is the aggregate retention rate - and assess the growth in retained expenditure, using, initially, a constant retention assumption.
- d) Make an allowance for growth in inflows of expenditure into the catchment area from those who reside outside the catchment area, if this is justified.
- e) Make an allowance for under-trading or over-trading in the base year, if this is justified on the basis of clear empirical evidence.
- f) The growth in retained expenditure (step c.), is added to the growth in inflows (step d.), and an allowance for under / over-trading (step e.), so as to derive an initial expenditure surplus. Thus, the next step is to make allowance for 'claims' on the initial surplus expenditure, as a result of:
  - floorspace efficiency change;

- growth over time in special forms of trading (SFT); and
- planning commitments.

g) The culmination of steps a. to f. is the calculation of the residual expenditure pot which is potentially available for new retail floorspace, under a constant retention assumption. Thus, the final step is to develop alternative scenarios for calculating growth in residual expenditure, based on:

- increases or decreases in the projected retention level; and
- sensitivity testing of key assumptions.

3.2 The methodology we have employed is the same in both the comparison and convenience sectors. In the comparison sector, however, we have allowed for a larger increase in the aggregate retention level. Indeed, we consider that the Core Strategy should aspire to achieve an increase in the comparison goods expenditure rate of seven percentage points in the period up to 2032, with a five percentage point increase in the period to 2022. In the convenience sector, we consider it reasonable to plan for an increase in the aggregate retention level of four percentage points from 82.0 per cent in 2011, to 84.0 per cent in 2022 and to 86.0 per cent in 2032.

### **Quantitative Need in the Comparison Goods Sector**

3.3 The findings of our need assessment in the comparison goods sector are set out in Spreadsheets 4a and 4b of Volume 3, and summarised in Table 3.1 for both the static retention and uplift in retention scenarios. It should be noted that this quantitative need is over and above the eight comparison commitments listed in Spreadsheet 5a.

**Table 3.1 Summary of Quantitative Need in the Comparison Goods Sector for the OCA**

	Static Retention (sq.m gross)	Uplift in Retention (sq.m gross)
2011 - 2017	- 13,500	- 3,200
2017 - 2022	17,000	26,700
2022 - 2027	18,100	25,600
2027 - 2031	20,800	29,700
2011 - 2022	3,500	23,500
2011 - 2027	21,600	49,100
2011 - 2032	42,300	78,800

- 3.4 Thus, under both retention scenarios, there is no quantitative need in the comparison goods sector in the first period to 2017, with a negative residual that ranges from minus 13,500 sq.m gross, to minus 3,200 sq.m gross for the overall catchment area (the OCA). This is as a result of the suppressed expenditure growth in this period, and the fact that growth in retained expenditure is more than offset by the claims made on this growth as a result of growth in floorspace efficiency (sales per sq.m) for existing retailers, existing commitments and growth in money spent through Special Forms of Trading (SFT).
- 3.5 However, in the second period from 2017 to 2022, there is a positive requirement that is in the range 17,000 sq.m gross to 26,700 sq.m gross. Thus, over the total period 2011 to 2022, the positive requirement is in the range 3,500 sq.m gross to 23,500 sq.m gross, depending on the retention scenario.
- 3.6 In the period between 2011 and 2027, the requirement increases to a range of 21,600 sq.m gross to 49,100 sq.m gross. The assessment of need post 2027 is difficult because of the uncertainty regarding expenditure forecasts over such an extended period. Moreover, the effects of expenditure growth over time become exponential. Thus, with this caveat in mind, the quantitative need in the overall period up to 2032 is in the range 42,300 sq.m gross to 78,800 sq.m gross.
- 3.7 We recommend that the Core Strategy seeks to provide for the floorspace associated with the uplift in expenditure retention, rather than the need identified under the static retention scenario.

## Quantitative Need in the Convenience Goods Sector

- 3.8 The findings of our need assessment in the convenience goods sector are set out in Spreadsheets 15a and 15b of Volume 3, and is summarised in Table 3.2 for both the static retention and uplift in retention scenarios. Again, the floorspace requirement we have identified is over and above the four existing commitments listed in Spreadsheet 16a.
- 3.9 It should be noted, also, that the floorspace requirement we have identified is dependent, ultimately, on the end operator; for example, some operators (such as Lidl and Aldi) will trade at much lower sales densities than the four leading operators (Tesco, ASDA, Sainsbury and Wm Morrison). For the purposes of this assessment, we have utilised an average sales density of £10,000 per sq.m in 2011, rising to £10,554 per sq.m by 2032, so that the floorspace requirement we have identified represents the mid-range in terms of lower and higher order operators.

**Table 3.2 Summary of Quantitative Need in the Convenience Goods Sector for OCA**

	Static Retention (sq.m gross)	Uplift in Retention (sq.m gross)
2011 - 2017	- 3,900	- 2,900
2017 - 2022	2,000	3,200
2022 - 2027	2,400	3,600
2027 - 2031	2,300	3,600
2011 - 2022	- 1,900	300
2011 - 2027	500	3,900
2011 - 2032	2,800	7,500

- 3.10 Under both retention scenarios, there is a negative convenience goods floorspace requirement in the period 2011 to 2017 for the OCA as a whole, which is in the range minus 3,900 sq.m gross to minus 2,900 sq.m gross. As with the comparison goods sector, the negative residual reflects the fact that growth in retained expenditure up to 2017 is more than offset by floorspace efficiency growth, the turnover requirements of existing commitments and a small amount of growth in Special Forms of Trading (SFT).
- 3.11 Indeed, even under the retention uplift scenario, there is a negligible quantitative need in the convenience goods sector up to 2022. In the longer term, the quantitative need up to

2027 under the retention uplift scenario is only 3,900 sq.m gross, rising to 7,500 sq.m gross by 2032.

3.12 However, this floorspace requirement relates to the OCA as a whole, and our assessment of spending patterns in Section 2 reveals that even following the implementation of existing commitments, there remain two clear localised deficiencies. The first is in the Coalfield, where the existing level of convenience goods expenditure retention is only 23 per cent and where there is a clear need for a food superstore in Houghton-le-Spring. The second convenience goods deficiency is in the City Centre, where the largest store is the Tesco Metro, which has a sales area of 615 sq.m.

3.13 Thus, in the Coalfield area (Zones 4 and 8) we consider that an uplift in the localised convenience goods retention level to 60.0 per cent is desirable and achievable. This would increase the retention of convenience goods expenditure in the Coalfield by £27.5m which would support a new food superstore with a sales area of approximately 2,800 sq.m. Such a store is likely to have a comparison goods component of around 1,500 sq.m sales area giving a total sales area of 4,300 sq.m, which would represent a store of approximately 6,600 sq.m gross. We understand that a superstore of approximately this dimension is to be provided on the former Colliery site, which has long been identified for mixed-use development, under Policy HA31 of the UDP.

3.14 In the City Centre, we consider that the Holmeside site continues to represent an opportunity for mixed-use development that could incorporate a foodstore with a sales area of around 3,400 sq.m, which would translate into a store of around 5,200 sq.m gross.

### **Conclusion in Relation to Quantitative Retail Need**

3.15 We recommend that the Core Strategy seeks to provide for up to 23,500 sq.m gross of comparison floorspace by 2022, increasing to 49,100 sq.m gross by 2027 and to 78,800 sq.m gross by 2032. These requirements are over and above existing commitments. However, the provision of new floorspace beyond 2022 needs to be subject to a plan, monitor and manage approach given the uncertainty in forecasting expenditure beyond the next ten years. In Section 5, we make recommendations as to where this floorspace



should be provided and consider whether there is a requirement to amend the Retail Core, as defined in UDP Alteration No.2.

- 3.16 In the convenience sector, the two clear remaining gaps, following implementation of the commitments, will be in the Coalfield, which is being addressed by development at Houghton Colliery and in the City Centre.

## 4 QUALITATIVE NEED

### Introduction

4.1 In our view, there are five indicators of qualitative need in the retail sector; these are as follows:

- deficiencies, or ‘gaps’ in existing provision;
- consumer choice and competition;
- overtrading, congestion and overcrowding of existing stores;
- location specific needs such as deprived areas and underserved markets; and
- the quality of existing provision.

### Comparison Goods Sector

4.2 Existing shopping patterns in the comparison goods sector reveal substantial leakage of expenditure to electronic forms of retailing and to competing destinations such as Newcastle City Centre and the Metro Centre at Gateshead. Thus, the priority in the comparison goods sector is to establish Sunderland City Centre as the destination of choice for comparison goods shopping for residents of its core catchment (Zones 1, 2, 5, 6 and 7). At present the City Centre achieves a comparison goods market share of at least 40 per cent for each of these five zones, but its market share is less than 20 per cent in all other zones, except Zone 12 (Seaham and Easington).

4.3 Indeed, the City Centre’s market share for the residents of the Coalfield is just 16 per cent, which is too low for a strongly performing sub-regional centre. Moreover, the City Centre attracts only five per cent of the comparison expenditure of residents of Washington, again reflecting its relatively poor performance as a sub-regional centre.

4.4 Thus, in order to perform more strongly as a sub-regional centre there is a need to secure a critical mass of quality retail floorspace which is attractive to retailers in the middle and upper middle sectors of the market. Such development is unlikely in the short term, but much of the need we have identified in the comparison sector arises after 2017, so that there will be time to identify development opportunities over the next few years.

- 4.5 Elsewhere in the catchment area, Washington Town Centre provides a diverse range of comparison goods retailing, albeit focused towards the middle to lower end of the retail spectrum in terms of the quality of the offer. Nevertheless, Washington Town Centre performs well within its local zone, attracting 40.1 per cent of the comparison goods expenditure of Zone 3 residents, and we consider that there is limited physical capacity within Washington Town Centre for any large-scale floorspace extensions.
- 4.6 Thus, the focus in Washington should be to maintain and enhance the centre's attractiveness in the face of competing development which is proposed at the nearby Peel Centre and Armstrong Retail Park. Thus, the owner of The Galleries Shopping Centre should be encouraged to continue with its investment programme in improving the physical appearance of the centre and maintaining the low level of vacancy which currently exists.
- 4.7 Despite its designation in the UDP as a town centre alongside Washington, Houghton-le-Spring performs a notably lesser role than Washington Town Centre in comparison goods terms. Indeed, Spreadsheet 3a reveals that Houghton-le-Spring has a comparison goods turnover of just £4.6m in 2011, compared to a turnover of £92.3m for Washington Town Centre.
- 4.8 Indeed, the findings of the health check of Houghton-le-Spring, which informed the 2009 retail study, revealed that the centre has a limited comparison sector, so that there is a qualitative need to further enhance the role and function of the centre in retail terms. Nevertheless, we acknowledge that there is limited physical capacity or market demand, to support a large-scale expansion of the centre in retail terms, so that the focus in Houghton should remain on qualitative improvements to the centre, and, where the opportunities arise, infill development to provide small scale improvements to the comparison retail offer.

### Convenience Goods Sector

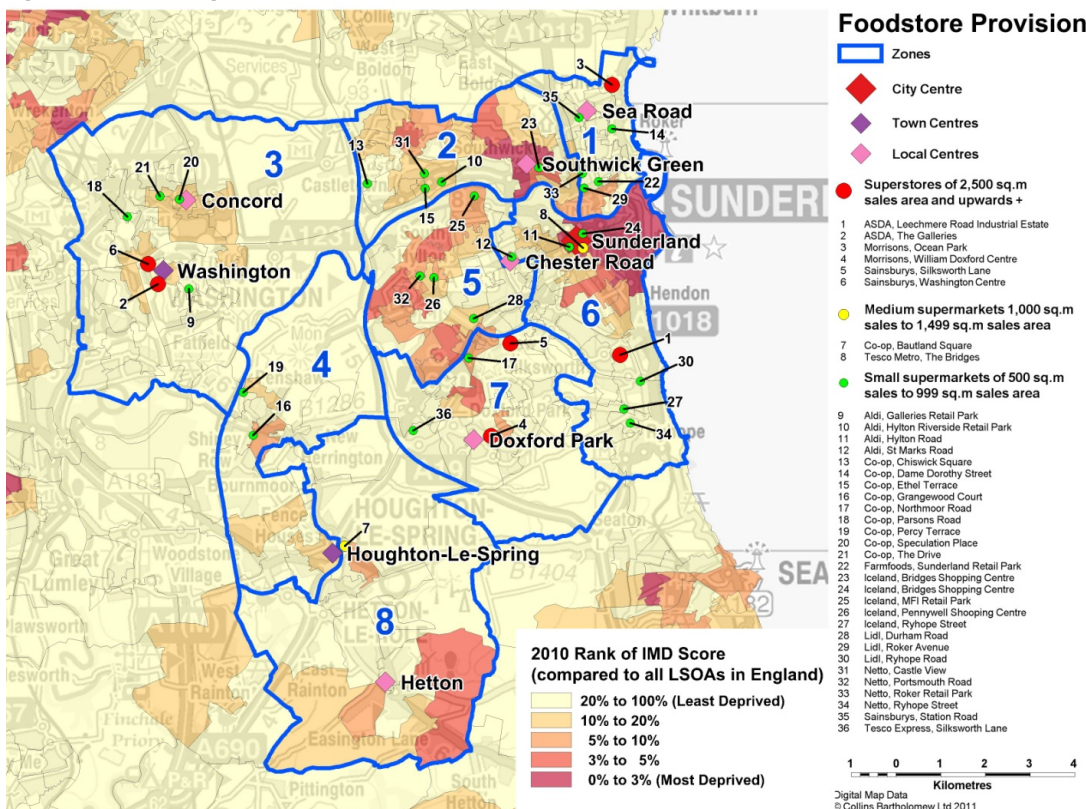
- 4.9 A key indicator of qualitative need in the convenience sector is the existence of localised deficiencies, or 'gap' areas. Figure 4.1 sets out the existing distribution of foodstores and centres within Sunderland's administrative area, superimposed on mapping of the year

2010 Index of Multiple Deprivation. Figure 4.1 reveals that a gap area exists in the Coalfield sub-area (Zones 4 and 8). The Coalfield contains Houghton-le-Spring Town Centre and Hetton Local Centre. However, there is no food superstore in the Coalfield and the largest convenience store is the Co-op in Houghton-le-Spring. Figure 4.1 also shows that there is no food superstore in Zone 2, although this is being rectified by the Sainsbury's commitment at Riverside Road.

4.10 Zone 5 is the only other zone without a food superstore and this area has significant levels of multiple deprivation. However, the highest level of acute deprivation is in the four LSOAs which surround the City Centre and this provides further evidence of a qualitative need for enhancement of the City centre's convenience goods offer.

4.11 The gap areas are characterised by low levels of retention of convenience goods expenditure. Table 4.1 provides a summary of the aggregate retention rates for five sub-areas, both before the implementation of existing commitments, in 2011, and post implementation in 2017.

**Figure 4.1 Existing Provision of Foodstores and Centres within the Sunderland Catchment Area**



**Table 4.1 Summary of Aggregate Convenience Goods Retention Levels for the Five Sunderland Sub-Areas Before and After Implementation of Existing Commitments**

Sub-Area	Retention Level in 2011 Pre-Commitments (%)	Retention Level in 2017 Post Commitments (%)
North (Zones 1 and 2)	50.8	85.5
South (Zones 5 and 7)	48.5	47.0
Washington (Zone 3)	87.5	84.4
Coalfield (Zones 4 and 8)	23.3	22.7
Central Sunderland (Zone 6)	64.1	55.6

- 4.12 Table 4.1 shows that implementation of the commitments at Sunderland Retail Park and at Riverside Road will boost the localised convenience goods retention level in Zones 1 and 2 to 85.5 per cent. Thus, these commitments meet all of the quantitative and qualitative need likely to arise in north Sunderland for the foreseeable future.
- 4.13 Thus, the obvious remaining gap area is the Coalfield where the qualitative need for a new food superstore is being addressed at the Houghton Colliery site, which has long been identified for mixed-use development, including shopping, under Policy HA31 of the adopted UDP.
- 4.14 In Washington, the localised retention rate for convenience goods is already very high. Nevertheless, we are aware of the current market interest in providing for further convenience retailing in Washington’s catchment area and there are planning applications to develop new food superstores at the out-of-centre Peel Centre and at the out-of-centre Armstrong Industrial area. These applications will need to be determined, having regard to the impact and sequential tests incorporated in the NPPF.
- 4.15 Within the South Sunderland sub-area, the localised convenience retention will reduce very slightly to 47 per cent following implementation of commitments by 2017. Thus, whilst the qualitative need in this sub-area is not as pressing as in the Coalfield area, there is still some scope for improvement. Such a need could be met through the extension of one of the existing stores located within this area, and we note that the Wm Morrison at Doxford Park is currently overtrading by approximately £18m (See Spreadsheet 14).
- 4.16 So far as Central Sunderland is concerned, there remains a localised deficiency in convenience goods provision within the City Centre given that the largest foodstore in the

City Centre is the Tesco Metro in the Bridges, which has a convenience goods sales area of just 615 sq.m; this store is currently overtrading by around £10m. This lack of provision is reflected in the low localised convenience goods retention rate for the Central Zone of just 55.6 per cent in 2017, and with the City Centre attracting just 15 per cent of the convenience expenditure of the residents of the Central Zone (Spreadsheet 20).

## 5 LOCATIONS FOR ACCOMMODATING THE IDENTIFIED NEED

### Comparison Goods Sector

- 5.1 In the comparison goods sector, we have identified a quantitative need for up to 78,800 sq.m gross of additional comparison goods floorspace throughout the OCA in the period 2011 to 2032, assuming success in increasing the retention level. However, in the medium term the focus must be on meeting the need we have identified up to 2027 of 49,100 sq.m gross. We consider that around three quarters of this need should be directed towards the City Centre i.e. up to around 37,000 sq.m gross by 2027, with much of the balance provided in Washington Town Centre, and not in out-of-centre locations, given the number of out-of-centre commitments which already exist.
- 5.2 Potential sites for meeting comparison goods retail need in the City Centre in the period up to 2027 include:
- **Holmeside Triangle** – This site is currently allocated for mixed-use development, including A1 retail, in the adopted UDP Alteration No. 2 (Policy SA55A.1). A recent proposal by Ashall Property included approximately 6,000 sq.m gross of comparison goods retail as part of a mixed-use scheme that also included a foodstore and leisure uses.
  - **Crowtree Leisure Centre** – This site is likely to offer the best opportunity for an extension to the Bridges Shopping Centre, the latter forming the existing focus of the City Centre’s comparison retail offer. The Crowtree Centre is in the ownership of the City Council, so that land assembly would not present a barrier to the redevelopment of this key site. In total, we estimate that this site has the potential to accommodate around 15,000 sq.m to 20,000 sq.m gross of modern, high quality comparison retail floorspace on two to three levels.
  - **The Station** – There is potential to provide some element of retail development as part of transforming Sunderland’s Station into a new gateway into the City, as envisaged in the Economic Master Plan. However, the quantum of any retail floorspace associated with redevelopment of the Station is likely to be limited.

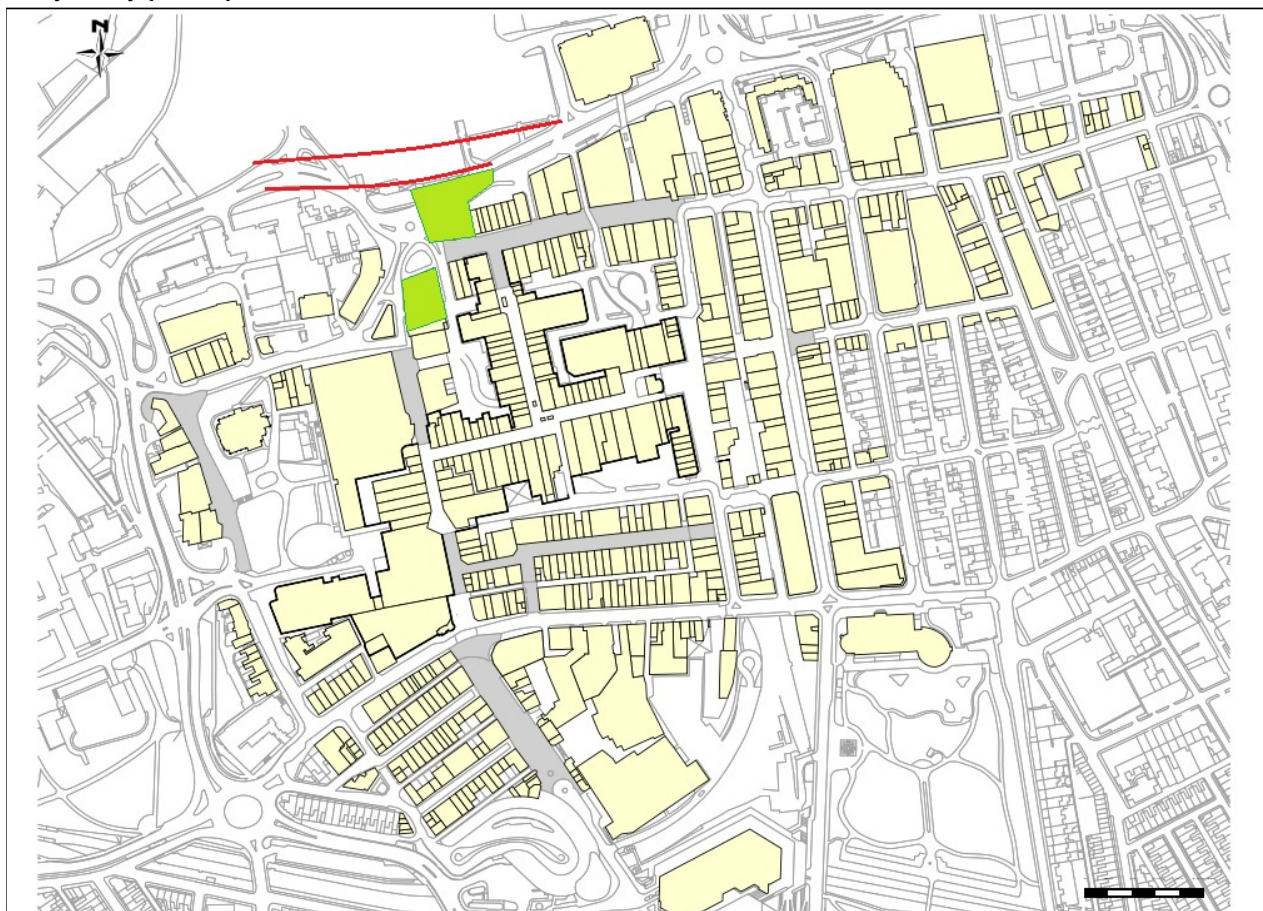
5.3 Thus, it is unlikely that these three development opportunities will be able to provide for the full quantum of comparison goods retail need that we have identified for the City Centre, of around 37,000 sq.m gross by 2027. We consider, therefore, that there will be a need to make a small amendment to the boundary of the existing Retail Core, as currently defined by Policy S2A of the UDP Alteration No.2. Indeed, we note the provisions of Paragraph 23 of the recently published NPPF, which states that:

*'It is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability. Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites.'*

5.4 Thus, we recommend a small extension of the Retail Core at the western end of High Street West. This would be enabled following the proposed realignment of St. Mary's Way, which the Council anticipates will be completed by 2017. Facilitating additional, high quality comparison retail development in this area would assist, also, in promoting the redevelopment of the Crowtree Leisure Centre. It is anticipated that extending the retail core in this manner would accommodate up to 15,000 sq.m gross of additional comparison goods floorspace, some of which would be set over three floors.



**Figure 5.1 Suggested Extension to the Retail Core (shaded in green) and Realignment of St. Marys Way (in red)**



### Convenience Sector

- 5.5 In the convenience sector there is no further aggregate requirement for new floorspace until after 2022. Indeed, the quantitative need in the convenience sector, up to 2027 is just 3,900 sq.m gross and this increases to only 7,500 sq.m gross by 2032. However, two clear gap areas will remain, even after implementation of these commitments. The first gap area is the Coalfield, where there is a quantitative and qualitative need for a new food superstore in Houghton-le-Spring. Indeed, we understand that a proposal for such a store is being brought forward at the former Houghton Colliery site, which has long been identified for mixed-use development in the UDP.
- 5.6 The second gap is in the City Centre, where convenience retailing is dominated by the relatively small Tesco Metro store and Iceland. There is a qualitative case for a relatively large foodstore to form part of the mixed-use development potential of the Holmeside

Triangle site, but other opportunities for convenience retail may include the re-use of relatively large units such as the existing Primark store on Fawcett Street, following Primark's relocation to The Bridges.

<p><b>CABINET MEETING – 18 APRIL 2012</b></p> <p><b>EXECUTIVE SUMMARY SHEET – PART I</b></p>	
<p><b>Title of Report:</b> Revision to School Admission Arrangements - September 2012</p>	
<p><b>Author(s):</b> Executive Director Children’s Services</p>	
<p><b>Purpose of Report:</b> The purpose of the report is to seek approval to changes to specific PANs for September 2012, previously agreed by Cabinet at their meeting of 11 March 2011 and for the Executive Director, in consultation with the Cabinet Member for Children and Learning City, be given delegated authority to determine any further exceptional changes to PANs if this is necessary . This is to relieve pressure on reception places due to oversubscription in particular schools in the Washington and South areas of the City.</p>	
<p><b>Description of Decision:</b> Cabinet is recommended to approve:</p> <ul style="list-style-type: none"> <li>i the revised PANs set out at 4.1 of this report;</li> <li>ii the Executive Director, in consultation with the Cabinet Member for Children and Learning City, be given delegated authority to determine any further exceptional changes to PANs if this is necessary.</li> </ul>	
<p><b>Is the decision consistent with the Budget/Policy Framework?</b> <span style="float: right;"><b>Yes</b></span></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> Cabinet approval of the proposed changes will address the currently identified pressures in the Washington and South areas of the City.</p>	
<p><b>Alternative options to be considered and recommended to be rejected:</b> The alternative is not to approve the proposed changes to PANs, which would not address the pressure on places.</p>	
<p><b>Impacts analysed:</b></p> <p>Equality <input 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> <span style="float: right;">Yes</span></p>	<p><b>Relevant Review Committee:</b> Children, Young People and Learning</p>
<p><b>Is it included in the Forward Plan?</b> Yes</p>	



**REVISION TO SCHOOL ADMISSION ARRANGEMENTS - SEPTEMBER 2012**

**REPORT OF THE EXECUTIVE DIRECTOR CHILDREN'S SERVICES**

**1. PURPOSE OF THE REPORT**

- 1.1 To seek approval to changes to specific Published Admission Numbers (PANs) for September 2012, previously agreed by Cabinet at their meeting of 9 March 2011 and for the Executive Director, in consultation with the Cabinet Member for Children and Learning City, be given delegated authority to determine any further exceptional changes to PANs if this is necessary. This is to relieve pressure on reception places due to oversubscription in particular schools in the Washington and South areas of the City.

**2. DESCRIPTION OF THE DECISION**

Cabinet is recommended to approve:

- i. the revised PANs set out at 4.1 of this report;
- ii. the Executive Director, in consultation with the Cabinet Member for Children and Learning City be given delegated authority to determine any further exceptional changes to PANs if this is necessary.

**3. BACKGROUND**

Cabinet agreed recommendations to approve admission arrangements for September 2013 at its meeting on 14<sup>th</sup> March 2012. Paragraphs 4.4 and 4.5 of that report also informed Members that a programme of meetings had taken place with headteachers and chairs of governors in each ward area of Washington and in the South area of the City, to explore solutions to accommodate a projected shortfall in places for September 2012. This report provides an update on that position and solutions to the issues identified.

**4. CURRENT POSITION**

- 4.1 The following changes to PANs for September 2012 are proposed, subject to governing body agreement for each school:

**Washington area:**

School	Approved PAN	Revised PAN
Biddick Primary	30	50
George Washington Primary	60	70

**South area:**

Highfield Primary	45	60
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- 4.2 The above changes will help to address the currently identified pressures in these two areas. As the admission round progresses late preferences and changes in preference also impact upon schools ability to offer places and so consideration is also being given to additional places in Washington at Lambton, Oxclose or Holley Park Primary Schools, all of which have indicated they are willing to take additional pupils in September, should there be the demand. An assessment will take account of oversubscription, any building works that may need to be carried out to accommodate the additional numbers and the location of each school within the area to determine the most appropriate school or schools to meet demand. South Hylton Primary School has also offered additional places to meet demand should there be insufficient places available in the west area. This will be kept under review, pending the progress and impact of Grindon Hall Free School on admissions in the area (paragraph 4.6 sets out a brief update of the position) and the impact of admissions at Academy 360, where governors are currently consulting on increasing their PAN from 45 to 60 to reflect a trend of oversubscription and successful appeals.
- 4.3 Given the emerging position described in 4.2, Cabinet is asked to approve that the Executive Director of Children's Services, in consultation with the Cabinet Member for Children and Learning City be given delegated authority to agree any further exceptional PAN changes for September 2012 should this be necessary.
- 4.4 Members are aware of the impending opening of Grindon Hall Free School in September 2012. However, the school has not yet had the Funding Agreement finalised and has therefore been informed by Department for Education (DfE) that they cannot offer places for Reception or Year 7 at this stage. This will have an impact on admissions generally in that where first preferences have been received for Grindon Hall these will not be able to be progressed immediately therefore second or third preferences for Sunderland Schools will be offered where possible. When Grindon Hall is in a position to offer places this will impact on maintained schools if parents then choose to reject an offer previously made for a maintained school in favour of a place at Grindon Hall.

## **5. REASONS FOR THE DECISION**

- 5.1 Cabinet approval of the proposed changes will address the currently identified pressures in the Washington and South areas of the City.

## **6. ALTERNATIVE OPTIONS**

- 6.1 The alternative is not to approve the proposed changes to PANs, which would not address the pressure on places.

## **7. LEGAL IMPLICATIONS**

- 7.1 Increases to Public Admission Numbers are an executive decision of Cabinet. This report seeks delegated authority where appropriate, as outlined in the recommendation at 2.ii.
- 7.2 Should the increased PANs be agreed, places will be allocated up to the revised PANs and, unless there is oversubscription above the revised PAN, there will be no necessity for parents to go through the appeal process

## **8. RELEVANT CONSULTATION**

- 8.1 Consultation took place with Headteachers and Chairs of Governing Bodies of the relevant schools and with Ward Members.

## **9. BACKGROUND PAPERS**

- 10.1 Cabinet report of 14<sup>th</sup> March 2012.

