

Back on the Map

Hendon and East End

Regeneration Framework

OCTOBER 2009



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Executive Summary

Introduction

This is the executive summary of the Hendon and East End Regeneration Framework, and should be read alongside the full report.

Background

The Hendon and East End area of Sunderland City has historically suffered from high rates of unemployment; a poor quality, industrial environment; high crime rates; poor accessibility; poor health indicators; and inadequate standards of housing. In an effort to address these issues in a co-ordinated and focused manner, the East End and Hendon New Deal for Communities Partnership (termed 'Back on the Map' following community consultation) was created as part of the second round of the Government's key regeneration initiative in 2001. Just under £54 million of funding was made available to cover the period 2001 – 2011.

The stated aims of the 'Back on the Map' (BotM) partnership include reducing the area's unemployment and crime, improving health and housing and increasing community involvement. Over the last seven years, the work of the BotM community-led partnership has resulted in a notable improvement in many of these areas. BotM was set 44 outcome targets to achieve by March 2011 across 6 thematic areas. Each target is generally expressed as a gap against a national or City Centre wide level of performance. Investment through the NDC programme has aimed to close these gaps, lifting communities out of the level of disadvantage they face.

The targets consist of a mix of hard data provided by external bodies, and qualitative data taken from anonymous surveys of local residents. The performance for each target is assessed against the rate of improvement required each year.

BotM has 7 key outcomes, the most important to Government, and of these 5 are green, 1 amber and 1 red based on 2008 data. Across the 44 targets some 25 are green, 14 amber and 5 red. The majority are on trajectory to meet their targets for 2011. This performance is impressive given the area was one of the most disadvantaged out of the 39 NDC partnerships.

Achievements include:-

- Residents who view void properties as a problem down 6% since 2002
- Virtually 100% decent homes standard – target achieved
- Average house prices now 93% of the City Centre average from only 51% in 2002 – target exceeded
- Residents satisfied with the area as a place to live up by 13% to 74%
- Over 20ha of underused or derelict land improved – target exceeded
- Smoking rate reduced by 7%
- Pupils achieving 5 grade A-C at GCSE up from 22% to 50%
- Pupils who are NEET (Not in Education, Employment or Training) down 9% since 2006 in the face of national figures increasing – target exceeded
- Total crime rate down from 261.58 in 2002 to 142.6 in 2008 (figures expressed per 100,000 head of population) – target exceeded
- People feeling part of the community has improved by 28% up to 56%
- People who feel the BotM has improved the area up 15% to 72% - target exceeded

Arup, with Matrix and King Sturge were commissioned in 2005 to undertake a Baseline Study to identify the issues and opportunities to address them in a subsequent Regeneration Framework of the NDC area. This Regeneration Framework will guide the regeneration, management, promotion and, where appropriate, the redevelopment of Hendon and the East End. The Regeneration Framework will seek to realise investment in the area by both private and public bodies while providing a clear structure for continued community involvement throughout the process. Although the work commenced in 2005, it became necessary to suspend work while the Middle Hendon Neighbourhood Renewal Assessment was completed. Work commenced on this project in June 2006. The work of the Regeneration Framework recommenced in spring 2008, with a review of the Baseline and initial Issues and Options work, prior to commencing work on the Regeneration Framework itself.

The production of this comprehensive Regeneration Framework has involved consultation with community representatives, interest groups, stakeholders, public agencies, business community and other key consultees. The study partners anticipate that the Hendon and East End Baseline Study and Regeneration Framework will provide the evidence base for the future planning policy framework for the area, and continue to inform the regeneration of the area when the NDC programme ends in 2011.

Vision and Key Themes

Vision

The vision for Hendon and the East End sets out the clear ambition for the regeneration of the area. The vision recognises the current strengths of the area while at the same time recognising the need for change.

“Hendon and the East End – Neighbourhoods between the City Centre and the Sea”

‘...To bring to the fore the unique qualities of living and working by the sea for a community with roots in the past but with an eye to the future...’

People will aspire to live in the Hendon and East End area. Residents will have decent homes in a clean and pleasant environment and will feel safe from crime and anti-social behaviour. They will thrive and achieve their potential in a community where there are greater opportunities for employment, education and lifelong learning. The East End and Hendon will be a place where local people enjoy good health and well-being.’

Hendon and the East End has many natural assets, but there are also a number of challenges which must be overcome for the vision to be realised. To address these challenges, a series of improvements needs to be in place. These improvements are described later in the Framework document and have been grouped under a number of themes for action:

- Community Legacy and Heritage;
- Accessible Local Amenities;
- Great Streets for People;
- Welcoming, Safe Neighbourhoods; and
- Supporting Local Employment.

Theme 1: Community Legacy and Heritage

History is a key feature of Hendon and the East End that contribute to the area's own unique identity. Some of these are structures which represent different functions or activities that were important to the history of the area. Some features derive from the strong community that grew around the port related industries that dominated in the past.

Not all of the historic structures are of exceptional quality or positive character but are important locally. Those of a weaker character should be focused upon as areas for enhancement within the broader historical setting they form (e.g. Long Streets).

Historically Hendon and the East End have been two separate areas with two different cultures. These communities grew alongside the export of coal from the port and its position as one of the largest shipbuilding towns in the world. Following the decline of the heavy industries in the North East, Hendon and the East End has become one of the most deprived areas in Sunderland. The Regeneration Framework builds on the communities' heritage to make sure that they have a place in the future where people can continue to live and work.

Theme 2: Accessible Local Amenities

Ensuring that local residents have access to good local shops, education, health, public transport, leisure, recreation and other community facilities is a fundamental requirement of successful places. At present the Hendon area in particular suffers from a lack of easily accessible and walkable local shopping and services. Parts of the Long Streets area fall outside of a 5-10min walk to the local centre at Villette Road, while the facilities at Suffolk Street are poor and do not provide an adequate level of provision for local residents.

In addition to local shops and services, the amenities to support local neighbourhoods also include the provision of employment/jobs, the quality and usability of public open spaces (including the sea front), and the location of cultural facilities. High quality open spaces are a requirement of successful places. They provide locations for informal recreation, and for play as well as other more formal organised sports. Our demand for ever more sophisticated forms of recreation impact on the types of open space that are necessary to meet these demands.

Sunderland and particularly Hendon and the East End has a strong history linked to the working port, through a marked decline in the employment density at the port has undermined the functioning of local neighbourhoods that once served the port. New business has emerged along Commercial Road, though the larger business and industrial parks serving Sunderland are now located beyond the City Centre fringe towards Washington at Doxford and Rainton Bridge. The coastline is a major asset and despite recent significant improvements, it is still largely inaccessible to local communities.

The Regeneration Framework seeks to address these shortcomings through identifying opportunities to provide better local centres, including an enhanced range of shops as well as repositioning the location of centres to make them more accessible.

Reconnecting local neighbourhoods to the sea through upgrading local routes and redeveloping key sites next to these routes is an important consideration addressed in the framework. Highlighting the need to improve the quality of and access to open spaces and parks is also a key aim of the Regeneration Framework.

Theme 3: Great Streets for People

Streets form the backbone to any urban area; they facilitate movement but are also 'places' in their own right. As such they must provide for a range of different uses and users. There are many streets within the study area that do not meet these basic requirements but only encourage heavy vehicular traffic movement (e.g. Commercial Road). Other streets are perceived as unsafe and have low quality design standards (e.g. the 'back' alleys to the Long Streets area). Villette Road does not prioritise the pedestrian even though it is a local, walkable shopping centre. Connections east to the sea are weak, unattractive and not maintained well while roundabout junctions discourage pedestrian crossing. In short, there are many issues to be addressed across the study area.

Key areas of focus within the framework therefore include the main roads through the area including Commercial Road, White House Road, Villette Road, and Gray Road. Other local

streets including Barrack Street, the 'back alleys' in the Long Streets area, and links eastwards to the coast are also addressed in the framework. The type of improvements to streets varies, e.g. traffic management, boulevardisation and tree planting along Commercial Road, or new pavements, benches and planting to the Long Streets, access to the coast and coastal improvements and upgrading of the back alleys environments generally.

Theme 4: Welcoming, Safe Neighbourhoods

The framework area has 3 distinct neighbourhoods – the East End; Middle Hendon; and, the Long Streets. These give rise to an overall structure and character to the area. The quality of the living environment within each neighbourhood varies markedly, and upgrading to all 3 areas in different ways is needed. This, broadly, includes housing refurbishment and new housing construction where feasible; open space enhancement and new provision; environmental upgrades to streets; addressing safety and security issues; and, the general attractiveness of the housing environment. Proposals for improvements of this nature are already well advanced for parts of Middle Hendon.

The fundamental premise of the framework is to create an attractive, walkable, clean and safe living environment which contributes to a welcoming and desirable place to live for existing residents but also for future new populations.

The area has many assets to build upon and the basic attributes of a wonderful place to live – it is close to the sea and promenade with excellent access into the city centre and all the amenities that has to offer, good rail transport connections, relatively high density housing in parts, local shops and unique historic features. The strategy is to ensure that all these assets perform at a higher level than they do at present and to retain the underlying community /social links and networks that exist – particularly in established areas such as the Long Streets.

Theme 5: Supporting Local Employment

Historically, the employment opportunities in Hendon and the East End (most notably the port / ship building) have led to the need for housing to allow people to live close to their work. This relationship is still present today, although a lot of the housing is perhaps better at meeting the needs of the residents of the past.

As the significance of the port as an employer to Hendon and the East End has dwindled, the importance to residents of the service-based economy within Hendon and the East End and in the neighbouring city centre, and the industrial type business space stretching from the port, south along Commercial Road has increased.

The Regeneration Framework supports the operation of existing businesses while showing how the type and character of employment areas can be improved upon. Much of the industrial space in the zone between Commercial Road and the port railway line exhibits a poor public realm quality that may be suitable for current uses but is less attractive to any future diversified employment function. The framework therefore proposes a revised layout for the area that directs the heavier industrial processes to the east of the zone. It also provides for development of new premises to the west and especially along Commercial Road that will be suitable for the needs of, and therefore help to attract, new, more modern business.

New employment locations are also proposed at the Southern Gateway to the area and at White House Road to help attract a wider range of companies. Encouraging the provision of new and expanded services in the local centres for the residents will maintain Hendon and the East End's ability to provide a choice of work locally. Improvements to the pedestrian routes which link to the city centre will also help to increase the access to employment opportunities for residents of Middle Hendon and the East End.

Combined with action to provide a wider and better choice of housing for the families of today, this will ensure a strong link between the availability of jobs and housing continues to exist in the area.

Sunderland City Council has recently commissioned work to set out the future economic strategy for the wider city region that will assist in clarifying the role, type and level of accommodation of employment space that should be provided at Hendon and the East End. The Regeneration Framework will therefore need to evolve to reflect the strategy set out in the Economic Masterplan when this becomes available later in 2009.

Regeneration Framework

The Framework has been produced to guide the regeneration, and where appropriate the redevelopment of Hendon and the East End. This document has been produced in accord with local, regional and national policy. It is the aspiration of BotM that this piece of work will ultimately form a part of the future planning policy framework of the area. The Regeneration Framework seeks to direct investment in the area by both public and private bodies.

Key aspects of what shapes the 'community' have been identified and the desire expressed that these should be preserved and or enhanced through the Regeneration Framework. These include:

- Key buildings, such as the Barracks, the Donnison School and the Boys' orphanage;
- A strong community spirit;
- Sense of place;
- Living close to where you work;
- Thriving centre for enterprise;
- The continued development of the port and its links to the area;
- Local amenities for local people, particularly shops and sporting facilities; and
- Being well connected to the surrounding areas.

The Overall Spatial Framework shown overleaf draws together into a single plan the actions proposed under each of the 5 themes. Overall, the spatial framework seeks to establish a comprehensive approach to regenerating the Hendon and East End area. It addresses the area's shortcomings and maximises existing assets.

Overall Spatial Framework



Delivery Strategy

The strategy for delivering the scale of physical change that continues to be required in Hendon and the East End is intertwined with the development market nationally and locally.

The potential funding sources that may contribute to the delivery of the framework are considered, particularly those outside the development market. Those relevant to each project are identified, along with the likely timescales for delivery.

Public funding can be secured from a variety of sources most of which are constrained. The conclusions from a check on what might realistically be available is summarised in the table below. This table is not intended to be fully comprehensive but to provide an indication of the most likely sources of public funding.

Short and Medium Term Public Funding Opportunities

Source	Conclusion
Sunderland City Council Capital Budget	Budgets are committed in the short/medium term. Opportunities for long term funding will be determined by the contribution that projects make to achievement of the objectives of the Sunderland Strategy and the Council's improvement priorities.
Sunderland City Council Revenue Budget	Revenue budgets are under pressure and are likely to remain so in the current climate.
Future Section 106 contributions	In the short term no future contributions are assumed. In the medium term contributions could be obtainable from new residential development if the statutory planning policies support this. However, development values in Hendon and the East End make this unlikely to be a major source. Government Circular 05/2005 on Planning Obligations (Section 106) provides for contributions from individual developers to be 'pooled' to enable the provision of the infrastructure and facilities required to address the cumulative impacts of development.
Business Rate Supplement	This could be introduced as envisaged in CLG's recent consultation paper. This is not envisaged to be a source of funding in the short term.
Homes and Communities Agency (HCA)	The HCA aims to help local authorities bring together their housing and regeneration priorities into a single, comprehensive plan; addressing four key themes of activity: <ul style="list-style-type: none"> • Growth • Affordability • Renewal • Sustainability Current budgets are committed to priorities including Sunnyside, Vaux, Holmeside and Gentoo's renewal programme. Opportunities may exist in the medium/longer term to enable delivery of mixed communities on the larger sites in the framework area.
One North East	The Regional Funding Advice (2009) identifies the following priorities for the RDA support in Sunderland: <ul style="list-style-type: none"> • Improving the supply and quality of the residential offer; developing long terms plans for sustainable housing supply in Hendon. • Creating an integrated and effective transport network, including the Sunderland Strategic Transport Corridor to facilitate regeneration of the south bank of the River Wear and facilitate connectivity between the port, city centre and national road network. There may be opportunities to exploit funding being directed at broader based actions such as support for access by communities at the margins of economic activity to new economic opportunities and increasing the skills

	levels available in the workforce, ensuring that they meet employer needs.
Sunderland Arc	Investment in the Hendon Industrial Area is identified as a Priority Three project. The Business Plan (2008) notes that limited resources will initially be directed towards Priority One and Priority Two projects. There may be the opportunity for support in the medium/long term.
Lottery and Charity	The Lottery programmes change all the time. There may also be the opportunity for a variety of charitable and business sources.
Working Neighbourhoods Fund	The new fund will replace Communities and Local Government's Neighbourhood Renewal Fund and incorporates the Department for Work and Pension's Deprived Areas Fund to create a single fund.
European funding available through One NE	For the 2007-13 period, the Government is delegating the implementation of the European Regional Development Fund (ERDF) to One North East. ERDF is economic development funding for regions which are encouraging structural economic change. The region is to receive about £255m from ERDF up to 2013.
Community Infrastructure Levy	Detailed proposals for the introduction of the Community Infrastructure Levy (CIL) were published for consultation by the Government in July 2009. There could be potential funding from the CIL which will be a new charge which local authorities in England and Wales 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.

General Approach and Delivery Mechanisms

Funding regeneration interventions, particularly development activity will be a challenge for Hendon and East End in the foreseeable future. Due to testing market conditions, the private sector will be less willing to invest, particularly in terms of upfront spend associated with assembling sites, undertaking remediation and bringing forward redevelopment on the ground. Falls in rental and sale values will reduce the level of planning gain receipts, which may have been achievable in a better market.

Securing an appetite in public partners to intervene in the area will therefore be important to ensuring that momentum is not lost to regenerate the area. It is clear that the funding and resources needed to deliver the projects identified in the Framework will not be available in easily predictable quantities and timing. The ramifications of this are anticipated in the approach which aims to:

- Avoid excessive interdependencies.
- Develop a modular programme that can be delivered on a phased basis as and when resources are available.
- Create opportunities to attract third party funding.
- Limit dependency on large 'statement' projects that might not be deliverable and which would imply a need to risk large sums in project development work.

Priorities

Reflecting the priorities for change, the priorities for implementation during the short term (to 2012) include:

Implementation Priority Actions

Strategic Change	Action
Enable Development sites	<ul style="list-style-type: none"> Subject to the outcome of the city Retail Study, produce development brief for White House Road, incorporating convenience retail, community and residential uses; promote the site through the Core Strategy,¹ Allocations Development Plan Document (DPD)², development management policy and marketing; assemble the site and undertake site preparatory work. Working with the landowner, produce a development brief for the Southern Gateway site, incorporating residential, community/local retail and employment uses.
Retail Improvements	<ul style="list-style-type: none"> Design proposals for revised parking arrangements and streetscape on Villette Road, alongside a financial grant to encourage investment in the frontages, to increase footfall.
Housing improvements/renewal	<ul style="list-style-type: none"> Secure a start on the proposed housing development on the Amberley/Harrogate Street site; Complete the 'Transforming Hendon' housing renewal programme for Middle Hendon; Pilot improvements to a Long Street back alley.
Employment generation	<ul style="list-style-type: none"> Develop to planning approval stage a proposal for an incubator/managed workspace development within the existing employment zone, on Commercial Road.
Environmental/accessibility improvements	<ul style="list-style-type: none"> Develop transformational proposals for further landscaping and artwork along Commercial Road/ the Southern Distributor Road to improve the pedestrian/cyclist experience and the gateway role of the route.

The improvement projects which have been identified are set out below (by project reference) with the timescale for implementation and likely funding source identified for each. The timescales indicated are as follows:

- Short - by 2012
- Medium – 2012 – 2016
- Long – 2016 onwards

Funding and Timescale for Implementation

Reference	Project	Timescale	Funding
Theme 1: Legacy & Heritage			
LH1	Design Guidance	Short	SCC
LH2	Design Briefs	Short-Medium	SCC/ Private
LH3	Retention and re-use of historically important buildings	Medium-Long	SCC/ Private/ Sunderland Arc/ Lottery/ Charity
LH4	Sporting Facilities	Medium-Long	SCC

¹ The Core Strategy is the key Local Development Framework Document which sets out the spatial vision and objectives for the development of the city and thus identifies areas for regeneration.

² The Allocations Development Plan Document (DPD) is another key element of the Local Development Framework (LDF) and identifies appropriate development sites to deliver the objectives of the Core Strategy.

Reference	Project	Timescale	Funding
LH5	Detail Characterisation	Short	SCC
LH6	Community History and Legacy project	Short	SCC/ Charity
Theme 2: Local Amenities			
Open Space			
LA1	Upgrading the Allotments	Short-Medium	BotM/ SCC
LA2	Upgrading Parks	Medium-Long	SCC
LA3	Long Streets Public Space	Medium	SCC
LA4	Town Moor	Short-Medium	SCC/ Groundwork Trust
LA5	Other Public Space	Short-Medium	SCC/ Groundwork Trust
LA6	Hendon Beach Water Quality	Long	Environment Agency/ Northumbria Water
LA7	Open Space Maintenance	Medium/Long	SCC
Local Centres			
LA8	Re-use of former Health Centre	Short-Medium	SCC/ PCT/ Private Sector
LA9	Villette Road - Parking & access	Short-Medium	SCC
LA10	Villette Road - Public Realm	Short-Medium	SCC
LA11	Villette Road - upgrade to premises	Short-Medium	SCC
LA12	Middle Hendon Retail	Short-Medium	SCC
LA13	Middle Hendon Retail – Site identification/ assembly/ promotion	Medium	SCC/ Private Sector
LA14	Middle Hendon Retail	Medium-Long	SCC/ Private Sector/ HCA
Accessibility			
LA15	Southern Gateway Site	Medium-Long	SCC/ Private Sector/ HCA
LA16	Public Transport 'community transport'	Medium	SCC
LA17	Public Transport School Access	Medium	SCC
LA18	Coast and Promenade	Medium-Long	SCC/ Private Sector
Theme 3: Great Streets for People			
Streetscape			
GS1	Streetscape - Local Centres	Medium	SCC
GS2	Streetscape - Residential Areas: Long Streets.	Medium	SCC

Reference	Project	Timescale	Funding
GS3	Streetscape - Other Residential Areas	Short-Medium	NDC for 'Transforming Hendon' programme in Middle Hendon and the former Harrogate and Amberley Street housing scheme
GS4	The Spine	Medium	SCC
GS5	Upgrading Public Space	Medium	SCC/ Sunderland arc
Gateways			
GS6	Gateways – Primary	Medium	SCC/ Private Sector
GS7	Gateways – Secondary	Medium	SCC/ Private Sector
GS8	Gateways – Tertiary	Medium	SCC/ Private Sector
Southern Radial Route			
GS9	Southern Radial Route Artwork	Long	SCC/ Sunderland arc/ Private Sector
GS10	Southern Radial Route	Short-Medium	SCC/ Sunderland arc/Private Sector
Parking			
GS11	Parking - East End	Short	SCC
GS12	Parking – security	Medium	SCC/ Private Sector/ RSLs
Strategic Links			
GS13	Strategic Links from City Centre/Grangetown to Hendon and East End	Medium-Long	SCC
GS14	Links to Coast	Long	SCC/ Private Sector/ Sunderland arc
Theme 4: Safe & Welcoming Neighbourhoods			
Improving Existing Stock			
SN1	Housing Adaptation Design Guide	Short	SCC
SN2	Selective Licensing of Private Landlords and Tenant Accreditation	Short	SCC
SN3	Residential Areas - stock improvements	Short-Long	NDC/ SCC/ HCA/ Private
Wider Housing Choice			
SN4	Middle Hendon - new housing sites	Short-Medium	NDC/ SCC/ HCA/ Private
SN5	Southern Gateway	Medium	Private/ HCA
SN6	UDP Defined Site	Medium	Private
SN7	Intensification - Other Infill / Gap Sites	Medium	NDC/SCC/HCA/Private

Reference	Project	Timescale	Funding
SN8	Wider Housing Choice - Full Cost Homes	Medium-Long	SCC/Private/HCA/One North East
SN9	Wider Housing Choice: Facilitation of 'intermediate market' sector housing	Short-Medium	SCC/Private/HCA/One North East/RSL
Safe and Welcoming			
SN10	Community Safety	Short-Medium	NDC/SCC
SN11	Public Realm Improvements	Short-Medium	SCC/Private
Theme 5: Local Employment			
Existing Employment Zone			
LE1	Employment Zone	Medium	SCC/Sunderland arc
LE2	Incubator / 'Grow On Space' / Managed Work Space	Medium	SCC/ Sunderland arc/ One North East
LE3	New Business Premises	Medium	SCC/ Sunderland arc/ One North East
LE4	SPZ	Short	SCC
New Employment Locations			
LE5	Southern Gateway Site: Preparation of a development brief	Short-Medium	SCC/ Private Sector
LE6	Southern Gateway Site: investigate the viability	Short-Medium	SCC/ Private Sector
LE7	White House Road	Short-Medium	SCC
Supporting Local Employment			
LE8	Local Centres Employment	Short-Medium	SCC
LE9	Addressing Worklessness	Short-Medium-Long	SCC/ PCT/ One North East
LE10	Skills Development - Schools	Short-Medium-Long	SCC
LE11	Skills Development - Post 16	Short-Medium-Long	SCC/ One North East
LE12	Skills Development - Entrepreneurs	Short-Medium-Long	SCC/ One North East/ SES
LE13	Skills Development - retail/other services	Short-Medium-Long	SCC/ One North East

Embedding the Regeneration Framework in Planning Policy

It is anticipated that the Hendon and East End Regeneration Framework will contribute towards the evidence base for the future planning policy framework for the area, and will continue to inform the regeneration of the area when the NDC programme ends in 2011.

BotM are keen that this comprehensive Regeneration Framework is used to help shape the future planning of Hendon and the East End. Sunderland City Council has advised that the Council may have resources to support the preparation of a Supplementary Planning Document (SPD) or a community plan based on the Regeneration Framework. If an SPD is pursued, the document cannot allocate specific sites for specific uses and the plan must expand on policy set out in the Core Strategy or Site Allocations Development Plan Document (DPD).

Sunderland City Council has recently revised the programme to bring forward the Local Development Framework for the City. The Core Strategy is planned to be adopted in November 2011.

SPDs may take the form of design guides, area development briefs, a masterplan or issue-based documents. The process means that SPDs can be adopted without an examination, making it a more streamlined process than other planning documents such as Area Action Plans.

As part of the Local Development Framework, SPDs cannot override adopted policies, but they must be taken into consideration when determining planning applications and consequently can have a large influence on decisions made in an area. If prepared in the right way, they can also provide an impetus for change if there is sufficient focus on delivery to ensure that proposals are achievable.

Should some form of SPD be brought forward for Hendon and the East End, it will therefore be for Sunderland City Council to decide whether or not a SA should be carried out. However, in accordance with best practice there would still be the need for at least a screening under EU Directives on Strategic Environmental Assessment (SEA) and Appropriate Assessment (AA), possibly requiring either or both as a result. As with the SA, this should be carried out at the outset to help inform the option generation for the SPD. It is still necessary for the draft SPD to be subject to public consultation.

Co-ordinated Service Delivery

The improvement of service delivery by local authorities has been a common theme over recent years, with a view to improving efficiency as much as providing better services. The Local Government White Paper (2000) proposed that authorities should be required to develop community strategies

Sunderland City Council has embraced this process and has been working within the Sunderland Partnership (the Local Strategic Partnership since 2002) since 1994. This has a broad membership representing key stakeholders in the city. The partnership (and therefore SCC) is working towards the achievement of a long term vision for the city set out in the Sunderland Strategy and has adopted the five priorities it contains as its own Corporate Priorities (alongside four other improvement objectives).

The Council's annual strategic planning process requires the Council's directorates to demonstrate how the service improvement activity they undertake contributes to the priorities of the Sunderland Strategy, thereby strengthening the Council's strategic planning and the activity undertaken to deliver the Sunderland Strategy.

The Local Area Agreement (LAA) for Sunderland provides a shorter term focus for partnership activity and resource allocation. It also sets a framework for targeting activity at the agreed priorities and the development of further, improved joined up working at a local level.

The Council has recently restructured their longstanding Local Area Committees across the city, to support delivery of the LAA and provide a better link between residents, councillors and the council and to ensure that local views are represented. Hendon and the East End lies within the 'East' Local Area. A Local Area Plan has been prepared covering the period to 2011. This has involved extensive consultation with local people to identify the priorities

for action to address the five themes of the Sunderland Strategy and also focus activity and resources on the key issues for the area in which they live. This will allow both the council and its partners to continue to make a demonstrable difference in the quality of people's lives within their own community, in other words – ***local priorities focusing on local people.***

The vision and actions proposed in the Regeneration Framework for Hendon and the East End echo the priorities for the City Council as a whole and thus their implementation will benefit from the moves towards increased co-ordination of activity both within the Council and where it works with partners at the city and local area levels.

1 Introduction

1.1 Background

The Hendon and East End area of Sunderland City has historically suffered from high rates of unemployment; a poor quality, industrial environment; high crime rates; poor accessibility; poor health indicators; and inadequate standards of housing. In an effort to address these issues in a co-ordinated and focused manner, the East End and Hendon New Deal for Communities Partnership (termed 'Back on the Map' following community consultation) was created as part of the second round of the Government's key regeneration initiative in 2001. Just under £54 million of funding was made available to cover the period 2001 – 2011.

The stated aims of the 'Back on the Map' (BotM) partnership include reducing the area's unemployment and crime, improving health and housing and increasing community involvement. Over the last seven years, the work of the BotM community-led partnership has resulted in a notable improvement in many of these areas. BotM was set 44 outcome targets to achieve by March 2011 across 6 thematic areas. Each target is generally expressed as a gap against a national or City Centre wide level of performance. Investment through the NDC programme has aimed to close these gaps, lifting communities out of the level of disadvantage they face.

The targets consist of a mix of hard data provided by external bodies, and qualitative data taken from anonymous surveys of local residents. The performance for each target is assessed against the rate of improvement required each year.

BotM has 7 key outcomes, the most important to Government, and of these 5 are green, 1 amber and 1 red based on 2008 data. Across the 44 targets some 25 are green, 14 amber and 5 red. The majority are on trajectory to meet their targets for 2011. This performance is impressive given the area was one of the most disadvantaged out of the 39 NDC partnerships.

Achievements include:-

- Residents who view void properties as a problem down 6% since 2002
- Virtually 100% decent homes standard – target achieved
- Average house prices now 93% of the City Centre average from only 51% in 2002 – target exceeded
- Residents satisfied with the area as a place to live up by 13% to 74%
- Over 20ha of underused or derelict land improved – target exceeded
- Smoking rate reduced by 7%
- Pupils achieving 5 grade A-C at GCSE up from 22% to 50%
- Pupils who are NEET (Not in Education, Employment or Training) down 9% since 2006 in the face of national figures increasing – target exceeded
- Total crime rate down from 261.58 in 2002 to 142.6 in 2008 (figures expressed per 100,000 head of population) – target exceeded
- People feeling part of the community has improved by 28% up to 56%
- People who feel the BotM has improved the area up 15% to 72% - target exceeded

The programme that has delivered this change has been running since 2001 and consists of a large number of diverse interventions. Some key projects that are worthy of note are:-

- Construction of 2 new primary schools and extension and extensive refurbishment of another

- Conversion of a derelict building into a Construction Trades Learning Centre
- Conversion of a listed building into a Living History Centre
- Improvements to a huge stretch of promenade and hinterland along the coast
- Provision of new play areas, and improvements to the Town Moor
- Housing Improvement Grant scheme, with a multi million pound refurbishment scheme to over 400 homes planned
- Pre-Gateway and NEET support for targeted pupils
- Community Decorators – provision of apprenticeships through a painting and decorating service for local residents
- Contact Your Future – real contracted call centre training scheme
- HELP@SR1 – targeted support for residents facing difficult barriers to employment
- Childcare People Hendon – training local people in childcare as an employment or enterprise option
- Neighbourhood Policing – now fully mainstreamed and rolled out across the city.
- Fear of Crime – positive communication and interventions to ensure a balanced view of actual safety is held by residents
- Hendon Youth Intervention – diversionary activity for young people including access to the Raich Carter sports centre
- Health Trainers – local residents trained to provide support to residents in a broad range of health issues. Now fully mainstreamed and rolled out across the city.

Although there are just a few years of the NDC's time remaining, there remains much work to be done, particularly with regards to housing and the environment.

Arup, with Matrix and King Sturge were commissioned in 2005 to undertake a Baseline Study and subsequent Regeneration Framework of the NDC area. This Regeneration Framework will guide the regeneration, management, promotion and, where appropriate, the redevelopment of Hendon and the East End. It is the aspiration of the NDC that this piece of work will ultimately form a part of the future planning policy framework for the area. The Regeneration Framework will seek to realise investment in the area by both private and public bodies while providing a clear structure for continued community involvement throughout the process. Although the work commenced in 2005, it became necessary to suspend work while the Middle Hendon Neighbourhood Renewal Assessment was completed. Work commenced on this project in June 2006. The work of the Regeneration Framework recommenced in spring 2008, with a review of the Baseline and initial Issues and Options work, prior to commencing work on the Regeneration Framework itself.

The production of this comprehensive Regeneration Framework has involved consultation with community representatives, interest groups, stakeholders, public agencies, business community and other key consultees. The study partners anticipate that the Hendon and East End Baseline Study and Regeneration Framework will provide the evidence base for the future planning policy framework for the area, and continue to inform the regeneration of the area when the NDC programme ends in 2011.

Consultation with the public and key stakeholders has been ongoing throughout this project. This has included consultation on:

- Report on Original Issues and Options 2006
- Revised Baseline Report, Summer 2008
- Revised Issues and Vision Report, November 2008

- Draft Regeneration Framework themes and masterplan, December 2008 and March 2009

1.2 The Framework Area

Hendon and the East End of Sunderland is located to the east of the City Centre, bounded by the River Wear to the north, the North Sea Coast to the east and with Ryhope lying to the south. Historically, the East End and Hendon formed the centre of Sunderland City. Figure 1.1 illustrates the study area.

The study area boundary covers three main sub-areas, which are physically and socially distinct from each other. The sub-areas comprise the East End, Middle Hendon and South Hendon (the Long Streets), which have a combined resident population of over 10,000. The Port of Sunderland lies to the East; and Sunniside and the 'Civic Quarter' to the west. Although these areas are beyond the study's boundaries, it is important to recognise the relationship between these areas, the adjacent City Centre and Hendon and the East End, and between the substantive regeneration schemes and proposals currently underway.

Several major initiatives are operating in the wider Sunderland area that will have an influence upon any activities proposed for Hendon and the East End, notably the activities of Sunderland arc, the city's Urban Regeneration Company responsible for the regeneration of a number of major sites and areas along the River Wear corridor and in the city centre. These include Sunniside, immediately adjoining the NDC boundary to the north-west, and the Port to the north-east.

Although the future operation of the Port is still to be decided, the regeneration of Sunniside is an ongoing arc priority project, aiming to "deliver an urban renaissance.....through the definition and development of a revitalised mixed use City Centre quarter which is an efficient, accessible and vibrant place". The delivery of regeneration activity in the area is led by the Sunniside Partnership, founded by the City Council, the arc, ONE NorthEast (the regional development agency) and Homes and Communities Agency. Several multi-million pound public realm and development projects have already been completed, mostly in the historic core of Sunniside where much of the historic fabric – including landmark buildings and elegant Georgian and Victorian terraces – has also been restored or improved. Guided by an adopted planning and design framework to support high quality new development, activity is now focussed on the transformation of the low-grade commercial areas of East Sunniside into an attractive residential and business community.

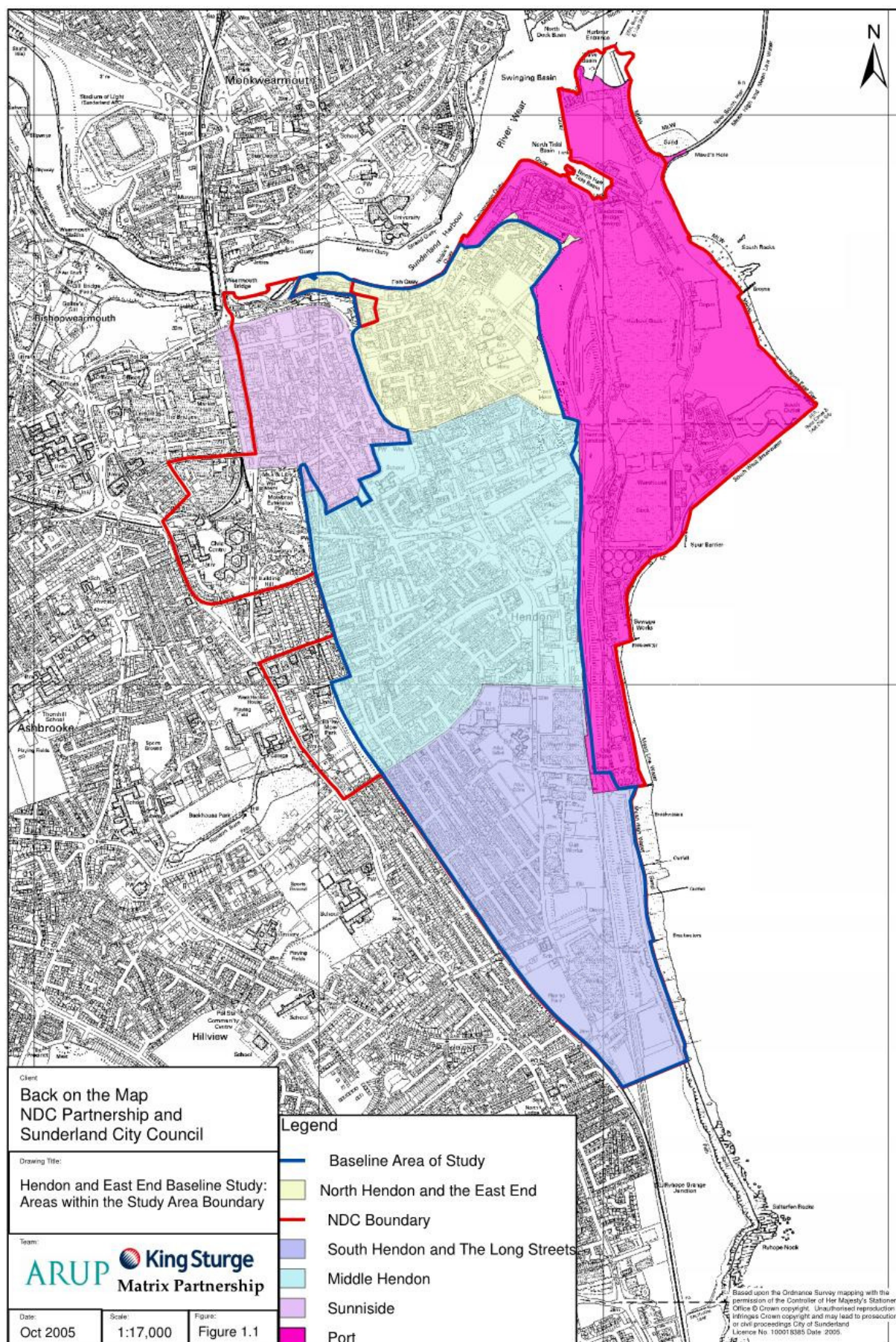
1.3 History of the area

Hendon and the East End today is the product of its long history, which has shaped the physical character of the area, and its economic and community role.

The communities about the mouth of the Wear merged to become Sunderland during the Anglo-Saxon period. It is from this period that the name Hendon (the valley of hinds) originated. Little is known about the history of the area to the south of the river because the land did not belong to the monastery, but to the Bishop Hugh de Puiset and records about his landownership are described as 'confusing'. At this time, the settlements remained small, and the port at Hendon was occupied by small fishing boats and merchant vessels which landed goods for the Bishop. It was not until the entrepreneur Robert Bowes leased a strip of land south of the river and began the export of coal and salt that other industries began to locate in the area to imitate his success.

A number of different features have shaped the development of Hendon and the East End, as we see them today. The first and most important of these was the development of the port, shipbuilding and heavy industries. Initially the port developed as a coal port, but it was Sunderland's development into the largest shipbuilding town in the world that gave the town its fame.

Figure 1.1 Hendon and East End Regeneration Framework Boundary



The first recorded shipbuilder was Thomas Menville at Hendon in 1346. By 1790 around nineteen ships per year were being built in Sunderland, and it became the most important shipbuilding centre in the country in the 1830s. By 1840 there were 65 shipyards, and over 150 wooden vessels were built in 1850 when 2,025 shipwrights worked in the town. A further 2,000 were employed in related industries. Sunderland's first iron ships were built from 1852 and wooden shipbuilding ceased here in 1876. Sunderland shipbuilders included Austin and Son (1826), William Pickersgill (1851) and William Doxford (1840).

The historical significance of the East End is reflected in the designation of adjoining Conservation Areas – Old Sunderland and Old Sunderland Riverside – centred on High Street East. Old Sunderland Conservation Area contains the Town Moor and important buildings around it. Old Sunderland Riverside Conservation Area stretches east along the south bank of the River Wear from Wearmouth Bridge and also includes part of the north-east sector of Sunniside.

Other important features that have shaped the development of Hendon and the East End include **the Barracks** located near the south docks, near present-day Warren Court (formerly known as Warren Street). The East End of Sunderland was home to the barracks until shortly after the end of the Second World War in 1945. After the Barracks were demilitarized, they were used as housing for retired people.

The Donnison School is another significant landmark and is the oldest building in Hendon. It was established in the late 1700s following a provision made by Elizabeth Donnison in her will (1778). The school was established under the church in Sunderland Parish, and offered free education for 36 poor girls between the ages of seven and sixteen. Today the school and schoolhouse lie within the Old Sunderland Conservation Area and are listed (grade II). On Church Walk, they lie between Holy Trinity Church (listed grade I) and the Trafalgar Square Almshouses (listed grade II). Following a fire in May 2002 both the School and School House were classified as 'at risk' by the council. However, the school was recently restored as part of the Old Sunderland Townscape Heritage Initiative (jointly funded by the City Council and Heritage Lottery Fund) with additional funding from BotM and the Included Communities Fund. It has been transformed into the new headquarters of Living History North East, a charitable organisation dedicated to the collection and dissemination of oral history.

In the 1840s a **boys' orphanage** was established on the edge of the town moor (Moor Terrace/The Quadrant). It was the Freeman of Sunderland who gave this piece of land so that the orphanage could be built. Due to the location and history of the area, the orphanage was home to boys who had lost fathers at sea. It is said that for training purposes there was a half-sized fully rigged ship called Victoria set up near the grounds, where the boys were taught seamanship. Although the building and its surrounding land has most recently fallen into a state of disrepair the City Council is actively seeking an alternative appropriate use.

The growth in the population of the area led to the provision of many **local shops** to serve the community's need. The main shopping areas were along Hendon Road, Coronation Street and High Street. Sunderland's most famous surviving department store Joplings was first opened in the East End in the 1820s. In the 1880s the business was bought out and traded as Hedley, Swan and Co but still used the name Joplings. These premises were moved further up the High Street after the First World War, where they remained until a devastating fire in 1954, which forced them to move to John Street where they remain today. Today the main shopping areas are west into Sunderland City Centre, and more locally along Villette Road.

The growing communities of Hendon and the East End gave rise to a number of **sporting activities**. Notably the area was home to Sunderland AFC's first ground, The Blue House Field. The club was founded at the nearby Hendon Board School in 1879 by James Allen who taught at the school. On this site today is the Raich Carter Sports Centre, named in honour of the famous footballer who was born in the area.

The **Masonic Hall**, also known as 'Thornhill Lodge' on Queen Street East is a Grade 1 listed building built in 1785 to replace the original 1778 hall which was destroyed by a fire. It is the oldest purpose built Masonic Hall, although the entrance lobby and offices were added in 1925. It was originally used by the Phoenix Lodge but has been the home of the Thornhill Lodge since 1907.

As demonstrated Hendon and the East End has a rich past and there are a number of key aspects that should be preserved and or enhanced through the Regeneration Framework. Examples of past successes of the area include:

- Protection, enhancement and productive use of key buildings, such as the Barracks, Masonic Hall and the boys' orphanage
- A strong community spirit
- Sense of place
- Living close to where you work
- Thriving industrial centre
- The continued development of the Port and its links to the area
- Providing local amenities for local people, particularly shops and sporting facilities
- Being well connected to the surrounding areas

1.4 What is the Regeneration Framework?

It is intended that the Regeneration Framework for Hendon and the East End will be used to inform the future planning policy framework for the area beyond the life of BotM. The Regeneration Framework will help to encourage investment in the area by both private and public bodies. Preparation of the Regeneration Framework has involved members of the community and organizations interested in the future of the area.

The Hendon & East End Regeneration Framework will act as a sustainable regeneration framework for the improvement of the area and includes proposals for how this can be achieved. Interventions are proposed in the following areas:

- **Economic Development** – including proposals for the future use and improvement of existing industrial areas.
- **Housing** - an outline of future housing requirements, priority areas for improvement, development and redevelopment. Mechanisms to encourage and develop involvement of house builders in the area, in developing a range of housing types, including affordable housing.
- **Neighbourhood Centres** – bringing forward proposals to improve the provision of retail and community facilities in local centres to better serve the needs of existing people living in the area and newcomers.
- **Landscape and Streetscape** - detailing environmental improvements over the Hendon & East End Baseline Study timeframe.
- **Transport and Accessibility** - aiming to improve links within the area and between Hendon and the East End, the City Centre and strategic employment areas.
- **Service Improvement** - outlining proposals for service enhancement. Potential opportunities for co-location and other forms of joint working which may assist the regeneration of the area are included.
- **Implementation and Delivery** – identifying the key delivery issues and providing guidance to overcoming these. Recommendations on appropriate delivery approaches

will be set out to provide confidence to the client team and ensure that projects can be taken forward.

- **Community involvement** – showing how the community will be involved in shaping the future of the area.

1.5 Planning Context

The strategic policy guidance relating specifically to the Hendon and East End of Sunderland NDC area is wide ranging and is prescribed at several different levels.

At the top of the planning policy hierarchy are Planning Policy Statements (PPS), published by the Department for Communities and Local Government (DCLG). These documents, which are being introduced to replace Planning Policy Guidance Notes, present the government's views on general issues relating to planning policy and how Local Authorities should interpret this strategic policy at local level. Certain PPSs can form a material planning consideration in the decision making process.

Following the 2004 reforms in the planning system, regional planning policies are now contained within the Regional Spatial Strategy (RSS) (North East of England Plan, 2008). Hendon and the East End lie within the North East of England and as such the area is subject to the policies within the North East of England Plan, 2008. Following the Planning and Compulsory Purchase Act (2004) RSSs are now part of the statutory Development Plan. The Regional Spatial Strategy for the North East (July 2008), RSS, currently provides the strategic planning policy guidance for the wider Sunderland area. Whilst the RSS makes no direct policy reference to Hendon or the East End, it sets out a number of policies that are applicable to the study area, including:-

- The need to prioritise regeneration within the River Wear corridor in Central Sunderland
- supporting the integrated housing market renewal initiatives and programmes within the Sunderland Arc area
- supporting the sustainable growth of the Port of Sunderland

The local planning policy framework for Hendon and the East End of Sunderland is currently provided by the Sunderland City Unitary Development Plan (UDP) adopted in 1998 and the UDP Alteration Number 2: Central Sunderland (2007). This provides the planning policy basis for much of the future development works in areas of the Port and Sunniside and sets out changes to the Adopted UDP from 1998. Significant changes to this planning framework are being made following the government's wide ranging review of the planning system and the commencement of the Planning and Compulsory Purchase Act 2004. However, key policies from the current UDP are saved until the Core Strategy has been adopted, which is forecast to take place in 2011. The Alteration encompasses the Sunniside area, all of the Port area and much of the adjacent industrial area. It does not include the Long Streets in South Hendon, the residential East End of Sunderland, nor the residential areas of Middle Hendon.

The Core Strategy is a Development Plan Document (DPD) and is one of the documents that form part of the Local Development Framework (LDF). The Core Strategy sets out the vision and strategic spatial objectives for the spatial development of the District. This includes the amount of and broad locations for future housing and employment use. Policies within the Core Strategy apply to the whole of the local authority area and are not site-specific. Sitting under the Core Strategy, an Allocations Development Plan Document (DPD) will be brought forward setting out detailed site specific allocations.

1.5.1 The Emerging Spatial Planning Picture of Sunderland

Covering an area of 137 square kilometres, and with a population of 282,000, Sunderland is the largest city between Leeds and Edinburgh.

There are 3 distinct parts of the city:

- to the east of the A19 is the main built up area of Sunderland (177,500 population) that includes Sunderland city and Hendon and East End;
- to the north-west is Washington New Town (58,000);
- to the south-west are a number of former mining towns and villages around Houghton-le-Spring (46,500) connected by the A182.

More than 50 percent of the city is green space, consisting of statutorily designated Green Belt, countryside, and open space and there are 83 sites on the city's Nature Conservation Register, including 16 Sites of Special Scientific Interest.

The City Centre has undergone an economic transformation following the decline in the traditional industries of mining, ship building and heavy engineering. Thousands of jobs have been lost and new jobs created in the automotive manufacturing and service based sectors. In 1973, 32 percent of the workforce worked within the service sector but in 2001 this had risen to 50 percent. Over the same period the proportion of skilled manual workforce fell from 50 percent to 25 percent of the total.

While there has been a notable economic recovery, there remains in Sunderland a range of significant social issues, many of which are clearly evident with Hendon and the East End:

- Wealth per head of population is amongst the lowest in the UK
- Unemployment, whilst at a 25 year low, is consistently higher than the national average
- The health of residents is well below the national average;
- Education attainment, though improving, remains below the national average and
- Though crime levels are falling, they are still too high and fear of crime persists in the community.

There is a notable difference in housing types in Sunderland compared with England and Wales as a whole. Sunderland is dominated by terraces and semi-detached properties and there is a significant shortage of detached dwellings, whereas in England and Wales there is a more even spread of housing types. Two thirds of all homes fall in the lowest Council Tax bracket, compared to only a quarter nationally. The lack of choice in the range of house types has been a major reason as to why the City's population has steadily declined over recent years. House prices are also much lower than the national average, though recent surges combined with below average income indicate an increasing 'affordable housing' issue.

Accessibility to services is good; local facility provision is generally well established, and below-average car ownership levels have helped to support a high level of public transport service, including connection by Metro to Tyneside and Newcastle International Airport. The City Centre is directly linked to the A19 and the A1(M), though connections to the national rail network are more limited.

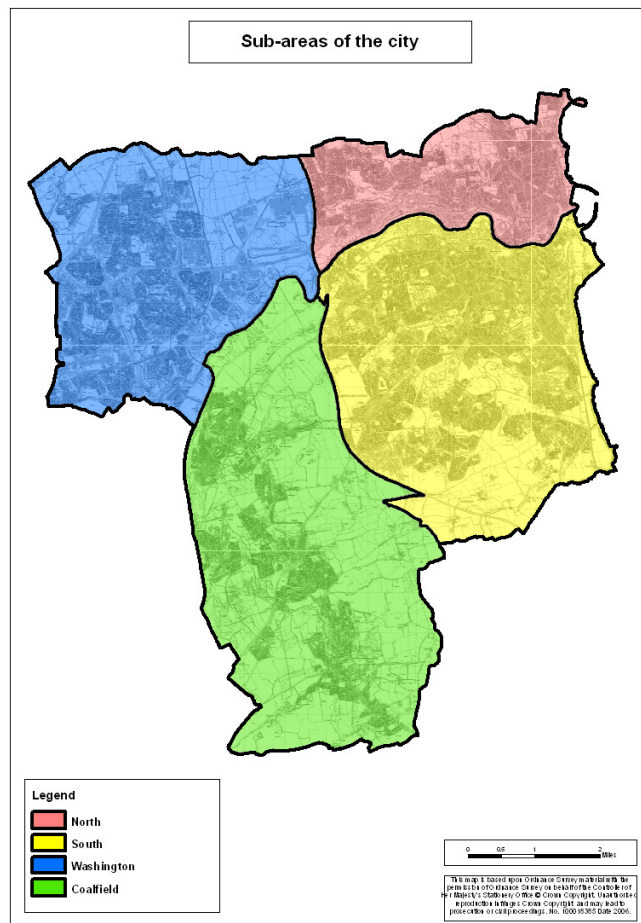
Given this broad spatial picture of the City, the emerging Core Strategy will provide greater detail as to how the spatial requirements of the Regional Spatial Strategy will be delivered in Sunderland over the next 15 years. This will include how the some 15,000 new houses and 225 hectares of employment land will be broadly distributed across the City.

Furthermore, the Core Strategy will be the one the principle mechanisms to deliver the following five priorities of the Sunderland Strategy (2008-2025):

- A Prosperous City
- A Healthy City
- A Safe City

- A Learning City
- An Attractive and Inclusive City

To facilitate this process, the emerging Core Strategy has divided the City into four sub-areas as shown on the following map.



The sub-areas are based on a number of factors including physical and functional boundaries and broadly defined housing market areas. Hendon and the East End falls within the Sunderland South sub area. “Central Sunderland” as defined in both the RSS and in Alteration No.2 falls primarily within the South Sunderland sub-area. Delivering the sustainable regeneration of this area remains a key priority as it will act as a catalyst for wider economic growth across the City.

Sunderland City Council has recently revised the programme to bring forward the Local Development Framework for the City. Further consultation into the Core Strategy Issues and Options will commence in September 2009 and more detailed drafts of the Core Strategy will follow setting out in more detail strategic policies for the future development across the City. The Core Strategy is planned to be adopted in November 2011.

Sitting under the Core Strategy, an Allocations Development Plan Document (DPD) will be brought forward setting out detailed site specific allocations for housing, employment, open space, retail and transport proposals. Initial consultation on this document will take place in mid-2010.

Presently Issues and Options for the Core Strategy are being drawn together as to how each of the four sub-areas could develop over the coming years to deliver the sustainable regeneration of the City as a whole. Implicit within the each option will be the need to

prioritise and make the best use of brownfield land, maximise development opportunities around key transport nodes and public transport corridors.

1.5.2 Use of the Regeneration Framework within the Planning System

The production of this comprehensive Regeneration Framework has involved consultation with community representatives, interest groups, stakeholders, public agencies, business community and other key consultees. The study partners anticipate that the Hendon and East End Baseline Study and Regeneration Framework will contribute towards the evidence base for the future planning policy framework for the area. The Regeneration Framework will continue to inform the regeneration of the area when the NDC programme ends in 2011.

BotM are keen that this comprehensive Regeneration Framework is used to help shape the future planning of Hendon and East End. To this end, there are several potential options that could be explored:-

Evidence to Support Emerging Development Plan Documents

All development plan documents must be firmly grounded in evidence. Therefore, where appropriate and relevant, the Regeneration Framework will complement other research prepared by the City Council or can be used to inform and provide evidence for proposals relevant to Hendon and the East End within the emerging development plan documents.

Supplementary Planning Documents

Supplementary Planning Documents (SPDs) are used to expand or add details to policies laid out in development plan documents, or a saved policy in an existing development plan. SPDs should not be prepared with the aim of avoiding the need for the examination of policy which should be examined.

SPDs may take the form of design guides, area development briefs, a masterplan or issue-based documents. The process means that SPDs can be adopted without an examination, making it a more streamlined process than other planning documents such as Area Action Plans.

If an SPD is pursued, the document cannot allocate specific sites for specific uses and must expand on policy set out in the Core Strategy or Allocations DPD.

In order for Sunderland City Council to take this Regeneration Framework forward as an SPD there are amendments which will need to take place. In its current form, the Regeneration Framework is too detailed as the document allocates specific sites and creates policy that may not be part of the forthcoming Core Strategy. For the Regeneration Framework to be an SPD, a new masterplan would need to be produced which is at a much higher level, and policies must not be site specific.

As part of the Local Development Framework, SPDs cannot override adopted policies, but they must be taken into consideration when determining planning applications and consequently can have a large influence on decisions made in an area. If prepared in the right way, they can also provide an impetus for change if there is sufficient focus on delivery to ensure that proposals are achievable.

The original guidance on SPD preparation stated that they must be subject to public consultation and include a Sustainability Appraisal (SA). However, provision in the Planning Act, which came into force in 26th November 2008, removes the requirement for SAs of SPDs. Should some form of SPD be brought forward for the Hendon and East End, it will therefore be for Sunderland City Council to decide whether or not a SA should be carried out. However there would still be the need for at least a screening under EU Directives on the need to undertake a Strategic Environmental Assessment (SEA) and Appropriate Assessment (AA), possibly requiring either or both as a result. As with an SA, this should be carried out at the outset to help inform the option generation for the SPD. It is still necessary for the draft SPD to be subject to public consultation.

A Community Plan

Bringing forward the Regeneration Framework as the basis for an SPD relies on the resources of Sunderland City Council to achieve this. However, the City Council's main priority is to deliver both the Core Strategy and Allocations DPDs.

As an interim measure, BotM (or its subsequent successor) could look to take the Regeneration Framework forward as a Community Plan. Whilst not carrying the same weight as an SPD, local authorities are required to pay close attention to the content of non-statutory community plans. It still remains important that a Community Plan is produced in consultation with its community and key stakeholders and conforms to the relevant national regional and more localised planning policies.

The Community Plan could therefore fulfil a number of roles: -

- Be used by BotM as evidence for making its own representations (in support or against) policies and proposals set out in consultations drafts of DPDs or even other SPDs
- As a baseline to respond to planning applications within or adjacent to the Regeneration Framework's study area
- The Regeneration Framework and accompanying baseline evidence also draws on other issues which are not directly related to land use planning. As such it could be further used to inform other City Council services or those of its partners.

1.6 Structure of the Framework

The Regeneration Framework document has been structured in such a way so as it is easy to identify the priorities for the regeneration of the area. The sections are arranged as such:

- **Introduction** – Providing a brief introduction to the background to the project, what a Regeneration Framework is and why it is needed in Hendon and the East End.
- **Progress and Work Undertaken** – This section provides a summary of the work which has been completed to provide the evidence base for the Regeneration Framework.
- **Overarching Vision, Themes and Aims** – The vision for Hendon and the East End has developed throughout the project. The themes and aims which underpin the project are outlined within this section.
- **Regeneration Framework** – This section contains the details of the Regeneration Framework. Included are the priorities for regeneration and key projects.
- **Delivery Strategy** - for the Regeneration Framework.

The production of this comprehensive Regeneration Framework has involved consultation with community representatives, interest groups, stakeholders, public agencies, business community and other key consultees. Consultation on the different elements of the Regeneration Framework has been ongoing through the production of the document. The consultation provided valuable feedback which has influenced the content and layout of the final Regeneration Framework plan.

Please note that this report should be read in conjunction with the following documents:

- Revised Baseline Report
- Revised Issues and Vision Report
- Report on Consultation

2 Process and Work Undertaken

2.1 Introduction

The Hendon and East End Regeneration Framework has been developed through site assessments, document reviews, consultation with a wide range of stakeholders and regular comments from the project steering group. Although the work commenced in 2005, it became necessary to suspend work in 2006 whilst the Neighbourhood Renewal Assessment (NRA) was completed for the Middle Hendon Area. The work recommenced in spring 2008, with a review of the Baseline and initial Issues and Options work, prior to development of the Regeneration Framework. A series of documents have been produced for the steering group during the course of the development of the Framework. These documents have comprised:

- Baseline Report, April 2006;
- Issues and Options Report, May 2006;
- Revised Baseline Report, September 2008;
- Revised Issues and Vision Report, March 2009;
- Consultation Report, June 2009
- Final Regeneration Framework, September 2009.

Consultation was undertaken at each stage of the process and is described in Section 2.2.

2.1.1 Baseline Report (April 2006)

The first stage of the Framework involved the production of a Baseline Report. This document sets out the 'Evidence Base' upon which the Framework was to be developed. The Baseline Study, reported on a comprehensive audit of the area, focusing on:

- **Planning Policy and Regeneration Context** – a review of the current regeneration policies for the area. This includes, the regional and local regeneration policies;
- A **socio-economic audit**, analysing demographic trends and forecasts; accessibility; economic activity; education, health and crime;
- A review of the **streetscape, townscape, urban design** and general environmental condition of the study area;
- A **Geotechnical Land Contamination and Environmental Health Review** was undertaken to consider the landuse history, ground conditions and potential implications for contamination;
- An audit of **planning permissions and proposals**;
- A **land use audit** – profiling land uses in the area and clearly identifying where there are conflicting uses, where there is under use or vacancy and where there is potential to change uses for community, economic and environmental benefit;
- A **strategic stock condition audit** – identifying properties that are under-utilised, and where there may be opportunities for re-use or change of use to improve the condition of the areas residential, commercial and industrial property;
- An audit of existing **utility provision** within the area (including the Port), including any planned provision and maintenance improvements, and the potential for provision;
- A **transport and accessibility audit** – detailing links between the area, the City Centre and employment opportunities in other parts of Sunderland and beyond;
- A review of **industrial and commercial property** – identifying key sectors and trends within them. The review must include an assessment of future potential;

- A **neighbourhood centres assessment** – examining the viability and condition of existing retail and service provision in local centres;
- A detailed **housing assessment**, defining housing priorities in the area, considering stock condition issues, supply and demand across all tenures, constraints to development and infrastructure issues;
- An assessment of the **legal constraints** to developing sites and properties within the area;
- The preparation of a **service delivery baseline** for the area, outlining the range and volume of services provided in the area, and a review of service priorities, indicating the relative priority of the East End and Hendon, and including a brief assessment of the programmes and policies of the various agencies involved in the area; and
- A review of **previous and existing initiatives** in the area.

At the end of each themed assessment, a series of key issues were identified to be addressed in the Issues and Options Report.

2.1.2 Issues and Options Report (May 2006)

The survey work and consultations which were undertaken as part of the baseline stage revealed a range of issues and opportunities to be taken forward in more detail at the issues and options stage of the analysis. The purpose of the report was to address these issues through a series of thematic and site-based options for the regeneration of Hendon and the East End of Sunderland NDC area. The report should be read in conjunction with the aforementioned Baseline Report, which provides a more detailed appraisal of the area and the specific issues raised.

2.1.3 Revised Baseline Report (September 2008)

The purpose of the revised Baseline report was to review key areas of the original Baseline report and identify key areas which require updating following the suspension of the project to allow completion of the Middle Hendon Neighbourhood Renewal Assessment. Key areas of the baseline report which were updated include:

- Planning Policy and Regeneration Context
- Socio-Economic Audit
- Audit of Planning Permissions and Proposals
- Land Use Audit
- Industrial and Commercial Property Audit
- Housing Assessment
- Service Delivery Audit

It should also be noted that Sunderland City Council has been bringing forward a series of baseline research on a city wide basis that will provide essential evidence to support the emerging Local Development Framework. Of particular relevance since the completion of the revised Baseline in September 2008, the following has been completed or is in the process of being completed:

- A Strategic Housing Land Availability Study
- A Strategic Housing Market Assessment
- An Employment Land Review
- A Retail Capacity Study
- A Greenspace Strategy

2.1.4 Revised Vision and Issues Report (March 2009)

Following the update of the Baseline report, it was necessary to update the Issues and Options report to take into account any updates. In addition to this, it was necessary to review the funding sources and timescales for delivery of the proposed interventions. Following discussions with the steering group, it was felt that it was more appropriate to change the name of this report to the Vision and Issues report.

2.1.5 Regeneration Framework Themes and Masterplan (November 2008)

Following consultation on the Issues and Options report draft themes for the Regeneration Framework were produced. The document contained also set out an overall Regeneration Framework plan, and addressed issues associated with delivery and funding. This document was used to consult with the key stakeholders and forms the basis of this final Framework.

2.2 Consultation

A number of consultation methods and events were undertaken at critical junctures in the study programme:

- **Steering Group Meetings:** 10 steering group meetings were undertaken. Members of the Steering Group included representatives from BotM and also Sunderland City Council.
- **Community Workshops on Issues and Options December 2005:** these events took the form of three half day workshops that took place in Hendon and the East End on consecutive days over the second and third weeks of December 2005. The workshops were intended to provide local residents with the opportunity to comment on the draft Issues and Options produced from the initial stages of the Hendon and East End Regeneration Framework. The events, hosted by Arup with BoTM, took place in the following locations in Hendon and the East End:
 - Grangetown Primary School, Monday 19th December 2005;
 - Hudson Road Primary School, Tuesday 20th December 2005;
 - Hendon Bangladeshi Centre, Wednesday 21st December 2005.
- **Stakeholder Consultation Event December 2008:** this event took place on 9th December 2008 at the Stanfield Business Centre, Hendon between 11am and 2pm. Invitations were sent to 51 key stakeholders, and the event comprised of a presentation to the attendees between 12-1pm, with drop in sessions between 11-12am and 1-2pm. These drop in sessions provided stakeholders with the opportunity to review the boards, emerging framework proposals and ask any questions they may have to members of the team. In total approximately 30 stakeholders attended the event. Feedback forms and handouts of the boards were given out at the event, and also sent out to attendees who were unable to attend the event.
- **Community Consultation March 2009:** this event, took place on Monday 23rd March 2009 at the Bangladeshi Centre, Hendon in the heart of the Framework area. The event provided a key opportunity to explore local residents' views on the draft Regeneration Framework. The event was open to all and provided the opportunity to discuss the issues in detail with staff from BotM and members from the design team. Twenty members of the public attended the consultation event. The event featured an exhibition detailing the themes of the Framework, and a draft of the final Framework plan. Key members of the team were on hand throughout the day to discuss elements in greater detail, whilst attendees were encouraged to complete feedback forms.

The events and feedback has been summarised in a separate report on the consultation.

- **Consultation Report May 2009:** Following the preparation of the draft Regeneration Framework two consultation events were held. These included a stakeholder workshop and presentation and a manned public exhibition. The main aim of the public and stakeholder consultation events was to present the themes, Vision and draft Regeneration Framework. This allowed the public and stakeholders to focus on the most important themes to them, and enable them to make suggestions to inform the final Regeneration Framework. A consultation report has been prepared to summarise the findings of the two exhibitions.

2.3 Issues to be addressed by the Framework

This section provides a succinct summary of the key issues and opportunities for Hendon and the East End which have arisen from the research undertaken at the Baseline stage and through public and stakeholder consultation. These have informed the identification of the projects proposed in the Regeneration Framework for Hendon and the East End:

2.3.1 Housing

There is an inherent weakness in the housing market in Hendon and East End, and this is a key challenge for SCC and BotM:

- The area is characterised by a narrow property market, which contains an over-supply of social rented housing. Privately-rented dwellings comprise nearly 4 times the percentage of housing stock relative to the City. There is, however, a limited choice of property types within the private sector to meet the aspirations of a range of household types. The need to create more balanced housing markets by improving the choice of type, tenure, size and affordability of housing within neighbourhoods is a key aim of the RSS, RHS and the emerging Sunderland LDF.
- Environmental quality is poor, with a poor quality and an under-utilisation of open sites.
- Stock condition, the incidence of vacant housing and the layout of properties is a significant constraint to the development of a stable housing market in many areas.
- Feedback from local agents suggests that continued negative perceptions of the area and poor image are a significant issue.
- The amount of new housing allocated in the emerging planning framework is unlikely to secure a significant shift in the tenure mix or create significant improved choice within the study area.
- There is a disproportionate amount of social housing in certain areas, which does not align with aspirations for more balanced neighbourhoods.

In Hendon and East End, the current housing stock indicates that the area provides for lower income families who have limited spend capacity to support local retail and leisure facilities. Whilst recognising that future housing investment will need to continue to meet the housing requirements of the vulnerable and needy in the local community, there is also a requirement to create more sustainable and stable communities in the study area.

2.3.2 Environment and Streetscape

The Hendon and East End area of Sunderland lacks an overall structure to integrate land uses and the surrounding streetscape. This limits the extent to which different uses can co-exist and causes conflicts at the boundaries between industry and residential properties. The Hendon and East End NDC area is also identified as having a deficiency in both playing field provision and types of amenity open space. The Baseline study looked at a range of environmental constraints, including ground contamination, utilities, noise and water quality.

Examples of some of the issues include:

- The industrial spine, which separates residential communities from the waterfront and open space.
- A poor quality environment throughout the NDC area, with improvements required in most streets and open spaces, which are themselves poorly defined and under-utilised.
- Unattractive internal streets and alleys, with exposed garage lock-ups and refuse collection generating extreme local measures for securing premises. Specific and sensitive design issues are present in the Long Streets area in particular, with their extensive exposed back areas.
- There is a lack of an identifiable street hierarchy and a general lack of green links across the study area.
- Poor quality industrial environment, which limits the potential for alternative employment activities/businesses to locate here.
- Numerous industrial land uses are or have been present within the area, predominantly in the eastern and northern portions of the site, and there is the potential that contamination of ground or groundwater may have occurred.
- Utilities: the sewage treatment works in Hendon serves the whole of the Sunderland area. Development close to the treatment works would be problematic, as it could give rise to complaints over odours, storm water overflows or the works reaching capacity.

2.3.3 Socio Economic Characteristics of Local Residents

Assessment of the socio-economic characteristics of the study area identified the following key issues:

- The population of the City of Sunderland as a whole is declining. Overall out migration from the city continues to prevail, however, the level of decline is falling.
- Ethnic minority groups, and particularly the Bangladeshi community, represent around 12% of NDC residents.
- The NDC area falls within the most deprived quartile of areas in Sunderland, and is rated one of the most deprived in England in terms of employment and crime. However, the key crime categories in the Back on the Map Community Safety Strategy, whilst higher than average, continue to show a decrease.
- Almost 50% of NDC residents of working age are economically inactive.
- Average household income is approximately 65% of the national average and 44% of households claim to have an income of less than £200 per week.
- 45% of the NDC resident population have no qualifications.
- 39% of residents say they have a limiting long term illness, health problem or disability which limits their daily activities or the work they can do.
- There are high mortality rates in the area particularly for males from coronary heart disease. The levels of hospital admissions are also above average.
- In education, attainments at KS1 and KS2 levels are below average, as are the GCSE results.

2.3.4 Employment

Hendon and the East End has a long tradition of heavy industry, with the Port of Sunderland remaining as a focus for development alongside the Hendon industrial area. Much of the industry is, however, located in close proximity to residential areas, and presents particular challenges for the future integration within the wider Hendon and East End area. Particular issues involve:

- **Accessibility** – although the completion of the Southern Radial Relief Road has improved accessibility and secured better connection of the study area, the beneficial impacts of this development have not served to increase the attractiveness of available industrial/ workspace premises in the area. Local agents are reporting no marked increase in terms of demand for industrial premises within the study area.
- **Environmental/ image** – lack of an attractive environment and negative image due to incidences and fear of crime affect the ability of the area to attract new development and investment.
- **Existing local initiatives supporting improvements to industrial areas:** it is believed that the level of interest expressed by businesses in relation to security improvement schemes provides a base from which to explore the potential for developing a Green Business Parks initiative.
- **Layout, capacity and quality of existing stock** – There are limitations with the existing layout and the quality of buildings which serve as a major constraint to inward investment in the study area, with the scale and capacity of premises unable to accommodate modern industrial and office requirements.
- **External competition** – the shortfalls of the Hendon and East End area have been compounded by the development of modern industrial estates and business parks elsewhere in the City, which are better placed to meet the changing demands of modern business. i.e. pleasant and secure environment, close proximity to major road networks, high quality units with broadband connectivity.

2.3.5 Access and Mobility

Improving accessibility to employment, retail, education, health and social facilities is a key element in the strategy to improve living standards, to tackle social exclusion and to contribute to the quality of life in Hendon and the North East. Key issues include:

- Hendon and East End currently has two significant road infrastructure programmes being further developed for implementation at a later date, namely the Port Access Road, linking Hendon Road to the South Docks and the Sunderland Strategic Transport Corridor.
- The Southern Radial Route (SRR) has recently been completed. Although this has improved connections and reduced traffic on Ryhope Road, it will increase the level of through traffic using Commercial Road through the study area and may lead to a degree of severance for residents living to the west of the SRR who wish to access the employment and beach areas.
- The alignment of the passenger railway line is a barrier to pedestrian and cycle movement between the residential areas around Ryhope Road and the study area.
- There are issues over pedestrian/vehicle conflicts and the provision of safe, accessible routes for pedestrians throughout the NDC area should be a priority.
- Some residents in the north of the study area have relatively poor access to primary schools and secondary school access is also relatively poor.
- Residential areas within the study area are reasonably well provided with bus services although the number of other destinations is limited.
- Existing cycle facilities within the study area are restricted to a traffic free east-west route into Mowbray Gardens and a network of advisory cycle routes along minor roads.

2.3.6 Social Infrastructure and Local Retail Centres

The general level of access to services in the NDC area is fragmented and, in many areas, inadequate for the needs of the local population. Particular key issues to be addressed include the following:

- **Retail:** Hendon is identified in the UDP as being an area lacking in local convenience provision. There are presently several areas that do not have ease of access to a range of local shopping facilities, particularly at the extremities of the NDC area. At a general level, close proximity to city centre services and supermarket developments outside the study area have served to undermine the trading prospects of the study area. Villette Road is identified in the local planning framework as the main service centre, offering a mix of traders, a number of which have a historic association with the area. However, the physical layout of the centre also affects the ability of the centre to attract and sustain businesses, with limited prominence and road access, insufficient parking provision and the small and outdated layout of premises ill-suited to modern operator requirements.
- The **other local centres** in the study area, at Suffolk Street and High Street East, vary considerably in quality and patronage. The Suffolk Street neighbourhood centre has several vacant units, is poorly laid out, and lacks a defined residential catchment area.
- **Community Facilities:** there is a general lack of structure to community facilities in the NDC area, which results in poor distribution and competition, with some thriving whilst others decline. Initiatives are required to strengthen and broaden the amenity base of local centres, linking these with quality open spaces (urban and green) and access to waterfront. The overall layout of many of the buildings is not designed to maximise and project their benefits in the most effective way.
- **Play Facilities:** There is a limited range of play provision in the study area and access to play facilities locally, especially play spaces for toddlers and many are ad hoc and not suitably provided for (in terms of safety, surfaces etc.) Generally there is a lack of informal recreation and play space not associated with school provision and many opportunities exist to introduce playgrounds on areas of underperforming open space.
- **Youth Provision:** Middle Hendon currently lacks static youth provision, with several of the centres that do exist, such as the Sans Street Youth and Community Centre, in great need of refurbishment.
- **General Service Provision:** Services in the Hendon and East End area are generally of a scattered nature, and there is no clustering of similar facilities in one defined location that can be readily accessed by public transport. However, it should be recognised that whilst centralisation can be a benefit in terms of accessibility for strategic services, the study area's linear nature may benefit from a dispersed model for certain specific services, such as local shops and post offices.
- **Health:** Although currently GPs in the Hendon and East End area are not oversubscribed, there is an issue over their premises, in that several are sub-standard in terms of size and general condition.
- Aside from Age Concern, which is based at Stockton Road, no other direct **elderly person services** are located in the Hendon East End Area, although all services are available city wide.
- **Training** in the area appears to be mainly directed towards first entry level jobs reaching up to NVQ level 2. Very few training opportunities are offered for further advancement beyond this level.

2.3.7 Other Considerations

Part of the framework area is located within a COMAH³ Zone. To the south east of the area lies the site of three gasholders which has been designated a COMAH Zone by the Health and Safety Executive (HSE) and encompasses the south east section of the masterplan site.

The HSE designated the gasholders a COMAH Zone after assessing the risks and likely effects of a major accident at the gasholders and the perceived risk this would have to the public.

The COMAH Zone is made up of three areas: Inner Consultation Zone, Middle Consultation Zone and Outer Consultation Zone, the Inner Consultation Zone being the closest to the gasholders.

The level of development permitted by the HSE in each of the Consultation Zones is set out in the PADHI (Planning Advice for Developments near Hazardous Installations) guidance (updated August 2009), with the implications for the development types proposed in the Regeneration Framework summarised below. It should be noted that there are a number of rules, such as the straddling rule which can vary the amount of development permitted in each zone. The information below should therefore be taken as a guide, and each detailed development proposal should be developed with reference to the PADHI Guidance.

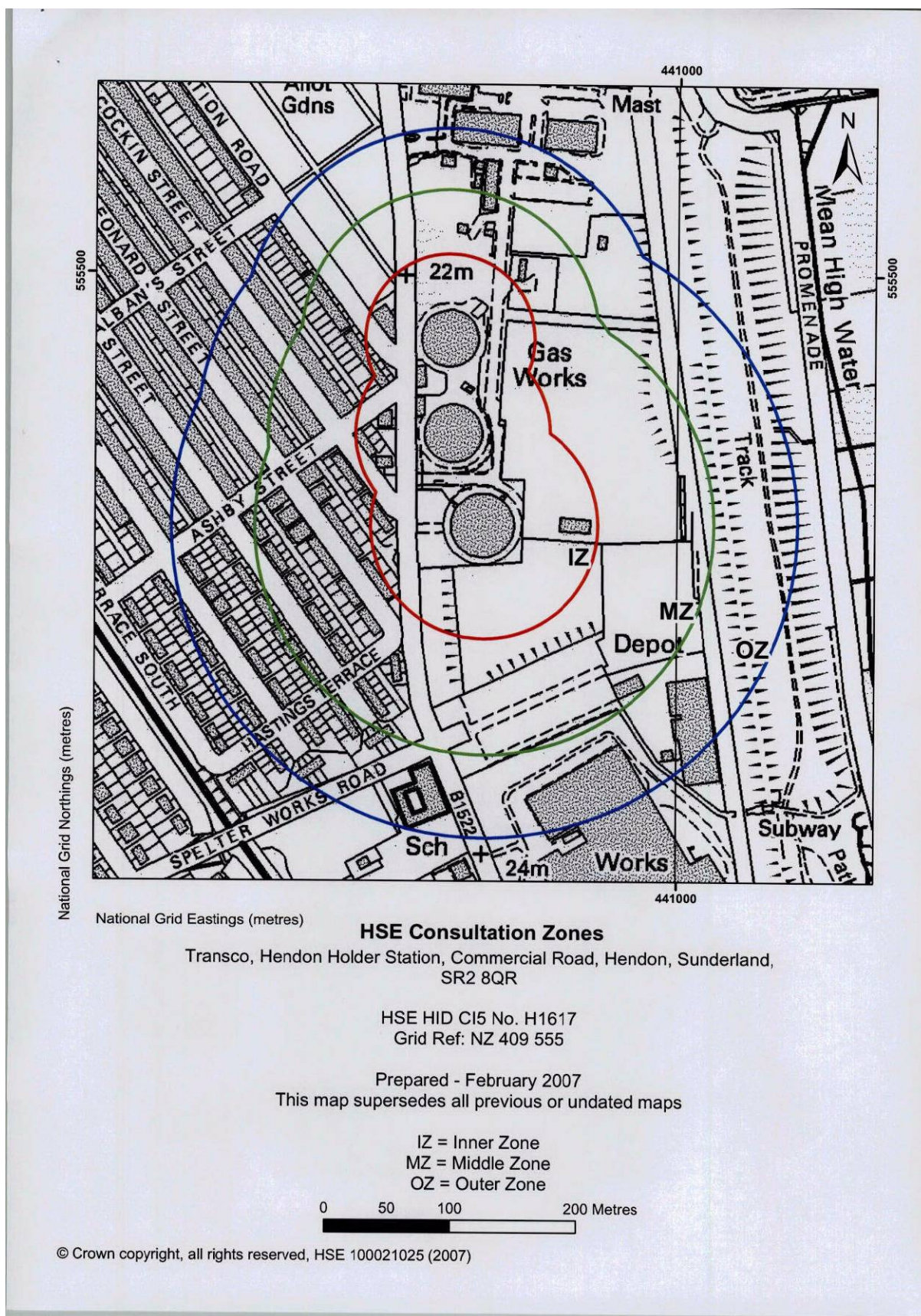
The development of the framework has taken a conservative approach within these zones, proposing no development in the inner zone, and retaining the existing open space in the middle zone. Actual development proposals for the Edward Thompson site may be able to include some housing within the middle zone, subject to complying with the guidance on numbers and density.

Zone	Implications for Development in Hendon
Inner	Development opportunities are severely restricted, therefore no new development is proposed in this zone in the Hendon and East End Regeneration Framework.
Middle	Residential properties are acceptable where developments are up to and including 30 dwelling units and at a density of no more than 40 per hectare. Open space is permitted within this zone provided that at no one time there were more than 100 people using the space.
Outer	Residential developments are generally appropriate as is open space where no more than 1,000 people will gather at one time.

The COMAH zones can be seen in Figure 2.1 below.

³ Control of Major Accident Hazard

Figure 2.1: HSE Consultation Zones



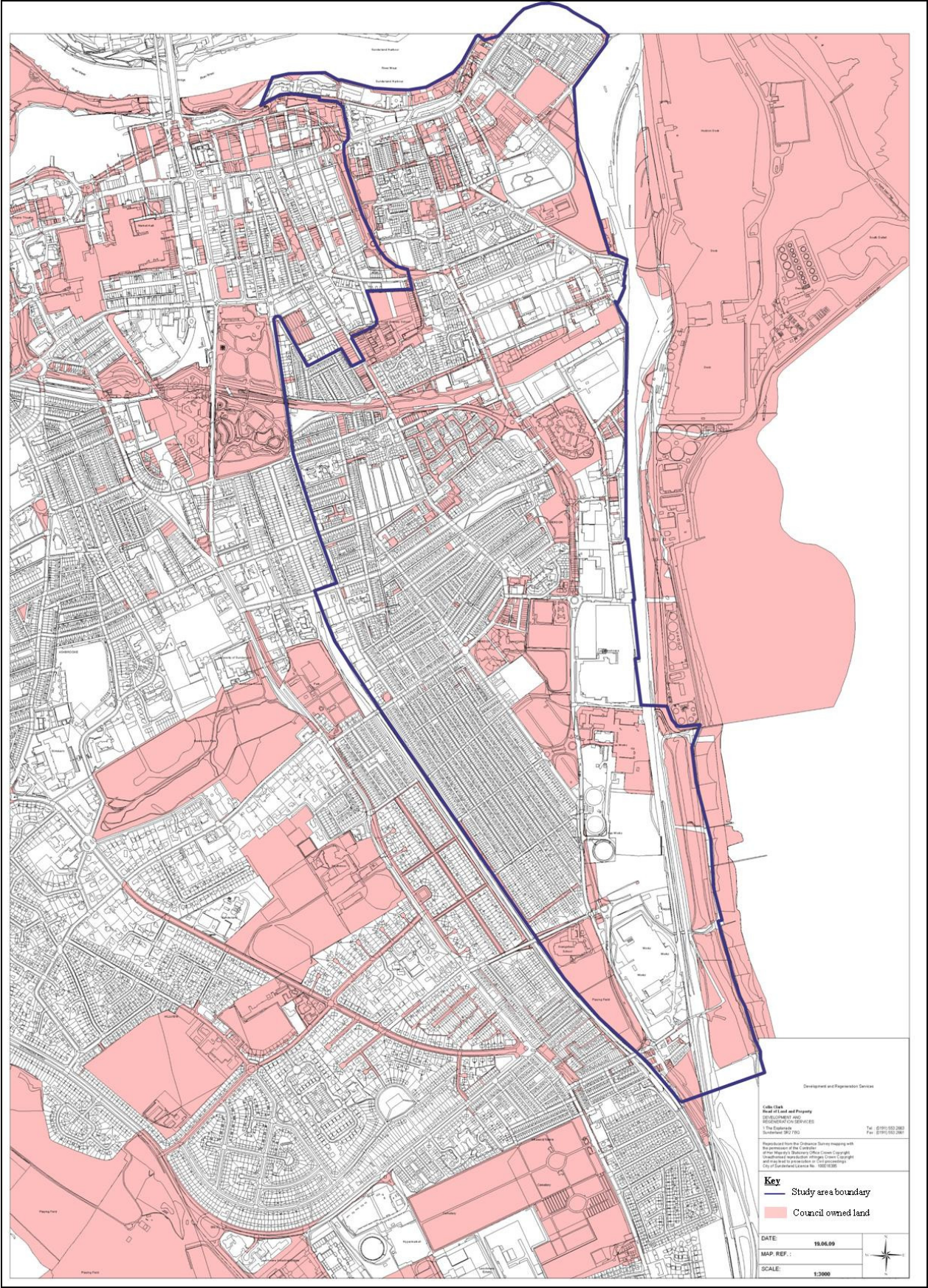
2.3.8 Opportunity Areas

There are several opportunity sites and areas of opportunity in the study area that could be further exploited for new, well designed development should circumstances arise.

- The under-utilised **Edward Thompson and Network Rail sites** on Commercial Road provide an opportunity for improving access to the Hendon seafront for residents in the long-streets area. The former site also has considerable potential to exploit its commercially attractive position overlooking the sea and Hendon Beach.
- BotM own a considerable land asset at the former **Harrogate and Amberley Street** site, which is earmarked for a residential scheme. This provides the opportunity for the development of a high quality, well designed scheme that can incorporate the public space lacking in the area, as well as diversifying the housing offer.
- **Public sector ownership** of employment land-use sites is most prominent within the Hendon industrial corridor (Commercial Road) and Port area, which provides scope for the investment and redevelopment of sites in these areas.
- **SCC** do not control sites of any significance in the Vilette Road, but do have control of sites in the Middle Hendon area, which could be used to help facilitate reconfiguration and delivery of new retail/ neighbourhood amenities, with close linkages to the housing redevelopment programme.
- In terms of market demand, the economic downturn has supported continued growth for food operators at the more affordable end of the market and many are actively pursuing new store opportunities. The more established 'big four' brands (Tesco, Sainsbury, Asda and Morrison) are also actively pursuing smaller food stores in town centre and edge-of-town sites. Such activity may present an opportunity to Hendon and East End in looking to facilitate such development to better meet the local service needs of the area. Under improved market conditions such a development would also generate development gain contributions which can then be directed to other local regeneration projects.
- The **under-utilisation of listed buildings** in the East End area provides an opportunity to capitalise on these physical assets.

Details of the Council landownership can be seen in Figure 2.2 below.

Figure 2.2: Council Landownership in Hendon and the East End



3 Overarching Vision, Themes and Aims

3.1 Introduction

Based upon the findings of the Baseline Report and the aspirations of the BotM NDC Partnership, a Vision was developed for the future of Hendon and the East End of Sunderland. It draws strongly upon the published Sunderland Strategy (2008-2025), and particularly the strategies of the NDC Partnership. The Vision and associated key elements have been prepared in the context of:

- The Sunderland Strategy (2008-2025);
- BotM's Delivery Plan and associated thematic strategies;
- BotM's vision and key themes;
- Sunderland City Council's Adopted Unitary Development Plan (1998) and subsequent Alterations Nos. 1 and 2;
- The North East of England Plan (Regional Spatial Strategy (RSS)) July 2008
- The Regional Economic Strategy; and
- National Planning Policy Statements.

It is recognised that the vision and supporting thematic objectives are highly aspirational, and BotM will seek to work with Sunderland City Council to ensure their delivery.

3.2 Vision Development

3.2.1 Emerging Vision

The emerging vision which was developed following the original baseline report and issues and options report is outlined below.

'Hendon and the East End will be an area where residents are proud of where they live and feel confident that both they and their families will have benefited from, and will continue to experience, lasting improvements to their neighbourhood and quality of life.'

'People will aspire to live in the Hendon and East End area. Residents will have decent homes in a clean and pleasant environment and will feel safe from crime and anti-social behaviour. They will thrive and achieve their potential in a community where there are greater opportunities for employment, education and lifelong learning. The East End and Hendon will be a place where local people enjoy good health and well-being.'

3.2.2 Final Vision

Following the re-start of the Regeneration Framework study in the spring of 2008 it was identified that the vision needed to be updated. The revised vision incorporates feedback which was received following engagement with the key stakeholders.

The refined vision for Hendon and the East End sets out the clear ambition for the regeneration of the area. The vision recognises the current strengths of the area while at the same time recognising the need for change.

"Hendon and the East End – Neighbourhoods between the City Centre and the Sea"

'...To bring to the fore the unique qualities of living and working by the sea for a community with roots in the past but with an eye to the future...'

People will aspire to live in the Hendon and East End area. Residents will have decent homes in a clean and pleasant environment and will feel safe from crime and anti-social behaviour. They will thrive and achieve their potential in a community where there are

greater opportunities for employment, education and lifelong learning. The East End and Hendon will be a place where local people enjoy good health and well-being.'

Hendon and the East End has many natural assets, but there are also a number of challenges which must be overcome for the vision to be realised. To address these challenges, a series of improvements needs to be in place. These improvements are described later in the Framework document and have been grouped under a number of themes for action:

- Community Legacy and Heritage;
- Accessible Local Amenities;
- Great Streets for People;
- Welcoming, Safe Neighbourhoods; and
- Supporting Local Employment.

3.3 Themes and Aims

The five themes identified above have been refined following consultation with the key stakeholders. It is these refined themes which now help to express the Vision and shape the Regeneration Framework for Hendon and the East End.

Theme 1 - Community Legacy and Heritage

The Hendon and East End of today is a modern environment, but one with strong roots in the past. Key aspects of the Regeneration Framework will be the identification, protection and improvement of heritage features.

Historically Hendon and the East End have been two separate areas with two different cultures, joined together by their determination to succeed. The communities grew alongside the export of coal from the port and its position as one of the largest shipbuilding cities in the world. Following the decline of the heavy industries in the North East, Hendon and the East End has become one of the most deprived areas in Sunderland. The Regeneration Framework wants to build on the communities' heritage to make sure that they have a future place where people can continue to live and work.

Theme 2 - Accessible Local Amenities

Good access to quality local shops and services as well as open spaces is what makes an area liveable. Vilette Road performs well but its street design is poor. The shops along Suffolk Street are failing and the neighbourhoods do not connect well to the seafront promenade.

Sunderland and particularly Hendon and the East End has a strong history linked to the working Port. The coastline is also a major asset. Despite recent significant improvements, it is still largely inaccessible to local communities. Reconnecting local neighbourhoods to the sea through upgrading local routes and redeveloping key sites next to these routes will be addressed in the Regeneration Framework.

Good local shops, education, health, public transport and community facilities are also important to regenerate Hendon and the East End. The Framework will re-establish a network of easily accessible amenities throughout the area and identify appropriate locations for new shops and services.

Theme 3 - Great Streets for People

Hendon and the East End sits between the City Centre and the sea. The importance of connections and links are therefore very important. However, many of the streets are of poor quality and traffic dominated. Turning these into attractive places that support a variety of uses is key.

Many of the streets in the NDC area have heavy traffic, and are not safe for pedestrians and cyclists. In many instances the streets are unattractive and not maintained well. Key areas of focus within the Regeneration Framework will include the main roads through the area including Commercial Road, White House Road, Villette Road, and Gray Road. Other local streets including Barrack Street, the 'back alleys' in the Long Streets area, and links eastwards to the coast will also be addressed in the Regeneration Framework. The type of improvement to streets will vary, e.g. tree planting along Commercial Road, or new pavements, benches and planting to the Long Streets and upgrading of the back alleys.

Theme 4 - Welcoming, Safe Neighbourhoods

Many of the local neighbourhood areas are not attractive. Exposed 'backs' of properties, a lack of tree planting and dereliction all contribute to an unwelcoming image. The Regeneration Framework will address these problems, and incorporate the very best aspirations for quality living.

The Regeneration Framework area has several distinct neighbourhoods – the East End; Middle Hendon; and, the Long Streets. These give an overall structure and character to the area. The quality of the living environment within each neighbourhood varies, and upgrading is needed. This could include housing refurbishment; open space; streets; safety / security issues; and, the general quality of the environment. This is already about to start in parts of Middle Hendon. An attractive, walkable, clean and safe place is needed which contributes to creating welcoming neighbourhoods.

Theme 5 - Supporting Local Employment

The culture of local employment in the area is strong, and continues today. The importance of retaining local jobs is understood and the Regeneration Framework seeks to improve the type of accommodation space and its relationship to adjacent streets and residential areas.

Historically the employment opportunities in Hendon and the East End have led to the need for housing to allow people to live close to their work. This relationship is still present today, although a lot of the housing is perhaps better at meeting the needs of the residents of the past. The Regeneration Framework will support the existing businesses while showing how the current employment areas can be improved. New employment locations are also proposed to help attract a wider range of companies. New services for the residents will maintain Hendon and the East End's ability to provide a choice of work locally. With a wider and better choice of housing for the families of today, this will ensure a strong link between jobs and housing continues to exist in the area.

4 Regeneration Framework

4.1 Introduction

The section of the report presents the Regeneration Framework for Hendon and the East End. The Framework has been produced to guide the regeneration, and where appropriate the redevelopment of Hendon and the East End. This document has been produced in accord with local, regional and national policy. Details of this can be seen in section 1.5. It is the aspiration of BotM that this piece of work will ultimately form a part of the future planning policy framework of the area. Sections 5.6 and 5.7 demonstrate how this document will be embedded in future planning policy and also how it will be delivered. The Regeneration Framework seeks to direct investment in the area by both public and private bodies.

This chapter is divided into the following sections:

- Overall Spatial Framework
- Priorities for Regeneration
- Key Projects

4.2 Overall Spatial Framework

Hendon and the East End are parts of Sunderland with a valuable historical legacy and strong sense of community. Many of the positive qualities of the place today originated during former times when the great ship building and sea trade activities were at their peak.

Communities sprang up around the port where dense areas of tightly knit residential neighbourhoods flourished. The plans below are from the late 19th century.



Today the story is different, with a decline in port-related employment, the spreading of industrial and 'bad neighbour' type businesses along the coast dividing local neighbourhoods from the sea and a deterioration in the quality of the housing stock. The area is much in need of a new vision to help guide action to restore the vibrant community that typified the Hendon and East End of the past.

Key aspects of what shapes the 'community' have been identified and the desire expressed that these should be preserved and or enhanced through the Regeneration Framework. These include:

- Key buildings, such as the Barracks, the Donnison School and the Boys' orphanage;
- A strong community spirit;
- Sense of place;

- Living close to where you work, which requires new businesses and industries to be established in the area;
- Thriving industrial centre;
- The continued development of the Port and its links to the area;
- Local amenities for local people, particularly shops and sporting facilities; and
- Being well connected to the surrounding areas.

To address these and many other issues identified in the early stages of the study, a new spatial framework has been developed underpinning the vision, as follows.

“Hendon & the East End - Neighbourhoods between the City Centre and the Sea”

‘...To bring to the fore the unique qualities of living and working by the sea for a community with roots in the past but with an eye to the future...’

People will aspire to live in the Hendon and East End area. Residents will have decent homes in a clean and pleasant environment and will feel safe from crime and anti-social behaviour. They will thrive and achieve their potential in a community where there are greater opportunities for employment, education and lifelong learning. The East End and Hendon will be a place where local people enjoy good health and well-being.’

The spatial framework diagram in Figure 4.1 draws together into a single plan actions proposed under each of the 5 themes. Overall, the spatial framework seeks to establish a comprehensive approach to regenerating the Hendon and East End area. It addresses the area’s shortcomings and maximises existing assets. Key features of the framework are:

Community Legacy and Heritage

- Retention/enhancement of historic buildings, where they contribute to an understanding of the heritage of Hendon and the East End. This is particularly important where this can bring back into productive use property that is currently empty and therefore likely to be at risk of deterioration.
- Access to a network of community facilities including sports facilities, reflecting the cultural and sporting heritage of the area.

Accessible Local Amenities

- Investment is urgently required in the local neighbourhood centres at Villette Road and Suffolk Street to ensure that they provide a quality public realm and environment, retail and community facilities for local residents. The range of local independent shops on Villette Road needs to be supported by dramatic enhancements to its ‘high street’ character through a range of streetscape improvements and upgrades to the quality of the shop premises. Suffolk Street is in need of complete redevelopment and that may possibly be re-provided at an alternative location within new development proposed at White House Road.
- Upgrading open green spaces to the north of the study area, ensuring all spaces are named and with a well defined role and use. Improved play spaces for children of all ages will be provided along with appropriate development along the edges/overlooking the space.
- Support for improvements to access to the sporting facilities located throughout the area.
- Improvements to the allotment areas addressing their poor quality visual amenity and boundary/edge treatment.
- Improvement to the Beach to capitalise on investment in improved access points. This will include further improvements to vehicular and pedestrian/cycle connections with the

wider area, an upgraded promenade and the encouragement of new leisure activities along the promenade.

Great Streets for People

- Improvements to the attractiveness to pedestrians and cyclists of the key movement arteries running through the area, through landscaping, improved crossing points and lighting. This applies especially to the north-south Commercial Road spine where a 'boulevardisation' approach is envisaged.
- Provision of high quality landmark buildings, or public realm or public art features to create positive gateways at key focal points within the area. This will contribute to an overall positive perception and image associated with the regenerated Hendon.
- Environmental improvements ranging from improved maintenance of public and vacant spaces to investment in enhanced landscaping, furniture and facilities provided in the open spaces and parks and the setting of residential areas.

Welcoming, Safe Neighbourhoods

- Selective development in the East End area between the City Centre and the Port, retaining the fine grain of existing mixed use development and intensifying the area through, predominantly, new housing opportunities.
- The former Harrogate and Amberley Street housing scheme incorporated into the future vision.
- Upgrading the street environment to the Long Streets area, introducing new small open play spaces and providing enhanced street space including tree planting and other green landscaping, surface treatment, parking organisation for residents.
- Upgrading back alleys – these are a key feature of the Long Streets area in particular need to be a positive resource for the residents. Improving security and landscaping while maintaining access is a priority.
- New housing development along the coast to the south of the study area on previously developed industrial land, benefitting from excellent access and magnificent sea front amenity. Also, to include a small amount of mixed use development with frontage onto Commercial Road (B1522).

Supporting Local Employment

- Restructuring the employment area running north-south along the, but are also important elsewhere in the Framework area, and coast (Commercial Road), retaining existing businesses; providing opportunities for new employment space within a higher quality, accessible street and open space network.

The 5 key themes outlined earlier encompass a range of projects at different locations across the study area. It is helpful, therefore to capture the essence of each theme and its overarching objectives as a way of steering the general direction for each individual project – thereby ensuring each project delivers part of the greater spatial framework.

Figure 4.1 Overall Spatial Framework



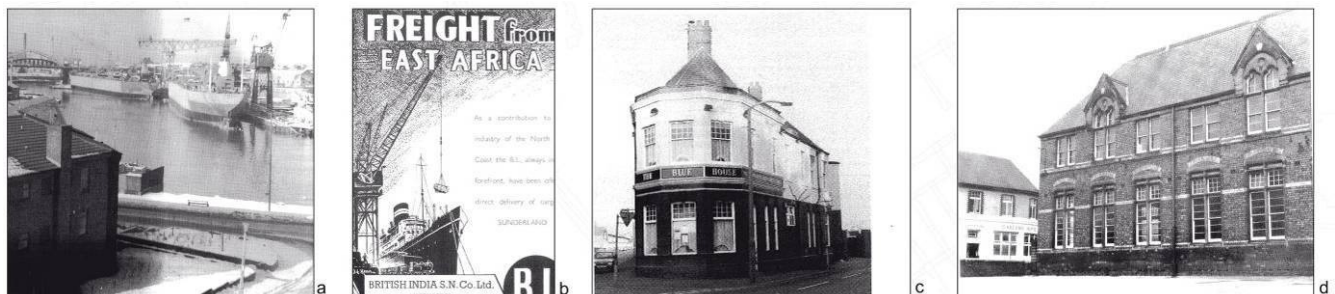
4.3 Proposals by Theme

4.3.1 Theme 1: Community Legacy and Heritage

Section 1.3 refers to the key features of Hendon and the East End that contribute to the area's own unique identity. Some of these are structures which represent different functions or activities that were important to the history of the area. Some features derive from the strong community that grew around the port related industries that dominated in the past.

The plan (Figure 4.2) indicates some of the remaining historic built features of the Hendon and East End area. These occur either as individual structures/buildings, as areas of structured open space (including the Church Graveyard and Town Moor), or as groups of buildings forming contiguous settings.

Not all of these historic elements are of exceptional quality or positive character but are important locally. Those of a weaker character should be focused upon as areas for enhancement within the broader historical setting they form (e.g. Long Streets).



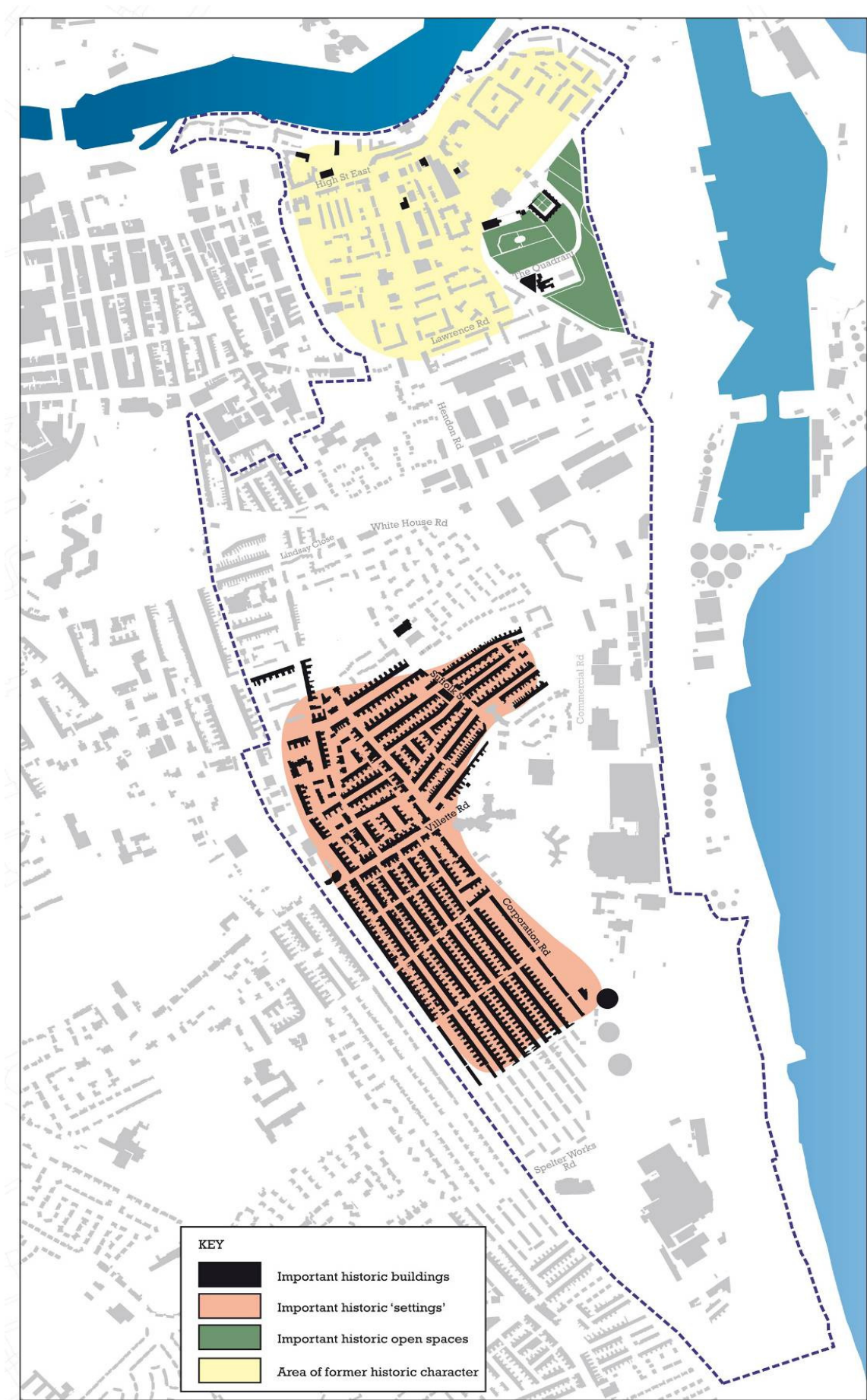
The images above illustrate former times from the study area - a: ship fitting out at Sunderland Port; b: Sunderland's deep water docks created significant local employment; c: traditional pubs still standing today; and, d: 1879, Senior Boys Board School at Hendon.

Historically Hendon and the East End have been two separate areas with two different cultures. These communities grew alongside the export of coal from the port and its position as one of the largest shipbuilding towns in the world. Following the decline of the heavy industries in the North East, Hendon and the East End has become one of the most deprived areas in Sunderland. The Regeneration Framework builds on the communities' heritage to make sure that they have a place in the future where people can continue to live and work.

The plan at Figure 4.2 describes:

- The Long Streets area and the area north of and including the Vilette Road local centre. These indicate street patterns from the late 1890's that have continued into the present day. They include houses that are typical Sunderland Cottages types; the streets show a lack of tree planting and street furniture; and, the area provides the opportunity to develop new environments for safe and pleasant living;
- The northern East End Area that has retained much of its fine grain, mixed use pattern of development and unique character. Though considerably less dense today than in the 19th century, the arrangement of streets with their orientation running down to the river Wear provide the skeleton on which the area can intensify and reclaim much of its dense, vibrant urban character;
- A number of individual structures/buildings remain that are to be protected and enhanced in the future plan for the area.
- All streetscape, open space and other environmental improvements will be completed to high design standards, incorporating robust natural and locally relevant materials and which contribute to a distinct 'sense of place.'

Figure 4.2: Existing heritage features



4.3.2 Theme 2: Accessible Local Amenities

The plan at Figure 4.3 describes the approach taken towards the provision of amenities for Hendon and the East End.

Ensuring that local residents have access to good local shops, education, health, public transport, leisure, recreation and other community facilities is a fundamental requirement of successful places. At present the Hendon area in particular suffers from a lack of easily accessible and walkable local shopping and services. Parts of the Long Streets area fall outside of a 5-10min walk to the local centre at Villette Road, while the facilities at Suffolk Street are poor and do not provide an adequate level of provision for local residents.

In addition to local shops and services, the amenities to support local neighbourhoods also include the provision of employment/jobs, the quality and usability of public open spaces (including the sea front), and the location of cultural facilities. High quality open spaces are a requirement of successful places. They provide locations for informal recreation, and for play as well as other more formal organised sports. Our demand for ever more sophisticated forms of recreation impact on the types of open space that are necessary to meet these demands.

Sunderland and particularly Hendon and the East End has a strong history linked to the working Port, through a marked decline in the employment density at the port has undermined the functioning of local neighbourhoods that once served the port. New business has emerged along Commercial Road, though the larger business and industrial parks serving Sunderland are now located beyond the City Centre fringe towards Washington at Doxford and Rainton Bridge. The coastline is a major asset and despite recent significant improvements, it is still largely inaccessible to local communities.

The framework therefore seeks to address these shortcomings through identifying opportunities to provide better local centres, including an enhanced range of shops as well as repositioning the location of centres to make them more accessible.

Reconnecting local neighbourhoods to the sea through upgrading local routes and redeveloping key sites next to these routes is an important consideration addressed in the framework. Highlighting the need to improve the quality of and access to open spaces and parks is also a key aim of the framework.

The key proposals include:

Local Centres

- The enhancement of the Villette Road local centre with improved streetscape/high street character through new surface treatment, parking organisation, planting, widened pavements, new street furniture as well as an intensification of retail provision;



Streetscape enhancements

to Villette Road

- The redevelopment of the Suffolk Street local centre in conjunction with the planned former Harrogate and Amberley Street housing scheme to the west of the centre;
- The provision of new local shops and facilities to the south of the study area along Commercial Road as part of the proposed mixed use scheme on former industrial land; and,
- The provision of significant new retail facilities along White House Road.

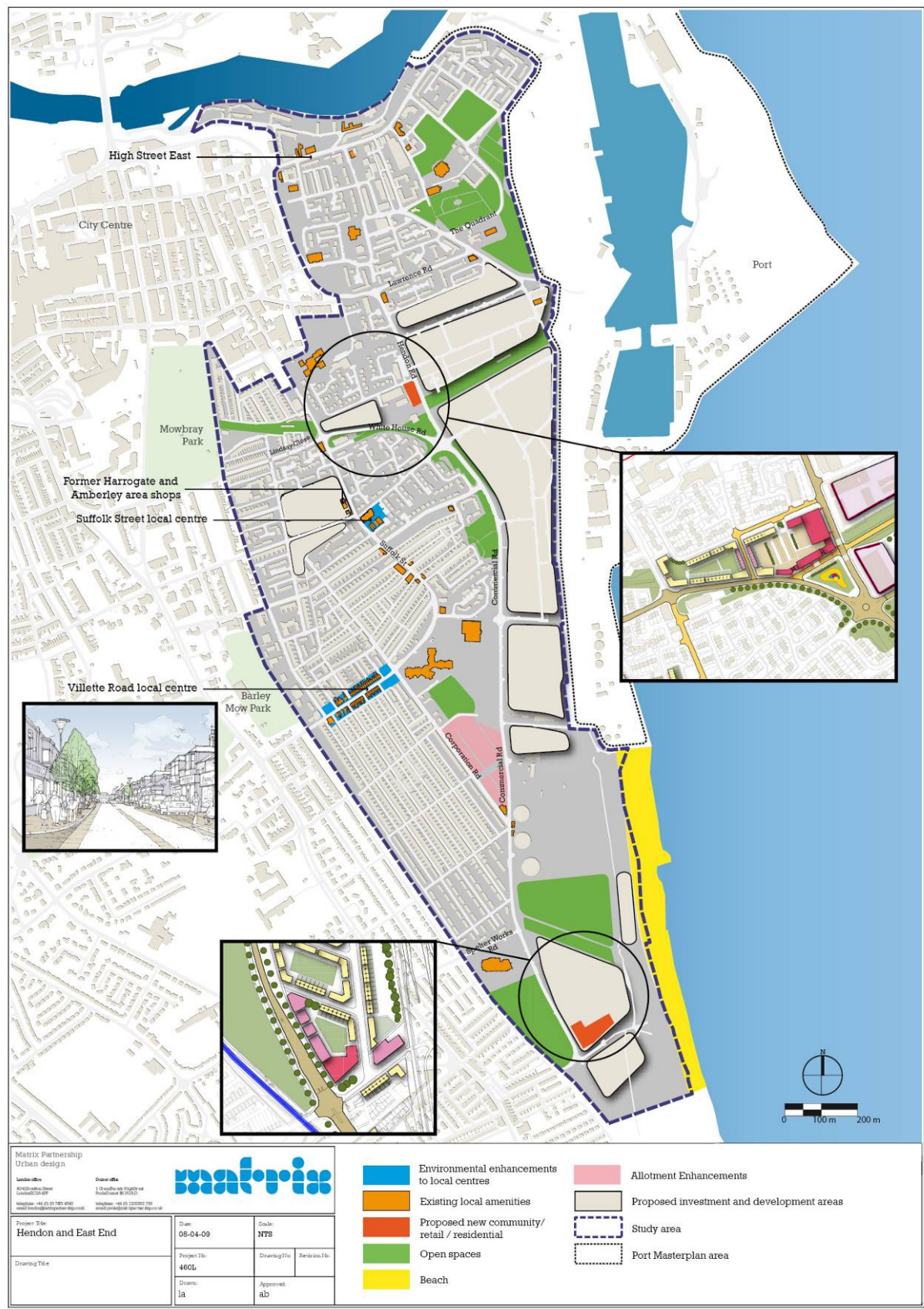
Open Space

- **Environmental upgrades to the beach and promenade** supporting recent investment by the 'Back on the Beach' project including new landscape treatment to the promenade, new pedestrian links to the foreshore, improvements to the quality of routes linking to the sea front particularly the proposed extension to Spelter Works Road eastwards and enhancement to Ocean Road.
- **Improvements to the allotments along Corporation Road.** These currently present an untidy appearance and reduce the visual amenity of the area. They do, however, provide an important local facility and will be retained. Suggested changes will improve the allotment organisation particularly with respect to fences and hut location and design. The aim is to upgrade and provide a more consistent overall character.
- **Long Streets:** This area lacks open space/play space facilities. The introduction of at least one new pocket park-type space should be considered. This space should be centrally located and will require selective re-organisation/demolition of several derelict and or dilapidated housing units. Replacement dwellings would be re-provided as well as new green play space.
- **Town Moor:** To the north of the study area located around The Quadrant / Adelaide Place / Moor Terrace are large areas of open green space. These areas, however, are underperforming/somewhat barren, and do not provide a high quality open space environment. This is largely due to their lack of clear purpose. In line with current proposals, the Regeneration Framework suggests these areas are retained but enhanced as usable, productive open green space providing for a range of activities including children's play areas, sporting facilities as well as informal recreation that will be attractive to families and individuals, young and old.
- **White House Road Port link:** Connecting eastwards towards the Port the Plan proposes to create a usable linear open green space link in the area between Henry Street East and Glaholm Road. This would incorporate a road but utilise the significant width of space available to create new open space supporting the local business environment that is otherwise devoid of quality informal recreational space for users.
- **Former Harrogate and Amberley Street site:** This area to the west of the existing local centre at Suffolk Street is planned for redevelopment. The development also should include new open green spaces to support the existing and new residences in the immediate area.
- **Vacant land** under Council ownership will be brought back into productive use and well planned, defensible open space/recreational land, including 'pocket sites', will form high quality recreational opportunities for local residents.

Accessibility

- Ensuring the availability of a choice of employment in Hendon and the East End is a priority, addressed mainly through actions under the 'Supporting Local Employment' theme.

Figure 4.3: Amenity provision across the study area



- Actions are proposed to improve the safety and attractiveness of routes to link residential areas to the local centres and community facilities such as schools, leisure and recreational facilities, medical facilities, places for worship and community centres. This will involve subtle use of signage and other visual guides, as well as improvements to the physical environment of the routes, indicated on Figure 4.4 (Great Streets for People).

Jobs

- Encouraging the availability of new jobs by ensuring a supply of premises appropriate to modern business needs; and
- Supporting initiatives to improve the employability of local residents, young and older.

Maintenance

- Action to prevent the current blights of commercial and domestic litter and fly tipping by improved monitoring and enforcement against such activities as well as rapid clearing of litter will contribute to the improvement of the wider environment;
- Enforcement against incidences of vandalism, graffiti and other deliberate damage to property will also contribute to reducing the frequency and severity of these activities. Measures to improve surveillance of vulnerable locations from surrounding properties will also help to dissuade those involved;
- Long term maintenance and site management of open spaces and the general streetscape will be prioritised and actioned in a methodical and prompt manner by the agencies involved; and,
- Hendon and the East End's public realm, buildings and environment will be of a high quality to stimulate a positive step change in the general public's perception of the area.

4.3.3 Theme 3: Great Streets and Spaces for People

The plan at Figure 4.4 describes the overall approach to movement corridors across Hendon and the East End.

Streets form the backbone to any urban area; they facilitate movement but are also 'places' in their own right. As such they must provide for a range of different uses and users. There are many streets within the study area that do not meet these basic requirements but only encourage heavy vehicular traffic movement (e.g. Commercial Road). Other streets are perceived as unsafe and have low quality design standards (e.g. the 'back' alleys to the Long Streets area). Vilette Road does not prioritise the pedestrian even though it is a local, walkable shopping centre. Connections east to the sea are weak, unattractive and not maintained well while roundabout junctions discourage pedestrian crossing. In short, there are many issues to be addressed across the study area.

Key areas of focus within the framework therefore include the main roads through the area including Commercial Road, White House Road, Vilette Road, and Gray Road. Other local streets including Barrack Street, the 'back alleys' in the Long Streets area, and links eastwards to the coast are also addressed in the framework. The type of improvements to streets varies, e.g. traffic management, boulevardisation and tree planting along Commercial Road, or new pavements, benches and planting to the Long Streets, access to the coast and coastal improvements and upgrading of the back alleys environments generally.

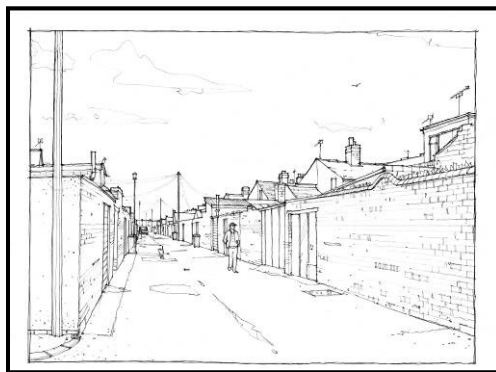
More detailed setting out of the transport and access proposals can be found later at Section 4.5.3.

The key projects to create safer and attractive roads and streets are:

- **The Southern Radial Route/Commercial Road:** This road is a major artery through the area whose design character needs to reflect more than just traffic movements

which dominate at present. The overall design intention is to create an urban boulevard which would incorporate new forest-sized tree planting, quality pedestrian and cycle routes and a consistent streetscape package of materials and furniture. Critically this approach will foster a better balance between the priority given to traffic, pedestrians and cyclists.

- **Long Street alleyways:** Proposals are put forward to improve the public realm quality of the alleyways along the backs of the Long Streets properties (an indicative scheme is shown in the illustrations below). The alleyways represent a real blight on the area for local residents, prompting various unappealing security measures and creating an overall negative impression. Proposals include: property extensions to the rear to 'overlook' the alley, enclosure at ground level of the rear courtyards to create garage and waste storage space with new upper level deck space, streetscape upgrade and new tree planting.



Before and after images showing enhancements to the Long Streets back alleys

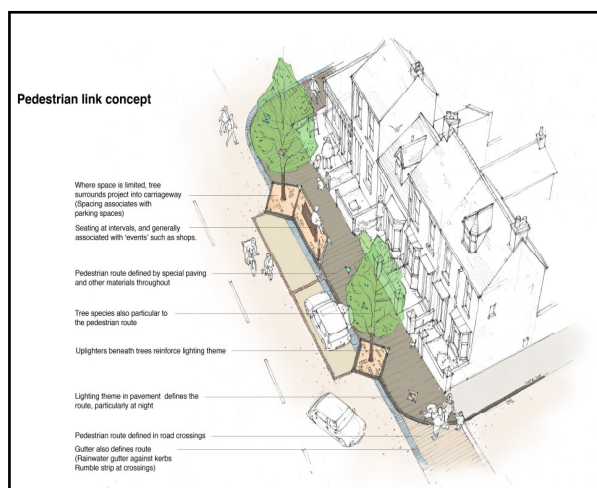
- **White House Road:** This is a key route linking westwards to the city centre and Mowbray Park. It will enable redevelopment of the proposed retail/mixed use scheme south of Chaytor Grove fronting onto White House Road. This route includes large areas of 'left over' green space along its edges and it is proposed that these green areas are planted with trees to create a stronger street linking to Mowbray Park.
- **Villette Road:** This street provides access to the local centre at Villette Road but is dominated by vehicular movement. This is proposed to be improved by creating a pedestrian/cycle prioritised high street that integrates both sides of Villette Road's retail offer. This will incorporate new, high quality streetscape design and landscaping and tree planting with a new palette of street furniture.
- **Gray Road and Suffolk Street:** Both these streets are important local access routes but neither exhibit high quality streetscape design and instead convey a barren feel with little or no green landscape/tree structure. Suffolk Street in particular must perform better if it is to support the enhanced local centre and planned former Harrogate and Amberley Street housing scheme. The width of the street would support new tree planting, widened pavements, cycle lanes and more frequent pedestrian crossings at key locations.
- **Local streets to the north east** promontory including Barrack Street: Many of the streets in this area are somewhat bleak and uninviting. Barrack Street/Prospect Row in particular have a 'windswept' feel of cleared/vacant character. Much is needed to remedy this situation that streetscape enhancements alone will not address. New development proposals to better define the public/private boundaries and provide street enclosure will be critical. A strong street tree planting strategy would assist in improving the character of these routes.

The map illustrates the proposed investment and development areas for the Hendon and East End. Key features include the River Wear, City Centre, and various roads such as High Street East, Suffolk Street, Gray Road, Villetta Road, Barley Mow Park, Commercial Road, and Spiller Works Rd. The map also shows the Port and North Sea. A legend at the bottom provides details on the symbols used, including the Study area, Port Masterplan area, Primary gateway, Secondary gateway, Tertiary gateway, Environmental improvements, New port access, Enhanced pedestrian route, Improved links to coast, Strategic links, Coast link, Coastal improvements, Boulevard treatment, and Streetscape improvements. A scale bar and north arrow are also present.

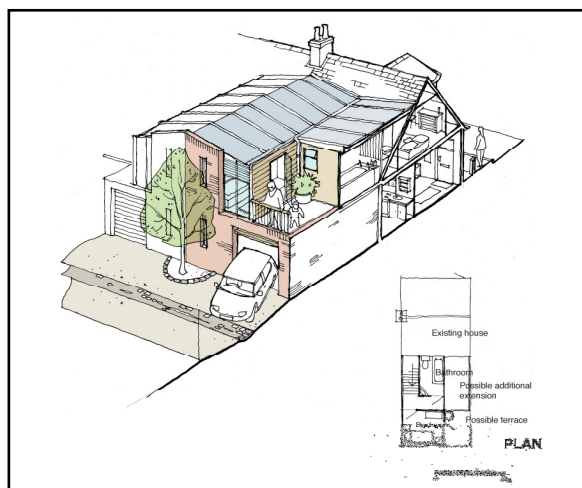
Matrix Partnership Urban design			
London office 6142200000 Street London EC2A 4EJ Telephone: +44 (0) 20 7851 4500 email: london@matrixpartnership.co.uk	Bristol office 1 Oxford Road, Bristol Bristol BS1 2QJ Telephone: +44 (0) 1202 951 755 email: bristol@matrixpartnership.co.uk	Date: 08-04-09 Project No: 4605 Drawing: 1a	Scale: NTS Drawing No: 4605 Revision No: 1a
Project Title: Hendon and East End		Drawing Title: 4605	

- Study area
- Port Masterplan area
- Primary gateway
- Secondary gateway / junctions
- Tertiary gateway / junctions
- Environmental improvements along the Southern Radial Route
- New port access
- Enhanced pedestrian route
- Improved links to coast
- Strategic links from outside of the study boundary to coast
- Coast link
- Coastal improvements
- Boulevard treatment along highway
- Streetscape improvements to back alleys
- Streetscape improvements to residential streets

- **Coastal Links:** Most of the east-west coast links are industrial in character and of poor quality. These must be addressed if Hendon's fundamental relationship with the coast is to change, although access must avoid the operational port to ensure no conflicts arise. Streetscape enhancements combined with new adjacent redevelopment are therefore proposed for Ocean Road, Promenade and the extension of Spelter Works Road. The promenade itself will be subject to improvements to further increase the attractiveness of the coast as a recreational destination.
- **Gateways:** high quality and distinctive design in development and landscaping at identified gateway locations will help to redefine the area's image in a positive light.



Addressing the pedestrian environment in residential areas



Potential extension of traditional houses – Long Streets

4.3.4 Theme 4: Welcoming, Safe Neighbourhoods

The plan at Figure 4.5 describes the approach taken towards the housing environment for Hendon and the East End.

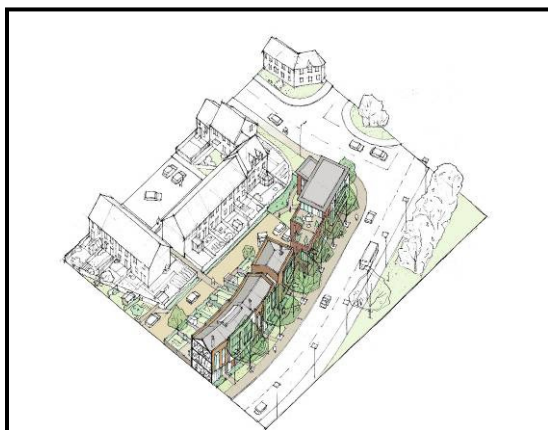
The framework area has 3 distinct neighbourhoods – the East End; Middle Hendon; and, the Long Streets. These give rise to an overall structure and character to the area. The quality of the living environment within each neighbourhood varies markedly, and upgrading to all 3 areas in different ways is needed. This, broadly, includes housing refurbishment and new housing construction where feasible; open space enhancement and new provision; environmental upgrades to streets; addressing safety and security issues; and, the general attractiveness of the housing environment. Proposals for improvements of this nature are already well advanced for parts of Middle Hendon.

The fundamental premise of the framework is to create an attractive, walkable, clean and safe living environment which contributes to a welcoming and desirable place to live for existing residents but also for future new populations.

The area has many assets to build upon and the basic attributes of a wonderful place to live – it is close to the sea and promenade with excellent access into the city centre and all the amenities that has to offer, good rail transport connections, relatively high density housing in parts, local shops and unique historic features. The strategy is to ensure that all these assets perform at a higher level than they do at present and to retain the underlying community /social links and networks that exist – particularly in established areas such as the Long Streets.

Key features of the proposed projects include:

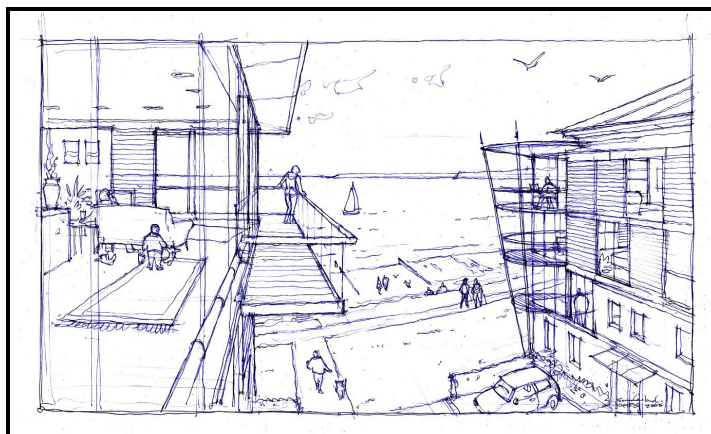
- Creation of a better balance in the housing market to counter social segregation and attract new households from outside the area. The main mechanism available is through providing a greater mix of properties within the area, in terms of the tenure and value of housing; the type and design of housing, and the layout and environment for housing.
- Making the best use of underdeveloped or vacant land within the East End area, seeking to re-establish the tight-knit relationship between different uses and reinforce the routes north to the river Wear.



**Artist impression of potential housing
on typical infill site within study area**

- To improve the accessibility through the relatively new housing areas that lie along the southern edge of the city centre and south of White House Road by introducing new pedestrian and cycle routes where possible. Intensification of uses in this low density city centre location would be beneficial, through higher density development of infill and vacant sites which integrate with the existing character.
- New mixed use housing development at White House Road.
- Planned former Harrogate and Amberley Street housing development.
- Range of enhancements to the housing stock, in the existing housing areas of Middle Hendon and north and south of Vilette Road. These will range from the refurbishment of properties, to repairs to the external fabric and boundaries. This to be combined with upgrading of the wider street and open space environment.
- New housing and mixed use development to the south of the framework area on former industrial land.

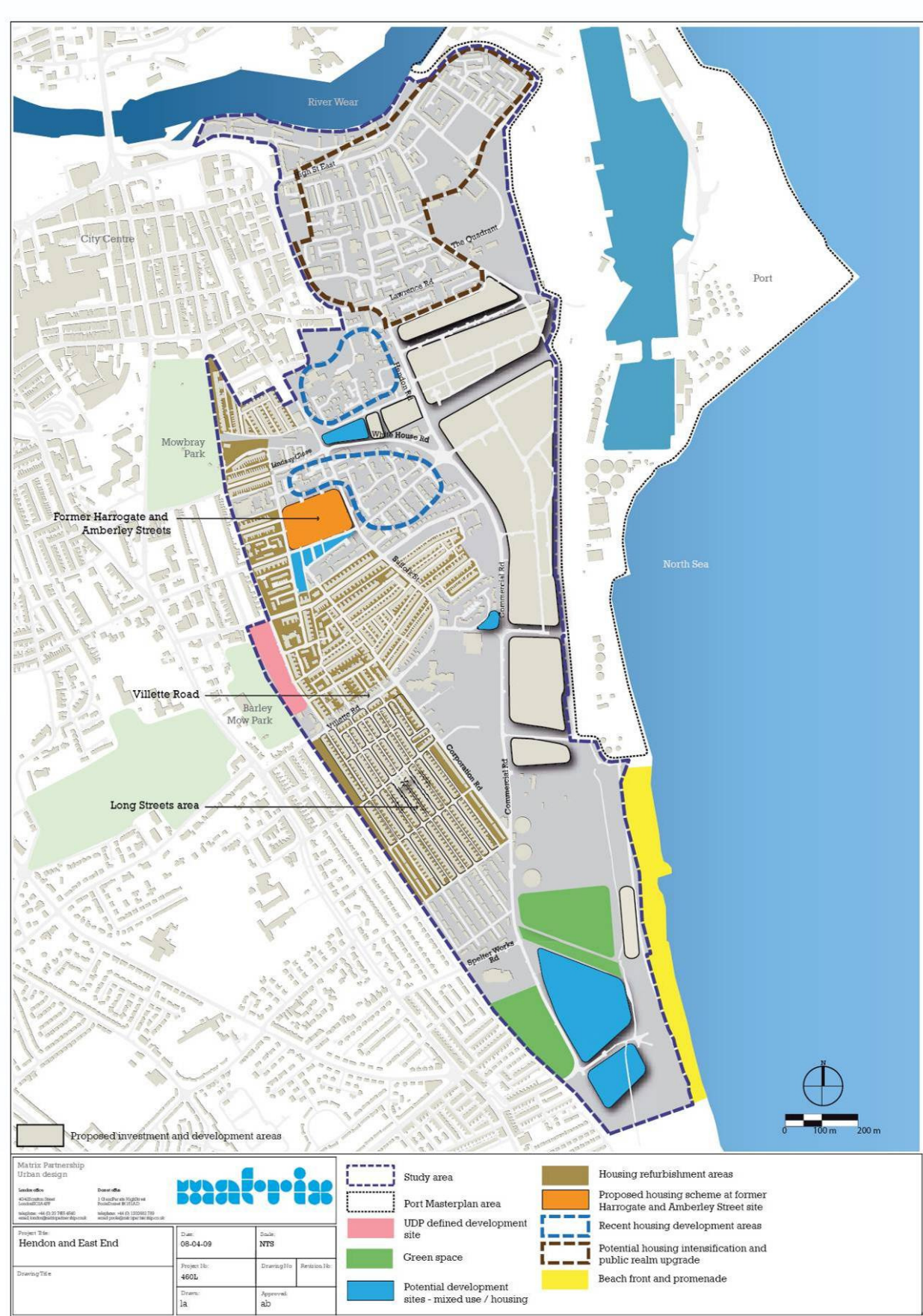
Further details on projects contributing to the creation of Welcoming Safe Neighbourhoods can be found at Section 4.5.4 later in this document.



**Artist impression of potential
housing overlooking the sea**

Artist impression of potential

Figure 4.5: Welcoming Safe Neighbourhoods



4.3.5 Theme 5: Supporting Local Employment

The plan at Figure 4.6 describes the approach taken towards the support for employment in Hendon and the East End.

Historically, the employment opportunities in Hendon and the East End (most notably the port / ship building) have led to the need for housing to allow people to live close to their work. This relationship is still present today, although a lot of the housing is perhaps better at meeting the needs of the residents of the past.

As the significance of the port as an employer to Hendon and the East End has dwindled, the importance to residents of the service-based economy within Hendon and the East End and in the neighbouring city centre, and the industrial type business space stretching from the port, south along Commercial Road, has increased.

The Regeneration Framework supports the operation of existing businesses while showing how the type and character of employment areas can be improved upon. Much of the industrial space in the zone between Commercial Road and the port railway line exhibits a poor public realm quality that may be suitable for current uses but is less attractive to any future diversified employment function. The framework therefore proposes a revised spatial layout for the area that directs the heavier industrial processes to the east of the zone. It also provides for development of new premises to the west and especially along Commercial Road that will be suitable for the needs of, and therefore help to attract, new, more modern business.

New employment locations are also proposed at the Southern Gateway to the area and at White House Road to help attract a wider range of companies. Encouraging the provision of new and expanded services in the local centres for the residents will maintain Hendon and the East End's ability to provide a choice of work locally. Improvements to the pedestrian routes which link to the city centre will also help to increase the access to employment opportunities for residents of Middle Hendon and the East End.

Combined with action to provide a wider and better choice of housing for the families of today, this will ensure a strong link between the availability of jobs and housing continues to exist in the area.

Sunderland has recently commissioned work to set out the future economic strategy for the wider city region that will assist in clarifying the role, type and level of accommodation of employment space that should be provided at Hendon and the East End. The Regeneration Framework will therefore need to evolve to reflect the strategy set out in the Economic Masterplan when this becomes available later in 2009.

Key proposals are:

- Promotion of the development of new employment premises as part of the mixed use developments at the Southern Gateway site and at White House Road;
- Restructuring the employment area running north-south along the coast (Commercial Road), retaining existing businesses; providing opportunities for new employment space within a higher quality, accessible street and open space network;
- Better landscaping and environment for the Commercial Road employment zone, focussing on the Commercial Road frontages. This will build on the success of activities implemented by BotM focused on crime prevention and security measures; and
- Supporting the vitality of the local centres to support the provision of employment in businesses located there.

[illegible]

4.4 Priorities for Regeneration

The work undertaken has identified a number of priority intervention areas and emerging redevelopment and physical renewal projects, partly to inform the emerging planning framework for the City, but also to set out a programme of actions and next steps required to investigate more thoroughly the financial viability and regeneration impacts of these.

There are many projects proposed which will only be implemented over the longer term. Some of these will be less fundamental in stimulating the longer term change in the fortunes of Hendon and the East End. The five key areas that need addressing in order to promote the lasting change that is desired by the community are:

- 1 **Enable Development sites** – involving land assembly or possibly public sector ownership, surveys of utilities and constraints on each site, promotion of development through the Core Strategy, development control policy and marketing.
- 2 **Retail improvements** – involving measures to improve the vitality of local centres (particularly Villette Road and the opportunity for new development at White House Road) and increase employment opportunities through investment in the accessibility, appearance (streetscape and premises).
- 3 **Employment generation** – counter the trend towards ‘out of town’ business parks by offering better provision, with better access and better local amenities through investment in existing areas and developing opportunity sites.
- 4 **Housing improvements/renewal** – investing in existing stock and their surroundings, the development of new stock to provide an attractive choice. Key sites for new development are the formerly Harrogate and Amberley Street site and the Southern Gateway. Key areas for renewal are Middle Hendon and Long Streets.
- 5 **Environmental/accessibility improvements** – improving the public realm and investing in a catalytic project (such as Commercial Road or the Promenade). Ensuring investment in the basics of maintenance and renewal of public spaces and parks is high quality (‘the environmental service’). Develop design guidance to ensure new development enhances the character and fabric of the area.

Overall, the above priorities should help to re-establish community pride, since there has been too much erosion of community cohesion reflected in physical environment problems. Furthermore, in undertaking these priorities it is vital to appreciate the character of the area and what differentiates it, ensuring that its positive assets are exploited.

4.5 Key Projects

The plans set out under each of the themes for action illustrate a number of physical changes that need to be implemented in Hendon and the East End for the overall vision to be achieved. These changes are identified in greater detail in the tables below. This sets out the key physical projects together with other supporting actions that need to be implemented to ensure that the impact of investment in the physical environment is maximised.

In all cases further work is required prior to projects being deliverable ‘on the ground’. The aim of the Framework is to show how the series of projects across all themes are linked. The projects can be progressed in isolation from each other, although each provides one part of the jigsaw and thus the overall impact will be greater as more of these pieces are put into place.

4.5.1 Theme 1: Community Legacy and Heritage

The projects set out in the table below will help to ensure that development proposals in the area protect and enhance the physical heritage and also the social heritage of the area.

Reference	Projects	Priority
LH1	Design Guidance - Provision of specific design guidance for Hendon and the East End to ensure that the history of the area is reflected in the built environment. This will apply to the layout of the Long Streets, the area to the north of Villette Road and parts of the East End (see Figure 4.2 on existing heritage features) as well as to important buildings and structures.	High
LH2	Design Briefs: Provision of design briefs for the main development opportunity areas including the Southern Gateway site and the White House Road site. This will help to ensure that development proposals in Hendon and the East End protect and enhance the physical heritage and also the social heritage of the area.	Medium
LH3	Retention and re-use of historically important buildings. Secure funding to support the refurbishment of historic buildings to support their re-use, for employment, residential or community uses. A number of buildings which are connected with the historical evolution of the area are under used or vacant and are deteriorating. Priorities are: <ul style="list-style-type: none"> •The Barracks •Boys Orphanage •Public Houses 	Medium
LH4	Sporting Facilities: maintain the quality of the sporting facilities in the area to reinforce the strong historic role as a focus for sporting activities.	Medium
LH5	Detail Characterisation: Prepare a detailed Building Type and Materials Characterisation Study to identify those historic aspects of the area that are positive and those that undermine the area - i.e. that need enhancement/ change/ removal etc.	Medium
LH6	Community History and Legacy project: Carry out targeted consultation with local residents to develop a 'Story' of the place - this will draw out the history of occupation of the land and the evolution of the 'cultural marks' left on the landscape by that occupation. The intention is to define both Identity and Values that would lead towards a new/future 'Brand' for the area.	Medium

4.5.2 Theme 2: Accessible Local Amenities

We have identified a need to improve the access of residents and businesses to the amenities that contribute to a good quality of life: shops, leisure and recreational facilities; other services; the public areas including street, pedestrian routes and open spaces. The projects identified below will improve the range and quality of the amenities available within Hendon and the East End. They will also improve how residents can get to and use these facilities.

Reference	Projects	Priority
Open Space		
LA1	Upgrading the Allotments: Continuation of programme to improve the access, appearance and security of the allotments in Hendon, especially on Corporation Road.	Medium

Reference	Projects	Priority
LA2	Upgrading Parks: Identify the priorities for improvements to the parks and recreation spaces which have not been the subject of recent investment by BotM and Sunderland City Council. Design proposals to enable funding to be sought. Initial focus of investment to be on those parks to the north of the study area at The Quadrant, including new tree planting and general landscape enhancements to define areas for particular uses. New street furniture and surface treatments. Inclusion of dedicated formal play space for a range of ages. The parks most in need of improvements will be identified using the findings of a PPG 17 study (within the evidence base of the Core Strategy).	High
LA3	Long Streets Public Space: introduce new open and play space to the Long Streets	Medium
LA4	Town Moor: further investment to build on the recent upgrade, to secure its use for open space/play and sports facility.	High
LA5	Other Public Space: introduce a programme of investment to utilise vacant land within SCC ownership as open space (even where this is temporary).	Medium
LA6	Hendon Beach Water Quality: Review and improve the capacity of the existing sewage treatment works, in particular the storm water capacity. BotM have invested in a project (which is largely complete) aiming to increase usage of the beach and reconnect it to the Long Streets area via the Edward Thompson site. However, the attractiveness of the beach as a recreational resource may be limited without improved water quality.	Medium
LA7	Open Space Maintenance: Preparation of long term proposals for the maintenance and management of new/improved public space in Hendon and the East End.	High
Local Centres		
LA8	Re-use of former Health Centre: Investigate the potential for the reuse or redevelopment of the old Health Centre. The facility may provide affordable, available accommodation for local services, however, its reuse (rather than redevelopment) may fail to provide the wider regenerative benefits which are sought for Middle Hendon.	Medium
LA9	Villette Road - Parking & access: design and consult on options for providing on-street parking to serve Villette Road which minimises the impact of vehicles, while maintaining access for users and businesses.	High
LA10	Villette Road - Public Realm: Reconsider the approach to parking and allocation of road space for vehicles along Villette Road to balance the relationship between pedestrians and vehicles. New surface treatment including raised surfaces and the full range of furniture would further enhance the streetscape and improve consistency along the street. Removing street clutter and consolidating existing features would offer a 'cleaner', friendlier shopping environment. New street tree planting.	High
LA11	Villette Road - upgrade to premises: investigate options for establishing a 'townscape' scheme to support improvements to the shop front design and quality on Villette Road.	High
LA12	Middle Hendon Retail: promote the outcome of the retail capacity work being undertaken by SCC if it identifies scope for new retail provision to serve Middle Hendon/East End.	High

Reference	Projects	Priority
LA13	Middle Hendon Retail – Site identification/assembly/promotion: SCC to include an allocation in LDF. Depending on the outcome of the retail capacity study being undertaken on behalf of SCC, consideration should be given to the redevelopment of a new centre, which may include local retail (potentially including food retail) and service facilities, along with other community/ health uses. There is limited potential to physically expand Vilette Road, thus from a market perspective, a site at White House Road would benefit from improved access, frontage, and close proximity to the southern radial relief road. Operator demand would indicate an opportunity for the food store element of between 10,000 – 17,000 sq.ft.	High
LA14	Middle Hendon Retail: Upgrade to the Suffolk Street parade to the west of the study area. If the relocation of a local centre to serve the Middle Hendon area to the vicinity of White House Road is not pursued there needs to be investment in the current Suffolk Street site. To ensure success, this is likely to require comprehensive redevelopment. Consider further retail provision and connections to the west in conjunction with the planned former Harrogate and Amberley Street scheme.	High
Accessibility		
LA15	Southern Gateway Site: Establish feasibility of providing a community facility as part of a mixed use scheme on the Southern Gateway Site. This scheme is to include new retail at ground floor with residential above. Maximise the relationship to the coast through an enhanced Ocean Road link.	Medium
LA16	Public Transport ‘community transport’: investigate improvements in routes/services to better connect the East End and community facilities in Middle Hendon. BotM currently have a community public transport project, but additional alternative community-based solutions to transport problems such as car sharing, volunteer drivers, and car or scooter clubs should also be encouraged.	Medium
LA17	Public Transport School Access: review current timetable and routes and recommend improvements to services connecting the East End/northern parts of Middle Hendon with primary and secondary schools.	Medium
LA18	Coast and Promenade: A major project to exploit the amenity of the coastline. To include improved vehicular and pedestrian/cycle connections, an upgraded promenade, new leisure activities along the promenade in conjunction with proposed adjacent coast development.	High

4.5.3 Theme 3: Great Streets for People

The Regeneration Framework identifies a wide range of projects relating to the improvement of the public realm across Hendon and the East End, including both routes (streets / pedestrian ways) and open spaces (the latter dealt with under the preceding Theme 2).

A quality street network is fundamental to improving the well being, enjoyment and usability of a place for residents, business and visitors. It is also critical to supporting a range of sustainable regeneration activities and to enabling and attracting investment. Potential ‘bad neighbour’ uses can potentially be resolved through an appropriate street network and streetscape design.

This section sets out the various key intervention areas and projects proposed under this theme. These are illustrated on Figure 4.5 Great Streets for People.

Reference	Projects	Priority
Streetscape		
GS1	Streetscape - Local Centres: (Villette Road, Suffolk Street, High Street East) Improvements to both street surfacing and furniture would further enhance the streetscape and improve consistency along the street in all the above locations. Reconsider the approach to parking and allocation of road space for vehicles along Villette Road to balance the relationship between pedestrians and vehicles. Removing street clutter, providing local shop front guidance including signage and consolidating existing features would offer a 'cleaner', friendlier local shopping centre.	High
GS2	Streetscape - Residential Areas: Long Streets. A set of specific streetscape enhancements to dramatically improve the environments along the back alleys throughout the Long Streets area - tree planting (to one side only), new surface treatment, ground level parking enclosure, new street furniture and artwork. To the 'front' streets these will require re-organisation of parking spaces to alleviate long rows of parking, new tree planting, consistent boundary treatments, and upgraded pavements. Streetscape scheme to assist with local differentiation across these streets to aid legibility (e.g. variation in materials and junction treatments).	High
GS3	Streetscape - Other Residential Areas: Each neighbourhood area has a different spatial pattern, street network and variation in housing type and requires a specific response. The key neighbourhoods are: Long Streets (mentioned above); Middle Hendon north of Villette Road; housing between Gray Road and White House Road; housing to the western edge of the ARF area that contains a mixed use component; planned housing at the former Harrogate and Amberley Street scheme where the public nature of the routes must be maintained (danger of 'internalised semi-public character'); housing north of White House Road; housing North East of Hartley Street; and housing in the East End between Lawrence Road and High Street East.	High
GS4	The Spine: this route is proposed to run broadly north-south through Hendon and the East End along the line of Walton Road, Hendon Road, (to the junction with Woodbine Street), then heading west towards Suffolk Street connecting then with Corporation Road before towards Spelter Works Road and then connecting through the Southern Gateway site to the coast. It is indicated as the enhanced pedestrian route on Figure 4.4. Provision of safe facilities for cycling and walking, waymarking, paving, lighting and tree planting along this key route which connects key community facilities and residential areas. Adequate surveillance needs to be provided. Specific consideration must also be given to the provision of suitable crossing points over the Southern Relief Road. This initiative should build on the BotM Hendon and East End Community Transport System.	Medium
GS5	Upgrading Public Space: Establish a programme for investment in public space, prioritising improvements along the edges of the existing allotments/interface with public street; the beach front/promenade; quality of pedestrian connections; new linear open space link from White House Road east towards the Port to provide green space within the existing employment area; new play facilities to broaden the usability of spaces; New urban space with play facilities at junction of White House and Commercial Roads.	High
Gateways		
GS6	Gateways – Primary: Provision of high quality landmark buildings, or public realm or public art features to create positive gateways at key focal points within the area. For example there is potential for a project at the gateway between Hendon and Sunnyside. This will contribute to the overall positive perception and image associated with the regenerated Hendon. The primary gateways are identified on Figure 4.4.	High

Reference	Projects	Priority
GS7	Gateways – Secondary: Provision of high quality landmark buildings, or public realm or public art features to create positive gateways at key focal points within the area. This will contribute to the overall positive perception and image associated with the regenerated Hendon. The secondary gateways are identified on Figure 4.4.	Medium
GS8	Gateways – Tertiary: Provision of high quality landmark buildings, or public realm or public art features to create positive gateways at key focal points within the area. This will contribute to the overall positive perception and image associated with the regenerated Hendon. The tertiary gateways are identified on Figure 4.4.	Medium
Southern Radial Route		
GS9	Southern Radial Route Artwork: introduction of artwork along the route. In order to lessen the visual impact of the upgraded road, and to increase its attractiveness as a gateway to Sunderland, a programme of landscape enhancements has been carried out by SCC. These additional features would reinforce the 'gateway role' of the route to the city centre.	Medium
GS10	Southern Radial Route: environmental improvements/boulevard tree planting, artwork, pedestrian crossings, wider footways, new and specific lighting scheme, car parking organised to moderate through traffic speeds.	Medium
Parking		
GS11	Parking - East End: Consult (and implement if a positive response) on the provision of a residents' parking scheme in the East End. The accelerating regeneration at Sunnyside increases pressure for on street parking spaces.	Medium
GS12	Parking - security: Inclusion of secure parking provision in design proposals for public realm improvements and development projects.	High
Strategic Links		
GS13	Strategic Links from City Centre/Grangetown to Hendon and East End: Implementation of measures to identify safe, attractive and convenient routes to these centres, connecting to the Spine. Although outside of the study area, these centres perform an important role in supporting residential communities to the north and south of the study area. Measures to include: <ul style="list-style-type: none"> ▪ identification of clear cycle and pedestrian routes ▪ signage/route-marking. 	Medium
GS14	Links to Coast: Coastal links should be reinforced with a clear, strong building frontage. The routes should be clean and uncluttered to ensure easy access to the coastal amenities - e.g. along Ocean Road and at junctions with Commercial Road.	Medium

4.5.4 Theme 4: Welcoming, Safe Neighbourhoods

Overcoming the inherent weaknesses in the housing market in Hendon and East End remains a key challenge for SCC and BotM. Limited housing choice, an over supply of small terraced housing, and a lack of medium to larger properties equates to a narrow housing market, which offers limited choice and a range of housing to meet the needs of a range of prospective purchasers.

The creation of welcoming safe neighbourhoods is not only achieved through providing a choice of attractive, affordable, safe houses; the availability of an attractive, secure

environment (the streets, open spaces) is also key if an area is to be attractive to new residents.

The projects set out below identify where the existing stock can be improved and where there are opportunities for new housing to be provided.

Reference	Projects	Priority
Improving Existing Stock		
SN1	Housing Adaptation Design Guide: Provision of standard design solutions for the conversion / extension of properties within the area. The lack of diversity and flexibility within the area's housing stock is a weakness and this would assist in enabling changes to stock to meet residents' needs.	High
SN2	Selective Licensing of Private Landlords and Tenant Accreditation: This is an initiative which is currently being examined by SCC and BotM. Consultation undertaken to date has suggested that an increasing proportion of homes are being acquired by private landlords and let to a wide range of new tenants. Coordinated action will be required by a range of agencies to ensure that these changes do not give rise to a deterioration of the neighbourhood.	High
SN3	Residential Areas - stock improvements: Further upgrading, extension, enclosure, Decent Homes' and other 'group repair' programmes should be pursued to support improvements to local housing market conditions. These should be prioritised where neighbourhoods are considered to have a long term, sustainable future.	High
Wider Housing Choice		
SN4	Middle Hendon - new housing sites: Proposals are advanced for the former Harrogate and Amberley Street site, where the former Harrogate and Amberley Street housing scheme aims to offer flexible ownership options. Development to the south of this site for housing that contributes to the broadening of the offer in the area should also be promoted.	High
SN5	Southern Gateway: Residential use should be explored as a potential component of the redevelopment of the Edward Thompson site to the south of the study area. The redevelopment of this site would create a strong gateway adjacent to the Southern Relief Road, and also facilitate the creation of an improved connection to the Beach.	High
SN6	Site on Toward Road: this site is currently allocated in the UDP for employment uses (light industry, offices, research and development (B1), Storage and Distribution (B8) subject to size and impact on the amenity of the area), but has in part been developed for residential uses. It would provide a scarce opportunity for further new housing development within this part of Hendon.	Medium
SN7	Intensification - Other Infill / Gap Sites: undertake a detailed assessment of opportunities for developing smaller scale infill / gap sites, especially in East End and south of White House Road. This will include market testing, resolution of land ownership issues and preparation of design guidance / development briefs. The sensitive regeneration of gap sites will contribute to the overall regeneration of the area by creating new, attractive, usable open spaces, diversity in the range of houses, removal of derelict sites, and improvements to surveillance and security.	Medium
SN8	Wider Housing Choice - Full Cost Homes: facilitating the delivery of new housing schemes, which provide larger dwellings within attractive new environments creating greater choice by property type to attract newcomers from outside the area. The principal opportunity is the Southern Gateway site, while other opportunities are found to the south of the Harrogate/Amberley Streets area, on Commercial Road and White House Road.	Medium

Reference	Projects	Priority
SN9	Wider Housing Choice: Facilitation of 'intermediate market' sector housing consisting of shared equity products to broaden tenure choice. The delivery of the former Harrogate and Amberley Street housing scheme in Middle Hendon is seen as an important pilot development in this respect. This will need careful investigation as the lack of public sector land ownerships in the South Hendon will represent a barrier to delivery.	Medium
Safe and Welcoming		
SN10	Community Safety: Implementation of initiatives to reduce the incidence of crime and other anti-social behaviours. This is needed to change perceptions of the area and will be key to achieving a more balanced housing market in the area, as newcomers into the area will be attracted by a stable living environment. Progress has been made by BotM and this must continue to be supported for its effects to be fully realised.	High
SN11	Public Realm Improvements: Public realm improvements and open space enhancements are required to improve the quality of the residential areas in the Neighbourhood Renewal Area, Middle Hendon, Long Streets, and the East End. These are described under the 'Great Streets' theme. Improvements are also proposed to accessibility through the newer housing areas that lie along the southern edge of the city centre and south of White House Road (where there is currently a tendency towards cul-de-sac layouts).	Medium

4.5.5 Theme 5: Supporting Local Employment

Projects set out under this theme aim to provide a supportive environment for businesses already established in the area, to ensure that they can operate effectively. This Regeneration Framework also recognises that new businesses need to be encouraged to locate in Hendon and the East End. To achieve this, there must be a range of premises available which are suitable for the needs of the modern, innovative and higher skilled type of business that offer the most growth potential in the future. However, providing the right premises alone will not change perceptions of the area and this action needs to be supported by a range of projects that aim to create a high quality wider environment and establish the area as a location of choice, offering advantages over the out of town business parks at Doxford International and Rainton Bridge.

Reference	Projects	Priority
Existing Employment Zone		
LE1	Employment Zone: Investment in a package of public realm enhancements within the employment zone to the east of Hendon Road/Commercial Road. This will include boundary treatments to improve security and appearance, signage and branding and CCTV. Specific consideration should be given to investment which is directed towards premises fronting onto the Southern Relief Road.	High
LE2	Incubator / 'Grow On Space' / Managed Work Space: The provision of premises to support the establishment of 'emerging' higher value enterprises within the employment zone to the east of the area. There is a need to support the development of incubator, 'grow on space' and/or managed workspace within the NDC area to encourage different types of business to locate here. It is recognised that many of the companies who are currently operating in Hendon, have chosen this location as it offers relatively low specification, affordable accommodation. There is the opportunity to accommodate such a facility whilst recognising the needs of existing companies.	High

Reference	Projects	Priority
LE3	New Business Premises: Assessment of the viability of developing new employment premises within the employment zone. This will establish whether there is benefit in assembling and preparing development sites, utilising land in public ownership, to remove a considerable element of risk from the private sector and thus establish whether this will help overcome the constraints on viability of developing employment premises in this area. This will help to address the projected shortfall in industrial accommodation across Sunderland. High quality public realm and the creation of a coherent spatial street network would, in the longer term, assist in attracting further investment to this area.	High
LE4	Simplified Planning Zone: investigate benefits of establishing a Simplified Planning Zone for the Commercial Road Employment Zone. An SPZ can be declared to cover an area in which a local planning authority wishes to stimulate development and encourage investment. It operates by granting a specified planning permission in the zone without the need for a formal application or the payment of planning fees.	Medium
New Employment Locations		
LE5	Southern Gateway Site: Preparation of a development brief for the site (the Edward Thompson site) in partnership with the site owners. The brief should seek to achieve a mixed development incorporating employment, housing and community/local retail premises. This site is a strategic opportunity within the context of the Regeneration Framework.	High
LE6	Southern Gateway Site: investigate the viability of the preferred development scheme for the site to determine whether public sector resources will be required to enable the development to proceed.	High
LE7	White House Road: Preparation of a development brief for the site to enable a mixed use development, comprising commercial/employment and retail elements alongside residential and possibly community uses.	Medium / High
Supporting Local Employment		
LE8	Local Centres Employment: support measures to increase vitality of the Local Centres (see Theme 2). This will increase the opportunities available for employment in the centres, either through the expansion of existing businesses or the establishment of new enterprises.	High
LE9	Addressing Worklessness: Despite the success of various initiatives by BotM and their partners, actions to support residents to gain work need to continue. A key area for action is to reduce the levels of worklessness due to ill health and incapacity.	High
LE10	Skills Development – Schools: Continuation of ongoing initiatives to improve the educational standards provided in the local schools. This will support the effectiveness of the physical interventions to support growth in employment in the area by ensuring that employers have access to a skilled workforce.	High
LE11	Skills Development – Post 16: Continuation of initiatives to raise the level of qualifications held by residents. There is a need to continue to support access to vocational learning and especially to ensure that there are opportunities in place to progress once basic skill levels have been attained. This will support the effectiveness of the physical interventions by ensuring that employers have access to a skilled workforce.	High
LE12	Skills Development – Entrepreneurs: Continuation of initiatives (especially by Sustainable Enterprise Strategies) to provide individuals with the skills to start up their own businesses.	High
LE13	Skills Development – retail/other services: Provision of skills development for retail and other services, including personal services, to enable residents to take up new employment opportunities as the retail sector and other services available in the local centres is expanded.	Medium

5 Delivery Strategy

The strategy for delivering the scale of physical change that continues to be required in Hendon and the East End is intertwined with the development market nationally and locally. We therefore first consider the outlook for the property market, as best we can predict it under the current uncertain conditions.

The potential funding sources that may contribute to the delivery of the framework are considered, particularly those outside the development market. Those relevant to each project are identified, along with the likely timescales for delivery. Finally, the means of embedding the Regeneration Framework in the development strategy for the City Centre is considered, along with measures that the city council and its partners can undertake to provide more effective services to the benefit of Hendon and the East End.

5.1 Overview of Current Property Market

The property market is cyclical and because this Regeneration Framework is intended as a long term plan to guide the future of the area once BotM has ceased operating in 2011, to 2016 and beyond, it might be assumed that over this long period the current economic problems are likely to improve. However, it is important to consider that the current cyclical decline is worsened by the 'recession', which will deepen and lengthen it with potentially long term implications for the property market possibly extending beyond 2016. Different factors affect the commercial and residential markets but both have been severely affected.

The key issue is the timing of any recovery in the underlying economy, which exerts a major influence on occupier and investor demand and the availability of finance. A reasonable assumption is that economic growth will resume weakly in 2010, but it does not follow that all property markets will return to health simultaneously at that stage. Indeed, no two recessions are the same and history shows an inconsistent relationship between economic growth and the property cycle (not least because sectors react differently and interest rates trends have not been consistent through previous downturns). Further, a healthy development market requires occupier demand and land values that make development inherently viable in the sense that the value of a new building will exceed its cost by a sufficient margin to justify investment.

Changes in property prices are magnified in changes in the underlying land values. This is because land values are the result of subtracting the anticipated costs of development from the anticipated receipts. So if, say, the price of land absorbs roughly one third of receipts from property sales, and if those receipts fall while costs stay the same, the value of land might be expected to fall three times as fast as property prices. In reality, while the pattern is clear, the arithmetical relationship is not quite so exact and at certain stages the value of land 'undershoots' what might be expected on the basis of house prices in the same way as it can 'overshoot' at other points in the cycle. In areas like Sunderland where land values form a relatively modest part of overall development costs this effect is pronounced. This effect impacts on the scope for delivering change in two important ways:

- By reducing the value of land for new schemes relative to the value of land in its existing use, it discourages development.
- It dramatically reduces the scope for planning contributions and other positive policy initiatives such as design standards (that exceed market needs) and the provision of affordable housing.

5.1.1 Retail

Investor demand and more recently occupier demand for retail space have fallen precipitously. Property values have fallen accordingly and, for the reasons stated above, underlying land values will have fallen even further.

There is an expectation that some retailers might fail to survive the recession either because they are either poorly placed to respond to a decline in disposable income among shoppers or they are affected by the wider credit crunch pressure on the availability of finance. This could lead to empty shops and exert further downward pressure on retail property prices. The retailers who seem to be doing best in this environment are discounters and those with a strong internet presence.

Industry research⁴ suggests that a recovery in retail property values is not imminent, but that growth might resume from a lower base in 2010.

5.1.2 Office and Industrial Property

The quarterly RICS Commercial Property Market Survey which canvases agents for views on the level of enquiries and interest in the market provides a useful forward indicator. The outlook in the Q3 2008 report is unrelentingly gloomy. The summary was:

'All sectors of the market cool further, but the industrial sector outperforms retail and offices on a relative basis. Demand falls, availability increases sending rental expectations even lower. Investment demand falls away at a similar pace sending capital values lower across all sectors. Occupier demand declined at the fastest pace in the survey's history (1998). Meanwhile, enquiries to occupy space declined at the fastest pace on record which bodes ill for the near term outlook for lettings activity.'

From a sectoral perspective, new occupier enquiries and demand fell fastest in the retail market, followed by offices and then industrials. The amount of available floor space for occupation increased at the fastest pace since the introduction of the question in 1999'.

While industrial property is exhibiting relative strength in the commercial sector in absolute terms it has also experienced lower demand, falling rents and a rapid decline in investment values. The sector is effectively split between industrial and warehouse property. Its cycles echo those of the office sector but can differ in detail. In macro-economic terms the recent decline in sterling provides modest support for the industrial sector but warehousing tends to reflect retail sales to a greater degree and to this extent will share the travails of the retail sector.

5.1.3 Residential

House prices are falling. Key sources of data are the reports issued by the RICS, the Halifax and Nationwide Building Societies and indices prepared by the FT and DCLG. All are prepared on slightly different bases but point towards a sustained reduction in values. A number of sources separately estimate that the peak to trough fall in house prices could be around 25% with some pointing towards a fall of 30%. While house prices will struggle to regain former levels, average build costs will probably continue to increase not least because of the impact of higher sustainability standards. They have risen by around 25% since the end of 2003 although the rate of increase is now levelling off.

DCLG data suggests that market housing starts in June 2008 were 27 percent lower than the June 2007. In contrast housing starts by Registered Social Landlords were at their highest quarterly level in eleven years. In September the NHBC estimated a quarterly fall of 50% compared with the previous year. A reasonable assumption is that the rate of housing starts might start to pick up in 2010 and reach the 2006/7 levels in 2013/14.

At that point it is perhaps unlikely that there will be a resumption of historic levels of interest in the 'buy to let' market due to financing constraints.

⁴ 'Retail Briefing', September 2008 CB Richard Ellis; 'European Retail Property' 2009, King Sturge

5.2 Outlook for Developer Funding

5.2.1 Short and Medium Term

As the review of market conditions indicates, the outlook for development is bleak, certainly over the next 2-3 years, without public sector support. In summary:

- In the short term little speculative development is likely to be pursued by developers.
- Developments that go ahead are likely to be those where funding and occupiers are already in place or where schemes are led by public housing agencies (RSL's).
- All forms of development might be expected to restart once the UK emerges from recession and financing constraints ease possibly around 2011/12 but demand for sites will probably continue to be weak for several years thereafter and as a consequence there will be limited scope for Section 106 contributions towards the cost of implementing the Regeneration Framework.
- The main development opportunities might be small scale office provision and residential schemes based more on family sized dwellings than flats than has been the case in the last few years.

5.2.2 Longer Term

In the longer term there is an expectation that developer activity will return, bringing with it the potential for planning contributions to be obtained from new residential developments around the area. Land values should recover with house price rises driven by the balance of supply and demand for housing in the City Centre generally. However, the values generated in Hendon and East End will remain modest and so contributions from this source that may be directed towards funding of projects cannot be taken for granted. The level of house prices is critical because of the relationship to land values and hence the capacity to pay planning contributions. While the trend for house prices to rise at a higher rate than general inflation might reassert itself in the long term, the impact of this on land values will be adversely affected by:

- The cost impact of the Code for Sustainable Home (CSH) standards.
- The effect on house prices of the planned increase in housing supply.

Also it should not be forgotten that the recent peaks in house prices were due in part to the availability of finance for both home buyers and buy to let investors on a scale that might not be repeated. The increasing use of standard charges and the potential introduction of the Community Infrastructure Levy have also led to a general increase in the aspirations of service provider agencies for funding from planning contributions. The result might well be increased pressure on the funds that are available and an expectation that money for things that are not immediately or specifically tied to achieving housing growth, such as 'high street' improvements, will be sacrificed.

5.3 Outlook for Public Funding

5.3.1 Short and Medium Term

Public funding can be secured from a variety of sources most of which are constrained. The conclusions from a check on what might realistically be available is summarised in Table 5.1. This table is not intended to be fully comprehensive but to provide an indication of the most likely sources of public funding.

Table 5.1: Short and Medium Term Public Funding Opportunities

Source	Conclusion
Sunderland City Council Capital Budget	Budgets are committed in the short/medium term. Opportunities for long term funding will be determined by the contribution that projects make to achievement of the objectives of the Sunderland Strategy and the Council's improvement priorities.
Sunderland City Council Revenue Budget	Revenue budgets are under pressure and are likely to remain so in the current climate.
Future Section 106 contributions	In the short term no future contributions are assumed. In the medium term contributions could be obtainable from new residential development if the statutory planning policies support this. However, development values in Hendon and the East End make this unlikely to be a major source. Government Circular 05/2005 on Planning Obligations (Section 106) provides for contributions from individual developers to be 'pooled' to enable the provision of the infrastructure and facilities required to address the cumulative impacts of development.
Business Rate Supplement	This could be introduced as envisaged in CLG's recent consultation paper. This is not envisaged to be a source of funding in the short term.
Homes and Communities Agency (HCA)	<p>The HCA aims to help local authorities bring together their housing and regeneration priorities into a single, comprehensive plan; addressing four key themes of activity:</p> <ul style="list-style-type: none"> • Growth • Affordability • Renewal • Sustainability <p>Current budgets are committed to priorities including Sunnyside, Vaux, Holmeside and Gentoo's renewal programme. Opportunities may exist in the medium/longer term to enable delivery of mixed communities on the larger sites in the framework area.</p>
One North East	<p>The Regional Funding Advice (2009) identifies the following priorities for the RDA support in Sunderland:</p> <ul style="list-style-type: none"> • Improving the supply and quality of the residential offer; developing long terms plans for sustainable housing supply in Hendon. • Creating an integrated and effective transport network, including the Sunderland Strategic Transport Corridor to facilitate regeneration of the south bank of the River Wear and facilitate connectivity between the port, city centre and national road network. <p>There may be opportunities to exploit funding being directed at broader based actions such as support for access by communities at the margins of economic activity to new economic opportunities and increasing the skills levels available in the workforce, ensuring that they meet employer needs.</p>
Sunderland Arc	Investment in the Hendon Industrial Area is identified as a Priority Three project. The Business Plan (2008) notes that limited resources will initially be directed towards Priority One and Priority Two projects. There may be the opportunity for support in the medium/long term.
Lottery and Charity	The Lottery programmes change all the time. There may also be the opportunity for a variety of charitable and business sources.
Working Neighbourhoods Fund	The new fund will replace Communities and Local Government's Neighbourhood Renewal Fund and incorporates the Department for Work and Pension's Deprived Areas Fund to create a single fund.

European funding available through One NE	For the 2007-13 period, the Government is delegating the implementation of the European Regional Development Fund (ERDF) to One North East. ERDF is economic development funding for regions which are encouraging structural economic change. The region is to receive about £255m from ERDF up to 2013.
Community Infrastructure Levy	Detailed proposals for the introduction of the Community Infrastructure Levy (CIL) were published for consultation by the Government in July 2009. There could be potential funding from the CIL which will be a new charge which local authorities in England and Wales 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.

5.3.2 Longer Term

In the current circumstances it is helpful to review the outlook for public funding on a macroeconomic basis because this will influence the sums available. Firstly, while the government had now started investing in regeneration and infrastructure programmes in an effort to kick start the economy, these efforts have mostly been focused on larger mainstream programmes, key schemes such as the Building Schools for the Future programme, direct support for home ownership and specific major developments. Secondly, current large scale government borrowing to support investment will need to be reined in years to come. Because economic growth is expected to remain unimpressive after the recession, this will most likely be achieved through major tax increases or cuts in public expenditure or both. So the prudent assumption is that the scale of capital expenditure in regeneration, which has been the pattern over the last decade, will not be repeated in the next one.

There will almost certainly be a continuing pattern of availability of project grants from Government, the Lottery, business and charitable sources; and cultural, open spaces and community activity projects are logical candidates. The key to accessing these grants will be to have:

- An organisational structure in place that appeals to funders, typically with established voluntary sector and community bodies.
- 'Oven ready' projects that are appropriate both in terms of scale, scope and objectives.

Active steps should therefore be taken to create an operational environment within which bids for discretionary funding are most likely to succeed. These will involve investment in the voluntary sector and in project preparation costs.

5.4 General Approach and Delivery Mechanisms

Table 5.2 overleaf sets out the wider financial and funding context which has shaped our approach to resourcing the projects which comprise the Regeneration Framework.

Funding regeneration interventions, particularly development activity will be a challenge for Hendon and East End in the foreseeable future. Due to testing market conditions, the private sector will be less willing to invest, particularly in terms of upfront spend associated with assembling sites, undertaking remediation and bringing forward redevelopment on the ground. Falls in rental and sale values will reduce the level of planning gain receipts, which may have been achievable in a better market.

Securing an appetite in public partners to intervene in the area will therefore be important to ensuring that momentum is not lost to regenerate the area. It is clear that the funding and resources needed to deliver the projects identified in the Framework will not be available in easily predictable quantities and timing. The ramifications of this are anticipated in the approach which aims to:

Table 5.2 Strategic Funding Context

	Short Term 2009-2012	Medium Term 2013-2018	Long Term 2019 onwards
Macro-economic assumption	Slow recovery in economy post 2010 improves retail sales. Housing market starts to pick but commercial property development is slow.	Slow recovery in economy continues. Constraints on public spending and tax increases, which impact on consumers and house buyers. The big unknown. Will inflation increase dramatically? If so, interest rates will probably be high, mortgages expensive and economic recovery will be slow.	Full economic recovery but without growth rates at pre 2007 levels.
Private Sector	Limited private residential development resumes from 2011. RSL schemes until 2013 then limited by public spending cuts. Commercial development limited to pre-lets.	House prices reach 2007 levels in nominal terms by 2013. RSL schemes after 2013 limited by public spending cuts. Commercial development recovers slowly after 2012 led by retail and export-oriented industrial sectors. The weak cycle peaks towards end the period.	Housing land values have still not recovered to 2007 levels in inflation adjusted terms. Possible growth in tax efficient private sector affordable housing Vehicles, e.g. residential Real Estate Investment Trusts. Commercial development volumes peaked.
Public Sector – Mainstream	Funding brought forward for planned schemes within existing programmes.	Spending constraints imposed across all programmes except education and health.	Recovery in volume of public sector spending.
Public Sector – Other	Short term grant programmes continue but many are not replaced on expiry.	Spending constraints imposed across all programmes but new (and currently unpredictable) discretionary funding streams available.	Recovery in volume of public sector spending.

- Avoid excessive interdependencies.
- Develop a modular programme that can be delivered on a phased basis as and when resources are available.
- Create opportunities to attract third party funding.
- Limit dependency on large 'statement' projects that might not be deliverable and which would imply a need to risk large sums in project development work.

A number of projects (see Table 5.4) have been identified where the public sector can assist in the early stages of development to reduce the risk to developers and encourage them to proceed with development. If this is not possible, the early investment will ensure that projects are ready for implementation when the wider economic circumstances are more favourable.

5.4.1 Delivery Mechanisms

Whilst the influence of the current market sentiment on project proposals needs to be recognised, regeneration is a long-term process and investment horizons are likewise long-term. The private sector will still be expected to deliver key development projects within the Framework including the mixed use development on the Southern Gateway Site. However, in the short and medium term the role of the public sector will be greater, in facilitating development by removing or reducing the risk to the developer, for example by undertaking site assembly work, or remediation work. A number of potential delivery partners are also still active in the wider market, such as Registered Social Landlords (RSLs) and in the shorter term they may be able to access greater resources through the various initiatives designed to help 'kick start' the wider housing market. In some instances RSLs have already been able to step in and acquire sites where land values have fallen, whilst being able to more easily raise finance for development. Potential lead / main delivery agents for projects are identified in the Table 5.4.

The funding available from BotM is now committed to the end of the New Deal for the Communities Programme in 2011. Beyond the lifetime of BotM in particular, there needs to be a champion for the Hendon and East End area who is able to promote the projects identified in the Framework to the appropriate delivery agencies/parties and ensure that they are afforded the priority they require to be allocated resources in a competitive climate. This may be a role that can be fulfilled through the successor arrangements for the BotM programme. If not, then the City Council's roles in addressing housing need and regenerating the City Centre in particular suggest that it take on a more directly active role in Hendon and the East End in the future.

5.5 Project Phasing and Funding

5.5.1 Priorities

Reflecting the priorities for change identified in Section 4.3, the priorities for implementation during the short term (to 2012) include:

Table 5.3 Implementation Priority Actions

Strategic Change	Action
Enable Development sites	<ul style="list-style-type: none"> • Subject to the outcome of the city Retail Study, produce development brief for White House Road, incorporating convenience retail, community and residential uses; promote the site through the Core Strategy, Allocations Development Plan Document (DPD), development management policy and marketing; assemble the site and undertake site preparatory work. • Working with the landowner, produce a development

	brief for the Southern Gateway site, incorporating residential, community/local retail and employment uses.
Retail Improvements	<ul style="list-style-type: none"> Design proposals for revised parking arrangements and streetscape on Villette Road, alongside a financial grant to encourage investment in the frontages, to increase footfall.
Housing improvements/renewal	<ul style="list-style-type: none"> Secure a start on the proposed housing development on the Amberley/Harrogate Street site; Complete the 'Transforming Hendon' housing renewal programme for Middle Hendon; Pilot improvements to a Long Street back alley.
Employment generation	<ul style="list-style-type: none"> Develop to planning approval stage a proposal for an incubator/managed workspace development within the existing employment zone, on Commercial Road.
Environmental/accessibility improvements	<ul style="list-style-type: none"> Develop transformational proposals for further landscaping and artwork along Commercial Road/ the Southern Distributor Road to improve the pedestrian/cyclist experience and the gateway role of the route.

The projects identified in section 4.4 above are set out below (by project reference) with the timescale for implementation and likely funding source identified for each. The timescales indicated are as follows:

- Short - by 2012
- Medium – 2012 – 2016
- Long – 2016 onwards

Table 5.4 Funding and Timescale for Implementation

Reference	Project	Timescale	Funding
Legacy & Heritage			
LH1	Design Guidance	Short	SCC
LH2	Design Briefs	Short-Medium	SCC/ Private
LH3	Retention and re-use of historically important buildings	Medium-Long	SCC/ Private/ Sunderland Arc/ Lottery/ Charity
LH4	Sporting Facilities	Medium-Long	SCC
LH5	Detail Characterisation	Short	SCC
LH6	Community History and Legacy project	Short	SCC/ Charity
Local Amenities			
Open Space			
LA1	Upgrading the Allotments	Short-Medium	BotM/ SCC
LA2	Upgrading Parks	Medium-Long	SCC

Reference	Project	Timescale	Funding
LA3	Long Streets Public Space	Medium	SCC
LA4	Town Moor	Short-Medium	SCC/ Groundwork Trust
LA5	Other Public Space	Short-Medium	SCC/ Groundwork Trust
LA6	Hendon Beach Water Quality	Long	Environment Agency/ Northumbria Water
LA7	Open Space Maintenance	Medium/Long	SCC
Local Centres			
LA8	Re-use of former Health Centre	Short-Medium	SCC/ PCT/ Private Sector
LA9	Villette Road - Parking & access	Short-Medium	SCC
LA10	Villette Road - Public Realm	Short-Medium	SCC
LA11	Villette Road - upgrade to premises	Short-Medium	SCC
LA12	Middle Hendon Retail	Short-Medium	SCC
LA13	Middle Hendon Retail – Site identification/ assembly/ promotion	Medium	SCC/ Private Sector
LA14	Middle Hendon Retail	Medium-Long	SCC/ Private Sector/ HCA
Accessibility			
LA15	Southern Gateway Site	Medium-Long	SCC/ Private Sector/ HCA
LA16	Public Transport 'community transport'	Medium	SCC
LA17	Public Transport School Access	Medium	SCC
LA18	Coast and Promenade	Medium-Long	SCC/ Private Sector
Great Streets for People			
Streetscape			
GS1	Streetscape - Local Centres	Medium	SCC
GS2	Streetscape - Residential Areas: Long Streets.	Medium	SCC
GS3	Streetscape - Other Residential Areas	Short-Medium	NDC for 'Transforming Hendon' programme in Middle Hendon and the former Harrogate and Amberley Street housing scheme
GS4	The Spine	Medium	SCC
GS5	Upgrading Public Space	Medium	SCC/ Sunderland arc
Gateways			
GS6	Gateways – Primary	Medium	SCC/ Private Sector
GS7	Gateways – Secondary	Medium	SCC/ Private Sector

Reference	Project	Timescale	Funding
GS8	Gateways – Tertiary	Medium	SCC/ Private Sector
Southern Radial Route			
GS9	Southern Radial Route Artwork	Long	SCC/ Sunderland arc/ Private Sector
GS10	Southern Radial Route	Short-Medium	SCC/ Sunderland arc/Private Sector
Parking			
GS11	Parking - East End	Short	SCC
GS12	Parking – security	Medium	SCC/ Private Sector/ RSLs
Strategic Links			
GS13	Strategic Links from City Centre/Grangetown to Hendon and East End	Medium-Long	SCC
GS14	Links to Coast	Long	SCC/ Private Sector/ Sunderland arc
Safe & Welcoming Neighbourhoods			
Improving Existing Stock			
SN1	Housing Adaptation Design Guide	Short	SCC
SN2	Selective Licensing of Private Landlords and Tenant Accreditation	Short	SCC
SN3	Residential Areas - stock improvements	Short-Long	NDC/ SCC/ HCA/ Private
Wider Housing Choice			
SN4	Middle Hendon - new housing sites	Short-Medium	NDC/ SCC/ HCA/ Private
SN5	Southern Gateway	Medium	Private/ HCA
SN6	UDP Defined Site	Medium	Private
SN7	Intensification - Other Infill / Gap Sites	Medium	NDC/SCC/HCA/Private
SN8	Wider Housing Choice - Full Cost Homes	Medium-Long	SCC/Private/HCA/One North East
SN9	Wider Housing Choice: Facilitation of 'intermediate market' sector housing	Short-Medium	SCC/Private/HCA/One North East/RSL
Safe and Welcoming			
SN10	Community Safety	Short-Medium	NDC/SCC
SN11	Public Realm Improvements	Short-Medium	SCC/Private

Local Employment			
Existing Employment Zone			
LE1	Employment Zone	Medium	SCC/Sunderland arc
LE2	Incubator / 'Grow On Space' / Managed Work Space	Medium	SCC/ Sunderland arc/ One North East
LE3	New Business Premises	Medium	SCC/ Sunderland arc/ One North East
LE4	SPZ	Short	SCC
New Employment Locations			
LE5	Southern Gateway Site: Preparation of a development brief	Short-Medium	SCC/ Private Sector
LE6	Southern Gateway Site: investigate the viability	Short-Medium	SCC/ Private Sector
LE7	White House Road	Short-Medium	SCC
Supporting Local Employment			
LE8	Local Centres Employment	Short-Medium	SCC
LE9	Addressing Worklessness	Short-Medium- Long	SCC/ PCT/ One North East
LE10	Skills Development - Schools	Short-Medium- Long	SCC
LE11	Skills Development - Post 16	Short-Medium- Long	SCC/ One North East
LE12	Skills Development - Entrepreneurs	Short-Medium- Long	SCC/ One North East/ SES
LE13	Skills Development - retail/other services	Short-Medium- Long	SCC/ One North East

5.6 Embedding in Planning Policy

The production of this comprehensive Regeneration Framework has involved consultation with community representatives, interest groups, stakeholders, public agencies, business community and other key consultees throughout. It is anticipated that the Hendon and East End Regeneration Framework will contribute towards the evidence base for the future planning policy framework for the area, and will continue to inform the regeneration of the area when the NDC programme ends in 2011.

BotM are keen that this comprehensive Regeneration Framework is used to help shape the future planning of Hendon and the East End. Sunderland City Council has advised that the Council may have resources to support the preparation of a Supplementary Planning Document (SPD) or a community plan based on the Regeneration Framework. If an SPD is pursued, the document cannot allocate specific sites for specific uses and the plan must expand on policy set out in the Core Strategy or Site Allocations Development Plan Document (DPD).

Sunderland City Council has recently revised the programme to bring forward the Local Development Framework for the City. Further consultation into the Core Strategy Issues and Options will commence in September 2009 and more detailed drafts of the Core Strategy will follow setting out in more detail strategic policies for the future development across the City. The Core Strategy is planned to be adopted in November 2011.

SPDs may take the form of design guides, area development briefs, a masterplan or issue-based documents. The process means that SPDs can be adopted without an examination, making it a more streamlined process than other planning documents such as Area Action Plans.

As part of the Local Development Framework, SPDs cannot override adopted policies, but they must be taken into consideration when determining planning applications and consequently can have a large influence on decisions made in an area. If prepared in the right way, they can also provide an impetus for change if there is sufficient focus on delivery to ensure that proposals are achievable.

The original guidance on SPD preparation states that they must be subject to public consultation and include a Sustainability Appraisal (SA). However, provision in the Planning Act, which came into force in 26th November 2008, removes the requirement for SAs of SPDs. Should some form of SPD be brought forward for Hendon and the East End, it will therefore be for Sunderland City Council to decide whether or not a SA should be carried out. However, in accordance with best practice there would still be the need for at least a screening under EU Directives on Strategic Environmental Assessment (SEA) and Appropriate Assessment (AA), possibly requiring either or both as a result. As with the SA, this should be carried out at the outset to help inform the option generation for the SPD. It is still necessary for the draft SPD to be subject to public consultation.

5.7 Co-ordinated Service Delivery

The improvement of service delivery by local authorities has been a common theme over recent years, with a view to improving efficiency as much as providing better services. The Local Government White Paper (2000) proposed that authorities should be required to develop community strategies. To be developed with local people, business, public and voluntary organisations, these would set out how the authority and its partners would work together to promote the well-being of their local community by supporting a more co-ordinated and coherent response to local service delivery.

This was further developed in the White Paper Strong and Prosperous Communities (2006) which emphasised that Councils need to challenge traditional models of service delivery, root out waste, work with others, share services, skills and knowledge in order to deliver services more efficiently. This paper introduced the use of Local Area Agreements (LAAs) to help the process.

Sunderland City Council has embraced this process and has been working within the Sunderland Partnership (the Local Strategic Partnership since 2002) since 1994. This has a broad membership representing key stakeholders in the city. The partnership (and therefore SCC) is working towards the achievement of a long term vision for the city set out in the Sunderland Strategy and has adopted the five priorities it contains as its own Corporate Priorities (alongside four other improvement objectives). These priorities are:

- Prosperous City
- Healthy City
- Safe City
- Learning City
- Attractive and Inclusive City

The Council's annual strategic planning process requires the Council's directorates to demonstrate how the service improvement activity they undertake contributes to the priorities of the Sunderland Strategy, thereby strengthening the Council's strategic planning and the activity undertaken to deliver the Sunderland Strategy.

The Corporate Improvement Objectives articulate how the Council intends to continue to improve service delivery to the benefit of its customers, by reviewing how resources are being used and adopting new practices. These objectives are:

- Delivering Customer Focused Services
- Being 'One Council'
- Efficient and Effective Council
- Improving Partnership Working To Deliver 'One City'

The Local Area Agreement (LAA) for Sunderland provides a shorter term focus for partnership activity and resource allocation. It also sets a framework for targeting activity at the agreed priorities and the development of further, improved joined up working at a local level.

The themes set out in the LAA reflect those of the Sunderland Strategy, although they are combined, are as follows:

- The Prosperous and Learning City
- Healthy City
- Developing high quality places to live

The Council has recently restructured their longstanding Local Area Committees across the city, to support delivery of the LAA and provide a better link between residents, councillors and the council and to ensure that local views are represented. Hendon and the East End lies within the 'East' Local Area. A Local Area Plan has been prepared covering the period to 2011. This has involved extensive consultation with local people to identify the priorities for action to address the five themes of the Sunderland Strategy and also focus activity and resources on the key issues for the area in which they live. This will allow both the council and its partners to continue to make a demonstrable difference in the quality of people's lives within their own community, in other words – ***local priorities focusing on local people.***

The vision and actions proposed in the Regeneration Framework for Hendon and the East End echo the priorities for the City Council as a whole and thus their implementation will benefit from the moves towards increased co-ordination of activity both within the Council and where it works with partners at the city and local area levels.

