

Groves Development Framework

*Produced by David Lock Associates
on behalf of O&H Properties*

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Contents

1.0 INTRODUCTION.....	2	5.0 INTRODUCING THE DEVELOPMENT FRAMEWORK.....	14
Scope and Purpose.....	2	Overview	14
Joint Working and Statement of Community Involvement.....	2	Key Development Components	16
2.0 SITE AND CONTEXT.....	3	<i>Gateways and Approaches.....</i>	<i>16</i>
Site Description.....	3	<i>Streets and Linkages.....</i>	<i>16</i>
Planning Policy Context.....	4	<i>Sustainable Transport.....</i>	<i>18</i>
3.0 KEY ISSUES	6	<i>Character Areas and the Distribution of Land Uses.....</i>	<i>18</i>
Informing the Development Framework.....	6	<i>Landscape Framework.....</i>	<i>23</i>
<i>Access and Movement</i>	<i>6</i>	<i>Built Form Elements.....</i>	<i>24</i>
<i>Density, Housing Numbers and Affordable Housing</i>	<i>8</i>	<i>Parking and Storage.....</i>	<i>25</i>
<i>Mix of Uses.....</i>	<i>8</i>	<i>Sustainable Construction.....</i>	<i>26</i>
<i>Riverside Environment and Bridge Setting.....</i>	<i>9</i>	6.0 PLANNING REQUIREMENTS.....	28
<i>Landform.....</i>	<i>9</i>	Design and Access Statement	28
<i>Character and Identity.....</i>	<i>9</i>	S.106 Contributions	28
<i>Ecology.....</i>	<i>10</i>	APPENDICES	
<i>Phasing.....</i>	<i>10</i>	Appendix 1: Site Specific Policies from UDP Alteration No.2 (2007).....	29
<i>Contaminated Land.....</i>	<i>10</i>	Appendix 2: National and Regional Planning Policy Guidance	31
<i>Noise and Vibration.....</i>	<i>11</i>	Appendix 3: Groves Development Framework, A material planning consideration.....	33
<i>Air Quality.....</i>	<i>11</i>		
<i>Flood Risk.....</i>	<i>11</i>		
<i>Ground Stability.....</i>	<i>11</i>		
<i>Archaeology</i>	<i>11</i>		
4.0 STRATEGIC VISION.....	12		
Supporting Objectives	12		

1.0 Introduction

Scope and Purpose

- 1.1 The Groves site is an important location in Sunderland. Close to the City Centre the site has been identified as being suitable for a mixed-use residential community in the Sunderland Unitary Development Plan Alteration No.2 for Central Sunderland (2007). In addition, the site will also form part of the proposed Sunderland Strategic Transport Corridor (SSTC) including the new Wear Crossing, an approved Council scheme which received planning permission in 2010. As such it will be a prominent location visible to many people arriving into Sunderland City Centre across the proposed new bridge.
- 1.2 Policy EC5A of UDP Alteration No.2 requires the City Council to prepare a broad development framework document for the Groves site as an identified Comprehensive Development Site, setting out key principles and parameters that are to be reflected firstly in the preparation of a comprehensive master plan – to be prepared by developers and agreed with the City Council – and ultimately in detailed proposals for which planning permission will be sought.

- 1.3 In accordance with the requirements of Policy EC5A the landowners of the Groves site, O&H Properties Limited, have prepared a Development Framework document. The Development Framework sets out the:

- *Relevant planning policy context for the site;*
- *Main issues that will shape the development of the site;*
- *Vision for the site and supporting objectives;*
- *Key development components and design requirements; and*
- *Planning requirements including likely section 106 contributions arising.*

- 1.4 The Development Framework will be used to shape proposals coming forward on the including in due course the preparation of a planning application. The location and topography of the site represents a significant opportunity for creating a high quality development for the benefit of the immediate locality and the wider City of Sunderland. As the Groves site is also within a single ownership there are significant advantages in securing the delivery of comprehensive development at the same time as, or forward of, the construction of the SSTC and new Wear Bridge. Importantly this means that the site is also capable of development in the event that delivery of the SSTC and Wear Crossing is delayed or postponed.

Joint Working and Statement of Community Involvement

- 1.5 The Development Framework has been prepared by David Lock Associates on behalf of O&H Properties Limited working in close collaboration with Sunderland City Council. In preparing the Development Framework key planning and design issues have been discussed with stakeholders and officers from the City Council. A design workshop was held with the City Council to inform the layout of the site and shape the Development Framework plan which is a key part of the document. Finally the Development Framework plan was subject to wider community consultation exercise with an exhibition held in the City Council's Fawcett Street offices including an on-line exhibition and comments questionnaire.
- 1.6 A number of comments were received in connection to the Development Framework plan with the overwhelming majority of respondents supporting the proposed redevelopment of the Groves site. The comments have been used to shape the Development Framework and the proposals for the Groves site.

2.0 Site and Context

Site Description

- 2.1 The Groves site occupies an extensive area of some 33.3 hectares on the southern bank of the River Wear adjacent to the Pallion Retail Park in the Pallion district of Sunderland. The site is steeply sloping forming part of the River Wear gorge, with a change in level of some 30m from the top of the site (adjacent to the Metro line) to the waters edge. The site overlooks Castletown on the northern bank and located 3km west of the City Centre. The site is currently served by a single access road, Woodbine Terrace, off the B1405 which also gives access to the Retail Park.
- 2.2 The Metro line running between the City Centre and South Hylton and European Way (the B1405) define the southern boundary of the site and separates the site from the existing residential and commercial areas of Pallion including the Industrial Estate and Rolls Royce Works directly opposite the site. There is the Pallion Metro station at the junction of Woodbine Terrace and European Way.
- 2.3 Currently known as the Alexander Business Park, the site was formerly the site of the Grove Cranes Works and has a rich industrial history of crane and ship building with wharves and warehouse intimately associated with the working river. It remains predominantly industrial in nature with large warehouse type sheds and extensive car parking although increasingly many of the units are vacant or falling into disrepair due to the economic down turn and uncertainty about the proposals for the new River crossing.



Planning Policy Context

- 2.4 The Sunderland UDP was adopted in 1998 and contains the Council's policies on the use of land across the city. In light of changes in national and regional policy, Alteration Number 2 to the UDP was adopted in September 2007 and provides more up to date policy for Central Sunderland including the Grove site.
- 2.5 The City Council are currently in the process of developing their Core Strategy as part of their Local Development Framework which will in time replace the adopted UDP. Following recent Government announcements the Council is currently reviewing the position of the Core Strategy Revised Preferred Options.
- 2.6 The City Council are proposing to carry the Groves site forward within the emerging Core Strategy as a strategic development site within the City.
- 2.7 For the purposes of this Development Framework document, the policies in the adopted UDP and Alteration No. 2 will remain the statutory land-use policies for the city until they are replaced by the forthcoming Local Development Framework (LDF).

Site Specific Policy

- 2.8 UDP Adopted Alteration No. 2 identifies the Groves site as an area for comprehensive mixed use development with the capacity of up to 1000 new homes.
- 2.9 Specifically policies EC5A and SA6A.1 identify the Grove Site as a key area for development, which can serve to regenerate a large part of Sunderland City Centre. In summary SA6A.1 confirms:
- *The City Council will support a mixed use residential community on the site to include housing, a local centre and B1 business uses;*
 - *Other development on site could include D1 Education and Community Facilities including a two form entry primary school and non residential institutions, A1 (local shops), A2 (Financial and professional services), A4 (Pubs and Bars) and A3 (restaurants, snack bars, cafes not exceeding 2,500sqm in total);*
 - *B2 (general industry) and B8 (storage and distribution) will not be acceptable;*
 - *Proposal for other uses on site will be considered on their individual merits, having regard to other Development Plan policies;*
 - *Infrastructure and high quality Public realm will be required; and*
 - *Development on site will be subject to specific Design requirements.*

2.10 The specific design requirements of policy SA6A.1 outline that the Grove Cranes Site should:

- *Respond positively to the proximity of the Metro;*
- *Interconnect the street network aligned around views;*
- *Provide easy and direct access to facilities and services to encourage walking and cycling;*
- *Have a Riverside park with public access;*
- *Consider views into the site from bridge and north bank;*
- *Deliver a sustainable residential community comprising a mix of housing types, building sizes and designs; and*
- *Consider the views of the bridge, overshadowing and setting.*

Local Policy

- 2.11 The UDP will eventually be replaced by the emerging Local Development Framework policies. The up-to-date local planning policy information should be confirmed with the City Council. Other relevant saved UDP policies and Alteration No.2 policies for development on site in addition to those set out above, are detailed in Appendix 1.
- 2.12 In addition to the relevant UDP policies, the site will also be subject to the following local planning documents and guidance which have been adopted by the City council as Supplementary Planning Documents.
- *Residential Design Guide, Sunderland City Council (2008)*
 - *Design and Access Statements, Sunderland City Council (2008)*
 - *Draft Green Infrastructure Strategy Framework (2010)*

Regional Policy

- 2.13 Until the Localism Bill is enacted and the legislative framework is amended, Section 38 (6) of the Planning and Compulsory Purchase Act 2004, which requires planning applications to be determined in accordance with the prevailing development plan unless material considerations indicate otherwise, still relates to Regional Spatial Strategies (RSS) as part of the development plan. As such the site will be subject to the relevant policies contained within the Regional Spatial Strategy for the North East of England (The North of England Plan, July 2008) which are included in Appendix 2.

National Policy and Guidance

- 2.14 In addition to the policies within the UDP and the RSS, development on the site should have regard to National planning policies and objectives which are set out in:
- *PPS1 – Delivering Sustainable Development (2005)*
 - *Planning Policy Statement: Planning and Climate Change, 2007*
 - *Building a Greener Future: Towards Zero Carbon Development, 2007,*
 - *PPS3 – Housing (2006);*
 - *PPS5 - Planning for the Historic Environment (2010)*
 - *PPS9 – Biodiversity and Geological Conservation;*
 - *PPS12 – Local Development Frameworks (2004);*
 - *PPG13 – Transport (2011);*
 - *PPG13 – A Guide to Better Practice (1995)*
 - *PPG14 – Development on Unstable Land (1990)*
 - *PPG17 – Planning for Open Space, Sport and Recreation (2002)*
 - *PPG17 – Planning for Open Space, Sport and Recreation(Companion Guide 2006)*
 - *PPS23 – Planning and Pollution Control (Annex 2) (2004);*
 - *PPG24 – Planning and Noise (1994);*
 - *PPS25 - Development and Flood Risk (2006).*
- 2.15 Detailed proposals for the Groves site should also make reference to the following best practice guidance documents:

- *By Design: Urban Design and the Planning System – Towards Better Practice, ODPM (2000);*
 - *Urban Design Compendium 1: Urban Design Principles, English Partnership (2000);*
 - *Car Parking: What Works Where? English Partnerships (2006);*
 - *Code for Sustainable Homes: A Step Change in Sustainable Home Building Practice, DCLG (2006);*
 - *Design and Access Statements; How to Write, Read and Use Them, CABE (2006);*
 - *Urban Design Compendium 2: Delivering Quality Places, English Partnerships (2007);*
 - *Manual for Streets, DCLG & DFT (2007);*
 - *Car Parking: What Works Where, English Partnerships (2006);*
 - *Active Design, Sport England/CABE/DCMS/DH (2007);*
 - *Building for Life, CABE & HBF (2007); and*
 - *Design for Play: A guide to creating successful play spaces, Play England (2008)*
- 2.16 The Coalition Government intends to replace the existing National planning policy and guidance with a single National Planning Policy Framework (NPPF). A draft of the NPPF was recently published (July 2011) setting out the economic, environmental and social planning policies for England. The policies articulate the vision for growth in the context of sustainable development. Although a draft, the document gives a clear indication of the Coalition Government's intentions and is therefore capable of being a material consideration. However, until cancelled the current National policies and guidance remain in place.

3.0 Key Issues

Informing the Development Framework

3.1 A number of key issues have been identified which have informed the Development Framework. The key issues will also need to be considered as part of any future planning application coming forward on the Groves site. The key issues have been identified in collaboration with the City Council through a number of stakeholder meetings in addition to a design workshop.

Access and Movement

3.2 The location of the site means that consideration needs to be given to the Strategic Wear Crossing and how it will connect both through the site and onwards over the river, as well as its impact on junction capacities. Additionally, access to, and servicing for the exiting retail park will also need to be considered as part of the design solutions for the site.

3.3 Public transport will need to be considered as part of the scheme development with provision being made to integrate the bus strategy both with local streets and throughout the new development. The existing Metro will also need to be integrated into the development and will influence the layout and design of scheme. In the event that a proposal for an additional Metro Station towards the western end of the site comes forward in the future, this Development Framework would not preclude this potential being explored at the appropriate time.

3.4 Pedestrian movement through the site will also need to be integrated into the design of the site, particularly in allowing and enhancing pedestrian access to the Wear frontage and linking the development to the city centre and the river edge westwards.



Key Issues Plan



Density, Housing Numbers and Affordable Housing

- 3.5 The Strategic Housing Market Assessment 2008 identifies the importance of an appropriate range of dwellings being made available to meet economic change and housing aspirations. Requirements for the Groves site indicate greater emphasis on 3/4 bedroom houses and a mix of 2 and 5 + homes, with fewer apartments (as pipeline provision of apartments is offsetting identified foreseeable demand for such units.) The emphasis on family housing, rather than apartments, will therefore have an impact on the design and layout of the residential elements of the development.
- 3.6 The provision of affordable housing will need to be considered in accordance with Sunderland City Councils current policy requirements (Policy H16 of the UDP), the Strategic Housing Market Assessment (SHMA) 2008 (and the Council's Economic Viability Assessment (EVA) of the SHMAA). Due to the availability of a substantial number of low cost houses in the existing stock the City Council will seek to negotiate an appropriate target of 10% affordable housing across the site.
- 3.7 In accordance with the evidence provided in the SHMA, the affordable housing allocation on site would best be met with a tenure split, to be agreed with the Council and affordable housing providers in accordance with current approved Council policy, evenly spread throughout the development site. The intention is that development on the Groves site will be 'tenure blind' with a limited number of social units grouped together.

- 3.8 The recently up-dated Sunderland Strategic Housing Land Availability Assessment (SHLAA) 2010 establishes the Groves site as a potential site for housing development deliverable within 6-10 years with a potential capacity of up to 1000 dwellings. The development of the site will be in accordance with the Council's strategic focus on redeveloping a high proportion of brown field land and go towards meeting the brownfield target as set out in the RSS.
- 3.9 Proposals for residential development will be considered on their own merits, with regard to PPS3, and the requirements of this Development Framework to maximise sustainable housing development and reflect the changing housing market to provide up to between 600 and 700 dwellings.

Mix of Uses

- 3.10 Although the development will be housing led, the UDP also requires that an appropriately sized local centre and an element of B1 office accommodation be located on site. The amount of office development will need to be informed by an up to date study on employment land requirements. As well as housing and employment development, consideration will need to be given to the provision of a primary school, playing pitches and play spaces, and how the provision of new and existing green spaces and landscape frameworks will be integrated into the scheme.

Riverside Environment and Bridge Setting

- 3.11 The position of the site means that the riverside and the potential outlook towards the Wear crossing are significant assets, and can influence the design and layout of the development. Public access to the riverside must be considered, and should see movement oriented towards it.



Landform

- 3.12 The topography and the landform of the Groves site clearly present some issues for the design and layout possibilities, particularly highway infrastructure and associated retaining structures. The phasing of infrastructure in particular will need to be considered. There are clear development platforms on higher and lower ground, and there will be the need to manage the gradient of the land to ensure that land take is minimised. The site topography also presents some opportunities in exploiting the potential of views across the Wear and of the new Wear crossing.



Character and Identity

- 3.13 The landform, topography and riverside setting are also key elements of the site's character and identity. It will be important for the Development Framework to positively address these assets through the design, layout and orientation of streets and buildings. In addition it may be appropriate to reference the industrial past of the site through the use of materials and detailing and through the architectural expression of development proposals.

Ecology

- 3.14 Survey work was undertaken in connection with the Wear Crossing application, and reviewed in August 2011 to provide a summary of key ecological constraints and opportunities for the wider Groves site. The study confirms there are no identified statutory or non statutory sites of ecological importance within the development site and no specific identified flora or fauna which would pose significant constraints to future development. However, species of note have been recorded on the site and adjacent land. The importance of the River Wear as a wildlife corridor particularly for wintering birds and otters and the adjacent Claxheugh Rock and Ford Quarry SSSI's and Local Nature Reserves will need to be considered in the development of the site. The development proposals will need to provide mitigation and enhancement for local biodiversity action plan target species and habitats. In particular access to and use of the riverside and river for recreation will be considered in detail.
- 3.15 An additional desk study, and Extended Phase 1 Habitat survey and protected species survey will be required to confirm habitat and protected species issues within and adjacent to the site work.



Rough grassland areas within the site

- 3.16 Phasing will need to be agreed for the development of the site, taking account of the key infrastructure requirements. Demolition of existing buildings will require prior consent from the City Council before development commences. An application has been submitted to the City Council in August 2011.

Contaminated Land

- 3.17 Parts of the site have previously accommodated industrial activity that may have resulted in some contamination of the site. Further information will be required at the planning application stage to identify possible land contamination, and to establish any necessary mitigation that may be required including any appropriate remediation strategy and a site specific risk assessment.
- 3.18 A comprehensive desktop study and site investigation should be carried out to ascertain whether the land is contaminated. The survey should be completed in accordance with a recognised code of practice for site investigations i.e. BS 10175:2001 or DETR Contaminated Land Research Reports.



View of upper plateau from European Way

Noise and Vibration

- 3.19 The position of the site close to the Metro line, the proposed SSTC and new Wear Crossing and other adjoining employment uses to the south and east, will mean that an assessment of noise will need to be undertaken in accordance with PPG 24 Planning and Noise. The results of the noise assessment will inform any remediation measures that may be required.
- 3.20 A vibration assessment should also be undertaken to identify the impact on any sensitive uses proposed within the Groves site, particularly residential development. The assessment should consider the provisions of British Standard 6472:1992, Evaluation of Human Exposure to Vibration in Buildings.

Air Quality

- 3.21 An assessment should be undertaken to demonstrate the likely changes in air quality or exposure to air pollutants, as a result of development of the site and the relationship with the proposed SSTC and new Wear Crossing.

Flood Risk

- 3.22 The Council has prepared a Strategic Flood Risk Assessment 2010 (SFRA) in accordance with PPS25 and as part of the evidence base for the LDF. The SFRA indicates that the Development Framework area falls within Flood Zone 1 with low probability of flooding. A flood risk assessment will be required for the Groves site. This must assess and manage risk associated with changing climate impacts including surface water flooding.
- 3.23 The development will be expected to comply with the requirements of Policy B2A of Alteration No.2 and must demonstrate a positive contribution to managing or reducing flood risk through the inclusion of Sustainable Drainage Systems (SUDS) and other techniques.

Ground Stability

- 3.24 The site may have legacy issues associated with underground mining activity and therefore, in accordance with PPG14 a ground stability report will be necessary to determine whether any appropriate mitigation measures will need to be incorporated into the detailed design of the new development.
- 3.25 In addition the Groves site is within a coal and minerals resource area and detail development proposals will need to be drawn up in consultation with the planning and local authority liaison department at the Coal Authority.

Archaeology

- 3.26 It is possible that the site may be of archaeological significance and an archaeological desk based assessment will be required as part of any future planning application, to ensure that any necessary archaeological works are carried out prior to development.



4.0 Strategic Vision

- 4.1 The Groves site represents an important regeneration opportunity within the City, one that is prominently located on the River Wear adjoining a key approach into Sunderland City Centre, close the Alexandra Bridge. The overall aim for the regeneration of the Groves site is to create a high quality, riverside community providing a mix of family homes, open spaces, community facilities and employment opportunities
- 4.2 The prominent location of the Groves site will mean development contributes to the strong identity of the City. As such an emphasis on design quality and a comprehensive approach to development will make sure that the Groves sites is a distinctive neighbourhood, rooted in the character of Sunderland City Centre, referencing the industrial heritage of the area, but readily identifiable as a place in its own right.
- 4.3 In addition the site is part of the proposed SSTC and new Wear Crossing, providing a setting for the southern landing of the bridge and a new key gateway into Sunderland City Centre. Development at the Groves site will support the implementation of the SSTC and the Wear Crossing, but is not dependent on the delivery of either.

Supporting Objectives

- 4.4 In order to deliver the strategic vision for the Groves site a number of supporting objectives have been identified.

1. *Bring forward the early redevelopment of the Groves site and provide a high quality setting for the proposed Wear Crossing – a key regeneration priority for the City.*
2. *Establish a strong character and identity for the site as an important gateway into Sunderland City Centre providing locally distinctive buildings and houses.*
3. *Introduce an attractive network of open spaces and riverside walkways making the most of the River Wear and associated views of the Wear Crossing and north bank.*
4. *Create a welcoming, mixed community with a range of family houses with gardens to suit the needs of different people. This will include affordable homes.*
5. *Consider a range of community facilities including play spaces, sports pitches, and opportunities for a primary school to be provided within the site.*
6. *Focus facilities around a new centre with local shops and a public square overlooking the river.*
7. *Make it easy to move around the site with safe, connected streets, walkways and opportunities for public transport supporting sustainable patterns of movement and making it easy to walk and cycle.*
8. *Examine options for providing employment opportunities as part of the wider economic strategy for the City. This could be as part of the mixed-use centre.*
9. *Work with the topography of the site create different character areas and maximise view points from streets and houses particularly towards the River Wear and Crossing.*
10. *Integrate the site with other parts of the City by providing connections onto European Way, Pallion Metro station and the SSTC.*



5.0 Introducing the Development Framework

Overview

- 5.1 The Development Framework will inform the detailed master planning process for the Groves site. It establishes key design and development components for the site which will be predominantly residential, mixed use community with a capacity of up to between 600 and 700 dwellings.
- 5.2 The Development Framework establishes a pattern of development focused around the key structuring elements of the site particularly:
- *The River Wear Frontage;*
 - *The new Wear Crossing and SSTC routes; and*
 - *Site topography and landscape features.*
- 5.3 An interconnected network of streets is provided with three character areas accommodating a mix of different house types and supporting community facilities including a primary school and local centre. A robust landscape framework provides opportunities for formal and informal recreation and provides access to the extensive River Wear frontage and links to the wider green infrastructure.
- 5.4 Across the site the Development Framework establishes high quality and connected public realm spaces at key nodes, focal points and routes. There should be a consistent and imaginative landscaping approach to all public areas within the site, incorporating soft and hard areas which can be easily maintained with particular attention to the layout and choice of surface materials for the access roads and footways, to create an environment which is safe and attractive particularly for pedestrians.
- 5.5 The key components of the Development Framework are described and illustrated on the following pages.

Development Framework Plan



Key Development Components

Gateways and Approaches

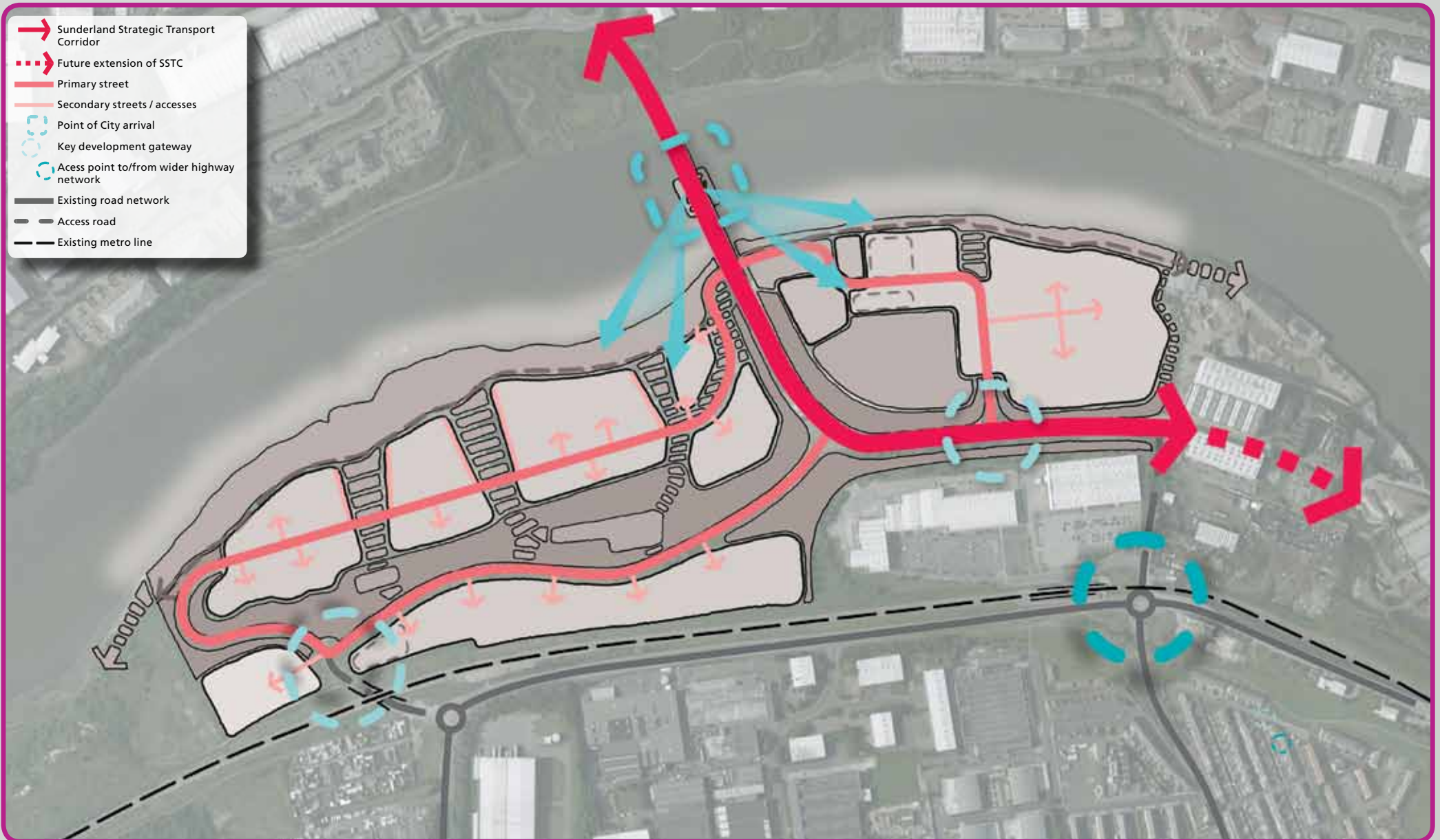
- 5.6 A strategic gateway towards the Groves site from the North will be defined by the development of the proposed SSTC, including the new Wear Crossing. The SSTC will be elevated on a higher level as it enters the site providing commanding views over the development. The bridge itself will act as a Landmark structure establishing a unique gateway into the centre of Sunderland as people travel to and from the City Centre.
- 5.7 Two primary gateways will be provided into Grove Site: one to the East from the SSTC and Woodbine Terrace; and one to the West from European Way. The Eastern Gateway is currently being used as the principal entry point into the site. The approach to this gateway will be from the Woodbine Terrace roundabout adjacent to the Pallion Metro Station and Retail Park; this gateway will be an important part of the development as it will also create a key link from the proposed SSTC.
- 5.8 The second gateway will connect the west part of the site to European Way. The access will be off a secondary roundabout which immediately connects to European Way via a bridge under the Metro line. This Western Gateway will be designed to establish creating an attractive residential entrance point to the Western part of Groves site.

- 5.9 Each gateway will be designed to exhibit distinctive and different characteristics to aid legibility and orientation. This will be achieved through the design of the public realm and the location and articulation of adjoining building frontages.

Streets and Linkages

- 5.10 It will be important for the Groves site to deliver a network of well connected primary and local streets which are legible and easy to use by residents and visitors. Streets should be deliberately designed to provide clear, direct and easy to navigate routes through the development area and beyond to adjoining parts of the City.
- 5.11 There will be a hierarchy of strategic, primary, and residential streets within the Groves site. The proposed SSTC will be a strategic route through the site, linking the south side of the bridge to the roundabout at European Way and Woodbine Terrace. The road will be built in such a way that it allow for a future extension of the SSTC to connect directly into the City Centre. It will also be designed taking the form of tree-lined boulevard to provide a high quality and attractive approach commensurate with the design characteristics and quality of the proposed Wear Crossing.
- 5.12 A **primary** street will facilitate movements through the main development area of the Groves site linking together the Eastern and Western Gateways and giving access to areas of activity including the local centre and primary school. The street will be designed to accommodate pedestrians and cyclists, as well as public transport and cars.
- 5.13 A second primary street, part of the SSTC connecting the bridge approach with the Western Gateway of the Groves site, will provide access to the upper residential area of the site. Secondary streets will provide access into the site from this section of the SSTC. In the event that the delivery of the SSTC is delayed an access point into the upper part of the site will be established from the Western Gateway.
- 5.14 Beyond this a network of **secondary residential streets** will provide access between key development parcels. Creating places which are not dominated by the car requires careful and innovative solutions. It is important to promote a pedestrian friendly environment that provides safe, functional and attractive walking routes free from barriers. However this should not be at the expense of allowing vehicular access. Consideration of how to accommodate both forms of movement should start at the bottom of the street hierarchy e.g. street corners, cross roads and T-junctions, the places where pedestrians want to cross roads on foot.
- 5.15 Details of street design and place-making are provided in the recent publication from the Department for Transport 'Manual for Streets 2 – 2010'. This document provides guidance for the design, construction, adoption and maintenance of new residential streets, and reflects best urban design practice in relation to the creation of a high quality and useable public realm. The detail and design of streets within the site will follow established best practice.

Approaches, Gateways and Streets



Sustainable Transport

- 5.16 The main advantage of creating a permeable street network is that it allows a network of cycle and pedestrian routes to be incorporated and supports the provision of public transport through the site.
- 5.17 The primary street network will support easy access to and provision of public transport, integrating the development with the rest of Sunderland City. The Development Framework provides for a direct bus route along the Primary Street providing opportunities to link into and extend existing bus routes in the surrounding area. To achieve this, bus stops will be located at appropriate locations within the site and consideration given to additional stops located outside the site particularly on European Way at the western end of the development area.
- 5.18 The layout of the Groves site will ensure that:
- *Routes which follow principal roads or streets through the heart of the area;*
 - *Stops located where activity is concentrated near shops or a road junction for example; and*
 - *Clear walking routes to the stops, including road crossings.*

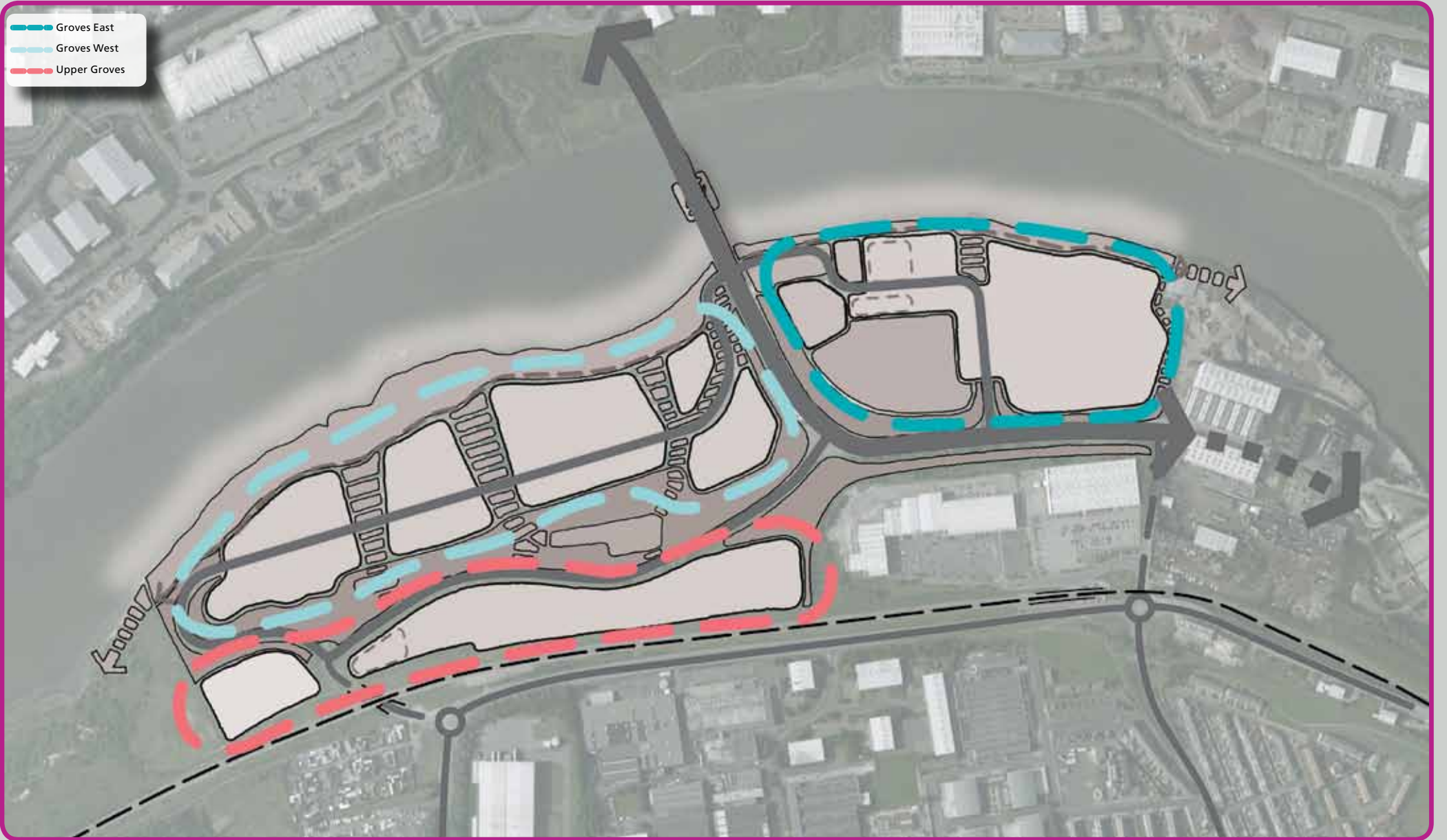
- 5.19 The existing Pallion Metro Station to the South-East of the site is a key component for the development as it will allow quick and direct access into Sunderland's City Centre. The whole of the Groves site falls within an 800 meter walking catchment of the Metro which equates to around 10 minutes from the furthest point of the site. The street and footpath networks will be orientated to facilitate easy access to the Metro station. This Development Framework has taken into account the feasibility of providing an additional Metro Station at the western end of the site should such a proposal come forward.
- 5.20 Leisure routes for both cyclists and pedestrians will also be established particularly through areas of proposed open space particularly along the river frontage. To complement this there will be key on-street links through the development and green links connecting open spaces as well as providing areas between the upper and lower parts of the site. The key on-street links will be designed for the use of both pedestrian and cyclists, as part of the street scene. Routes which pass through the network of open spaces will be surfaced to reflect their setting.

Character Areas, Public Realm and the Distribution of Land Uses

- 5.21 The provision and promotion of a mix of land uses is an important factor in the successful building of a sustainable community. The Groves site will be a sustainable, mixed-use residential development providing a range of facilities.
- 5.22 Development on the site will be focused around three distinct but integrated character areas; **Groves East**, **Groves West** and **Upper Groves**. Each will play an important role in establishing a strong setting for development which reflects the character of the site.

Character Areas

- Groves East
- Groves West
- Upper Groves



5.23 **Groves East.** Located to the East side of the SSTC, Groves East will provide a more urban setting with medium and higher residential densities in the form of terraced and semi-detached town houses with a limited number of apartments focused around a new local centre. The main land use concept is to create a mixed-use, urban hub which will also act as the primary mixed-use location within the site overlooking the new Wear Crossing.

5.24 A mixture of facilities will be provided within the development focused around the local centre including a primary school, local retail, community sports provision and opportunities for employment generating uses. Employment opportunities are likely to take the form of small scale office accommodation and business support premises suitable for owner occupation to encourage the establishment of small companies and enterprises.

5.25 Apartments could be located above other ground floor uses taking advantage of riverside views towards the proposed Wear Crossing. This will provide a more 'urban' character to the local centre and help support the viability of public transport provision. The focus for the local centre will be the provision of a new square providing parking provision further emphasising the importance of the location within the wider Groves site. The square would also be a suitable location for a bus stop and waiting facilities.



5.26 **Groves West.** This area will be predominantly family housing with gardens to address identified needs within the City. A key design aim will be to maximise views into and out of the site with development orientated towards the views. Landscaped corridors will intersperse the built form and allow for a more permeable and green development, soft landscaped edges and open views across the River Wear will be a key feature creating a strong identity. The corridors will provide visual and physical linkages to the upper part of the site.



5.27 **Upper Groves.** Similar to that of Groves West, the area will be characterised by medium density family housing with gardens, including an area to of lower density to accommodate executive homes in the upper Council Tax band. These houses will be served by the secondary road that connects the SSTC to the roundabout in the south-west corner. One of the main features for these houses will be the elevated, open views across the River Wear. Again, development will be orientated to take advantage of the river views. Should implementation of the SSTC be delayed the Upper Groves area could be accessed from a secondary residential street from the Western Gateway.



Landscape Framework

5.28 A key element of the Groves site will be a strong, attractive landscape framework responding to the riverside setting, open spaces to the west and the change in topography across the site. As well as providing a setting for development, the landscape framework will also provide formal and informal recreation opportunities as well as establishing a variety of habitats particularly where the development adjoins the River Wear and on the embankments running through the site has been informed by the key principles of the emerging Green Infrastructure Strategy 2011. This strategy should continue to inform the detailed design of the proposals for the site to provide meaningful areas of open space (in accordance with UDP policy H21).

5.29 The main elements of the landscape framework comprise:

- *Formal Pitch Provision – Shared community use of the Primary Schools sports pitch will be considered to include an 11-aside pitch. Provision of additional facilities including opportunities for alternative sports will be explored within the physical constraints of this steeply sloping site and the requirements that the development generates.*
- *Play Space Provision - Accessible, equipped play spaces catering for a wide age range will be provided within the Groves site. One or two strategic sites will be come forward in the detail design from a range of possible locations.*
- *Informal Open Space – The Riverside Walk will be extended through the whole site with the option to extend this to the east. This will create a leisure link connecting the City Centre to the site and west along the Wear Way. Opportunities for interpretation and for public art provision will be explored along the Riverside Walk. In addition, green corridors will provide linkages North/South through the site with opportunities to*

create dramatic viewing points from the higher part of the site. The change in levels will need to be carefully addressed as part of the design of these linkages ensuring appropriate accessibility.

- *Public Square – A riverside public square will be provided in Groves East which will establish a key location from which to view the Wear crossing as well as being the focus for the proposed mixed-use local centre. Again opportunities for interpretation and public art as part of the proposed Riverside Walk.*



Built Form Elements

5.30 The Groves site will have its own distinct identity and local diversity provided through different character areas and landscape features. The character of each 'place' should be accentuated by deploying differing built form elements with a more uniform approach to the detailing of streets and the public realm to ensure the site maintains a tangible sense of identity both locally and as a whole.

5.31 In order to establish a locally distinctive built form for the Groves site particular attention will be given to the following elements:

Landmarks and corners. The stand-out landmark for the site will be the development of the Wear crossing which will encourage people to visit the site and therefore turning the site into a destination where people can stop and appreciate the landmark. Within the site there will be opportunities for more locally scaled landmarks which could include taller buildings, particularly at the local centre, and corner buildings at key junctions and gateways with a strong emphasis on the articulation of principal elevations.

Roofscape. The roofscape of development at the Groves site will need to be very carefully considered. The elevated nature of the Wear Crossing and SSTC will mean that many visitors into the City will view parts of the site from above. An interesting and dynamic roofscape will add visual interest to the scheme with opportunities for mono-pitched roofs, curving roofs and other features to contribute to the overall character and identity of the Groves site. In addition opportunities for incorporating green 'living roofs' onto buildings, photo voltaic cells and solar water heaters should also be considered to enhance the environmental performance of development.

Key Frontages. Building frontages have a particularly important role in establishing character and place identity. In addition they help to define and frame streets and open spaces distinguishing public areas with more private locations such as gardens and parking courtyards. Active frontages will be required to parts of the building which overlooks and provides activity onto the street or open space to provide animation and surveillance. Given the topography and extensive riverside frontage of the site, key buildings frontages will be highly visible and care must be taken to ensure they are attractive and well designed.

In the local centre, a direct frontage to pavement relationship will assist commercial viability and street vitality particularly where buildings turn a corner and address two spaces or streets. This will help to:

- *define the public realm in a positive way;*
- *improve the legibility of the local centre distinguishing from other locations;*
- *ensure that there is a clear distinction between the public front and the more private back of a building; and*
- *establish a positive relationship between the activities within a building and the public realm outside.*

Density. A density range of between 20 and 40 dwellings per hectare will be applied to the Groves site. The densities will vary across the development. The local centre and eastern parts of the site (Groves East) will have a more urban environment with higher densities contributing to that character. In contrast medium and lower density executive housing will be a feature of the residential areas to the west and south of the site (Groves West and Upper Groves).

Materials and Detailing. A palette of high quality materials will help to firmly establish the character and identity of Groves site, both in terms of built form and the public realm. Materials will be specified to help to define different locations and character areas within the site improving legibility and identity. This could include red brick referencing some of the existing buildings on the site and panels of coloured render or timber. Roof materials could feature metal panels, again referencing a more industrial character, together with green roofs if appropriate as well as solar panels and water heaters.

In addition, built form details, construction materials, decorative detailing such as towers and rotundas at prominent corners, balconies and railings, public art, and even basic features such as windows and shop-fronts, entrances and doorways all help re-enforce the image of place. They assist in making a place legible, familiar and distinctive. As a result particular attention must be paid to the design and detailing of these important aspects of the building.

Parking and Storage

- 5.32 The location, design and layout of car and cycle parking must ensure that it is both safe and useable, yet does not become a dominant or intrusive element within the streetscene. A mix of different parking solutions will be incorporated into the design and layout of the Groves site including on-plot garages and driveways, parking courtyards particularly where apartments are proposed, as well as on-street parking interspersed with street tree planting.
- 5.33 Parking standards including parking for disabled people will be agreed with the City Council in accordance with parking provision guidelines as part of the planning application stage..
- 5.34 **Cycle parking** should be provided within buildings, as part of a garage, built-in storage area or lockable shed, with on-street cycle stands provided at the proposed local centre and play areas where appropriate. On-street cycle parking should be secure and well over-looked from adjoining buildings or by passers-by.
- 5.35 The design and layout of **bin and recycling storage areas** and access points are often overlooked yet they can significantly detract from both the attractiveness and usability of a particular area and development as a whole. Bin and recycling storage must be readily accessible and provided within plot or building envelope to ensure that it is obscured from adjoining streets and the public realm.

Sustainable Construction

5.36 Sustainability in its widest sense should be fundamental to any development proposals. The developer must demonstrate that the principles behind environmentally friendly, low carbon development are fully explored and integrated into the design from the outset.

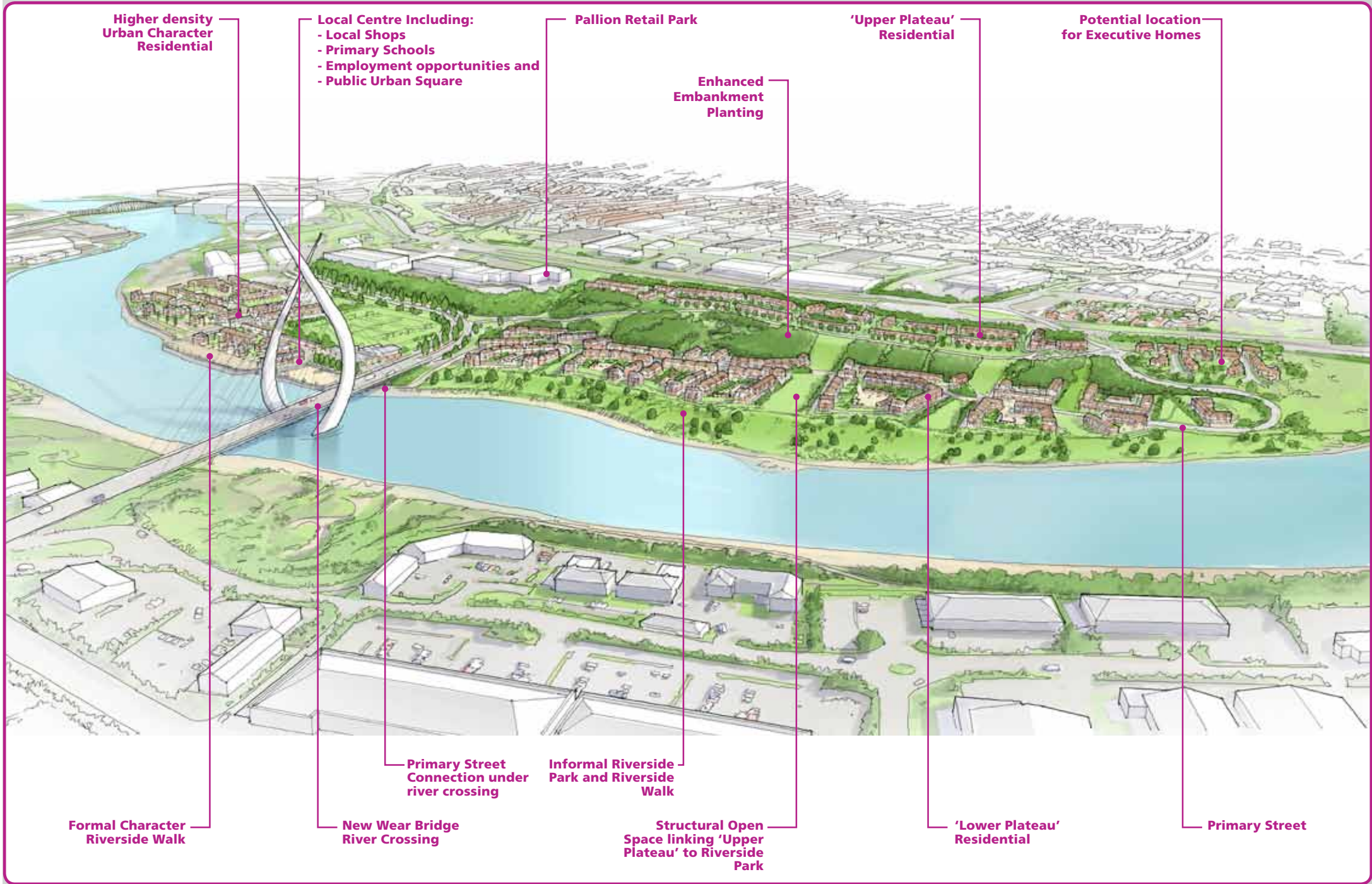
5.37 Development proposals on the Groves site should comply with the requirements of Policy B2A of Alteration No. 2 and Policy CS15 of the emerging LDF Core Strategy in relation to energy efficiency and supply of renewable energy. Accordingly the development will be expected to achieve energy efficiency ratings of Code level 4 (Code for Sustainable Homes) or BREEAM Excellent and supply an embedded 10% of the site's energy consumption from renewable sources, unless it can be demonstrated that this is not feasible. Throughout the site sustainable drainage and water management measures will be applied to achieve Code Level 4 score for internal potable water consumption, and features such as permeable paving, and green roofs should be considered to achieve minimum surface water run-off.

5.38 A Sustainability Statement will be required as part of the application process for the site providing information as to how proposals achieve the required policy standards.

5.39 Further information on Sustainable Construction and achieving high quality sustainable places to live is set out in the City Council's Residential Design Guide 2008.



Illustrative Aerial Perspective



6.0 Planning Requirements

Design and Access Statement

6.1 The City Council will require a DAS to demonstrate inclusive access as an integral part of the design process from the outset, an understanding of the principles of development, a design brief, policy review, appraisal of the site, and design concept including illustrations. The DAS should be informed by Design and Access Statements - How to write, read and use them – 2006' prepared by CABE and the City Council's Design and Access Statements SPD 2008.

S.106 Contributions

6.2 The City Council will require the site developer to enter into a section 106, and Section 38 Agreements and Section 278 Agreements if required. Discussion with the City Council should take place at the earliest opportunity to enable Heads of Terms agreements to be drawn up as part of the pre-application consultation. Contributions will cover the following requirements:

- *Procure and deliver a target of 10% of the homes as affordable housing. The proportion, location and tenure to be determined through an outline planning application and in accordance with the City Councils Affordable housing policy and evidence base and this Development Framework in terms of tenure and siting.*
- *Provision of land and a proportionate contribution towards the construction of a new primary school, of a size to be determined following an assessment of capacity*

- *Provision of gap-funding to extend bus route 11 and / or services 18 and 19 until such time as the development is complete and the extension to the service(s) is self-funding.*
- *Provision of bus-stops along the primary street.*
- *Consideration of appropriate highway works*
- *Provision of dual-use playing fields for use by the primary school and the community.*
- *Provision of on-site play areas. The locations and nature of play to be agreed through the outline planning application.*
- *Creation of a riverside walk/park along the northern boundary of the site.*
- *Landscape and habitat enhancement of embankments through the site, and off-site improvements to adjacent sites of ecological importance. Enhancement measures to include a 5 year habitat management and maintenance programme, multi-user access and interpretation provision.*
- *Public art contribution to enhance the riverside walk and to interpret the historic uses.*
- *Market the local commercial areas for a period of 3 years from the commencement of the development.*
- *To engage with the Council to explore the opportunity to include social and economic clauses within the section 106 in order to provide new opportunities for jobs and training for residents of the City of Sunderland.*

NB The capacity to deliver the required infrastructure may be dependant on factors such as the economic climate and the potential for site specific abnormal costs. In such circumstances where there is an overall impact upon the feasibility of delivering the scheme, to meet the required design standards and delivers the necessary infrastructure, the City Council may be prepared to negotiate with developers on planning obligations.

Planning submissions

6.3 The eventual submissions for planning permission will need to satisfy the submission requirements of the 'Validation of Planning Applications in Tyne and Wear' checklist. A copy of the checklist can be found at:

www.newcastle.gov.uk/wwwfileroot/regen/plantrans/ValidationTWfinalversionrb.pdf

Appendix 1

SITE SPECIFIC POLICY

Unitary Development Plan Alteration No. 2 (2007)

Policy EC5A

WITHIN THE COMPREHENSIVE DEVELOPMENT SITES, AS DEFINED ON THE PROPOSALS MAP, THE CITY COUNCIL WILL REQUIRE THAT RE-DEVELOPMENT PROPOSALS DELIVER:-

1. A MIX OF LAND USES INCORPORATING THE FOLLOWING USES:-
 - A1 RETAIL B1 BUSINESS
 - A2 FINANCIAL AND B2 GENERAL INDUSTRY
 - PROFESSIONAL SERVICES B8 STORAGE OR DISTRIBUTION
 - A3 RESTAURANTS AND CAFES C1 HOTELS
 - A4 DRINKING ESTABLISHMENTS C3 HOUSING
 - A5 HOT FOOD TAKE-AWAYS D1 NON-RESIDENTIAL INSTITUTIONS
 - D2 ASSEMBLY AND LEISURE
2. PROVISION OF THE INFRASTRUCTURE ELEMENTS SPECIFIED IN PART 2; AND
3. A FINE GRAINED, INTENSIVE PATTERN OF DEVELOPMENT APPROPRIATE FOR AN INNER URBAN SETTING AND MAKING EFFECTIVE USE OF PREVIOUSLY DEVELOPED LAND.

DEVELOPMENT PROPOSALS SHOULD CONFORM TO A COMPREHENSIVE MASTER PLAN FOR THE WHOLE DEVELOPMENT SITE, TO BE AGREED WITH THE CITY COUNCIL, HAVING REGARD TO UDP SUPPLEMENTARY PLANNING GUIDANCE.

WHERE LAND OWNERSHIP PRESENTS A CONSTRAINT TO THE IMPLEMENTATION OF COMPREHENSIVE DEVELOPMENT PROPOSALS THE CITY COUNCIL WILL CONSIDER THE USE OF ITS COMPULSORY PURCHASE POWERS TO HELP DELIVER APPROPRIATE DEVELOPMENT.

DEVELOPMENT PROPOSALS WILL NEED TO INCORPORATE MEASURES TO PROMOTE NON-CAR MODES OF TRANSPORT IN ACCORDANCE WITH POLICY T2A.

FOR EACH SITE, THE CITY COUNCIL WILL PREPARE A BROAD FRAMEWORK DOCUMENT SETTING OUT KEY PRINCIPLES TO BE REFLECTED IN EACH COMPREHENSIVE MASTER PLAN.

PROPOSALS FOR TOWN CENTRE USES ON COMPREHENSIVE DEVELOPMENT SITES WILL BE ASSESSED AGAINST POLICY S2A.

Comprehensive development opportunities - These are distinguished by the fact that they offer scope to regenerate large parts of Central Sunderland by introducing a scale and mix of new development, planned in a comprehensive way (following, as appropriate, site clearance and remediation), which would have a significant impact upon the pattern of land use, community, recreation and employment within Central Sunderland and the City as a whole.

Policy SA6A.1

The City Council will support the development of a mixed-use residential community on the former Grove site.

Land use

The following uses will be:

Required

C3 Housing

Local centre (a range of small shops of a local nature, serving a small catchment)

B1 Business

Acceptable

D1 Education and community facilities including a two-form entry Primary School/ non residential institutions

A1 Retail; A2 Financial and professional services; A3 Restaurants and cafes; and A4 Drinking establishments of a local nature and not to exceed 2,500sqm (net) in total.

Unacceptable

B2 General industry

B8 Storage and distribution

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

Infrastructure and public realm components

Redevelopment proposals should incorporate the following key components:

- i) Land should be safeguarded for the route of the SSTC, river crossing and associated facilities.
 - ii) Land should be safeguarded for the provision of an additional Metro station at the western end of the site, near Claxheugh.
 - iii) The layout of the development should have regard to harnessing the benefits of the SSTC, river crossing and the potential new Metro station.
 - iv) Provision for adequate routes through the site for buses, pedestrians and cyclists.
- ii) An interconnected network of streets which offer easy access within the site and to the riverside. Streets should be aligned to open up a variety of views towards the river and create visual interest;
 - iii) Easy and direct access to new local facilities and the Metro station(s) to encourage walking and cycling;
 - iv) A new riverside park along the river edge to give public access for recreation, to provide an attractive outlook for new dwellings and to leave that part of the site most at risk of flooding void of development;
 - v) That it takes account of the prominence of the site when viewed from the north side of the river and proposed new road bridge and the opportunities for enhancing the image of the city;

Design requirements

Proposals for the former Grove site should demonstrate the following design qualities:

- i) A pattern of development which responds positively to the existing Metro station by locating local, community and commercial uses and higher density housing within its immediate proximity;
- vi) A mix of building sizes and designs;
 - vii) A sustainable residential community comprising a mix of housing types;
 - viii) Take advantage of views of the bridge from within the site;
 - ix) That consideration has been given to the impact of the bridge overshadowing buildings;
 - x) An appropriate setting for the new bridge.

Appendix 2

REGIONAL AND LOCAL PLANNING POLICY

North East of England Regional Spatial Strategy – The North East of England Plan, 2008

- Policy 1 – North East Renaissance;
- Policy 2 – Sustainable Development;
- Policy 3 – Climate change;
- Policy 5 – Locational Strategy;
- Policy 6 – Tyne and Wear City Region;
- Policy 12 – Sustainable Economic Development;
- Policy 13 – Brownfield Mixed Use Locations;
- Policy 24- Delivering Sustainable Communities;
- Policy 30 – Gross and Net Dwelling Provision;
- Policy 31 – Delivering and Managing Housing Supply;
- Policy 34 – Historic Environment; and
- Policy 38 – Sustainable construction

Sunderland Unitary Development Plan saved policies

- R1 – Sustainable Development;
- R3 –Infrastructure Provision;
- H1 – General Housing;
- H6 – Provision of land for Housing;
- H16 – Affordable Housing;
- H21 – Open Space in Residential Areas;
- S1 – Shopping Strategy
- S3 – shopping for new residential development;
- L1 – General Leisure;
- L4 – Outdoor sport and recreation
- L5 – Amenity Open Space;
- L6 – Children’s Play Space;
- L13 – Water Sports Facilities;
- EN7 – Development Near Railways;
- EN11- Flooding;
- B2 – Design and Massing;
- B2B –Tall Buildings;
- B11 –Archaeology;
- B14 – Areas of Potential Archaeological Importance;
- B20 – Public Art
- B23 – Street Furniture;
- CN18 – Promotion of Nature Conservation;
- CN22 – Protection of Animal and Plant Species;
- CN23 – Wildlife Corridor;

- T2A – Modal Split
- T8 – Pedestrians;
- T9 – Cycling
- T10 – Paths and Multi-user Routes;
- T22 – Private Parking;
- T23A – Public Transport Orientated Development – Parking Standards;
- SA10 – Open Space sites in the inner area;
- T14 – New Development and Transport;
- R3 – Infrastructure Provision;
- M5 – Eastern Limit of Shallow Coalfield Area;

Sunderland Unitary Development Plan Alteration No.2:

- H5A – Housing Allocations in Central Sunderland;
- S2A – Shopping and Retail Development
- B2A – Sustainable Urban Design;
- T23A – Public Transport Orientated Development – Parking Standards;
- SA52A –New Routes (SSTC);

Appendix 3

- Groves Development Framework
- a material planning consideration

26th September 2011




**Sunderland
City Council**

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P.O. Box 102, Civic Centre,
Sunderland SR2 7DN

Telephone: 0191 520 5555
Web: www.sunderland.gov.uk

Gail Revill
David Lock Associates
50 North Thirteenth Street
Central Milton Keynes
MK9 3BP

Dear Gail,

Groves Development Framework

Further to our previous correspondence, I can confirm that on the 20th September the Groves Development Framework was endorsed by Sunderland City Council's Planning and Highways Committee.

The document provides an agreed set of planning and development principles, which will help facilitate the proper planning and regeneration of the Groves site in future. The Groves Development Framework will be used as a basis for preparing detailed proposals for the site and will be afforded weight as a material consideration when determining future planning applications.

I trust the above is in order; however if you require further assistance please do not hesitate to contact Ben Winter on 0191 561 2549.

Yours sincerely,

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Delivering services for a better future





David Lock Associates
Town Planning and Urban Design

