

Annual Position Statement

July 2020



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1. Introduction

- 1.1 This Annual Position Statement (APS) sets out Sunderland City Council's five year housing land supply position. The purpose of the five year housing land supply is to provide an indication of whether there are sufficient deliverable sites available to meet the housing requirement set out in adopted strategic policies for the next 5 years.
- 1.2 The base date of this statement is 1 April 2020 and it projects a five year housing land supply position from 1 April 2020 to 31 March 2025.

What is an APS?

- 1.3 The concept of an APS was introduced in the National Planning Policy Framework (NPPF) in July 2018. The subsequent Planning Practice Guidance (PPG) in September 2018, and updated in July 2019, set out the process that Local Planning Authorities (LPAs) should follow if they wish to confirm their housing land supply through an APS. An APS can only be prepared by LPAs that have Plans that have been recently adopted (as defined by footnote 38 of the NPPF).
- 1.4 An APS is a statement that details the approaches used by the LPA to calculate the supply position and also sets out how engagement has been undertaken with the development industry and stakeholders in the preparation of the APS. The APS is submitted to the Planning Inspectorate (PINs), who review the APS and consider if the correct procedure has been followed and if sufficient information has been provided about any disputed sites. PINs will issue their recommendation in October of the same year. The LPA can then confirm their housing land supply until the following October, subject to accepting the recommendations of the Planning Inspectorate.

Sunderland's APS (This APS)

- 1.5 Sunderland City Council (hereafter referred to as the Council) are able to submit this APS as it adopted its Core Strategy and Development Plan (CSDP) in January 2020. Therefore, the Plan is considered to be 'recently adopted'.
- 1.6 Following stakeholder engagement, this statement has been updated to take into consideration comments submitted to the Council.
- 1.7 This APS confirms that Sunderland has a 5.4 years housing land supply. Table 1 sets out the Council's Five-Year Housing Land Supply for 2020/21- 2024/25. Appendix 1 includes the schedule of sites that make up this supply. Appendix 2 includes sites profiles for each site in the five year land supply. These proformas justify the approach and assumptions made by the Council with regard to each site.

Annual Housing Requirement	745 dwellings net
Five Year Housing Requirement for period 2020/21 - 2024/25	3725
Shortfall	0
10% buffer	373
Five Year Land Supply Requirement (including 10% buffer)	4098
Category A sites	3019
Category B Sites	1209
Small Sites	250
Demolitions	16
Total Supply	4462
Five year supply performance against 110% of housing requirement (%)	109%
Five year supply performance against 110% of housing requirement (years)	5.4 years

Table 1 Sunderland Five Year Land Supply 2020/21-2024/25

1.8 In total 65 sites are deemed to meet the NPPF definition of deliverable and of these 80% are classified as Category A sites and 20% are Category B sites. Therefore, over three quarters of Sunderland’s five year housing supply has detailed planning consent and many are already under construction. The composition of Category A and B sites is set out in Tables 2 and 3.

	2020/21 (Units)	2021/22 (Units)	2022/23 (Units)	2023/24 (Units)	2024/25 (Units)	Total (Units)
Total A sites	709	791	742	422	355	3019
Permitted – Not started	39	268	269	112	90	778
Permitted – Under Construction	670	523	468	310	265	2236
Permitted (Outline) – Not started	0	0	5	0	0	5
Total B sites	9	145	286	308	326	1074
Allocated CSDP Site	0	13	65	108	106	292
Application pending	0	92	61	30	30	213
Permitted (Outline) – Not started	9	40	160	170	190	569

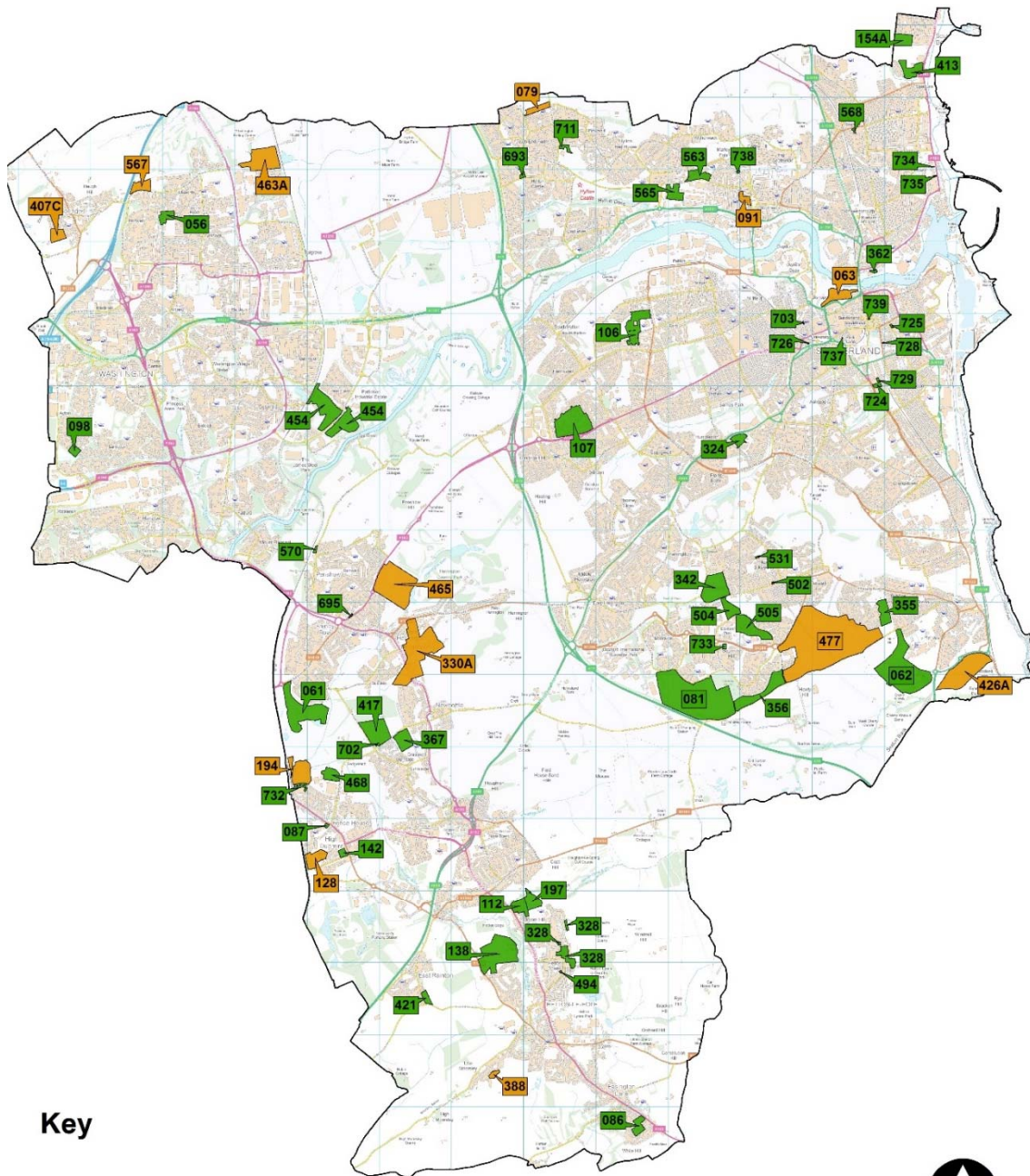
Table 2 Composition of Deliverable Category A & B Sites by planning status 2020/21-2024/25

	Sum of Completions 2020/21	Sum of Completions 2021/22	Sum of Completions 2022/23	Sum of Completions 2023/24	Sum of Completions 2024/25	Totals
Total A sites	709	791	742	422	355	3019
Detailed Consent	709	791	737	422	355	3014
Outline Consent (not major development)	0	0	5	0	0	5
Total B sites	9	145	316	353	386	1209

Allocated CSDP Site	0	18	125	203	216	562
Allocated CSDP Site/Outline Consent	0	0	60	40	40	140
Allocated Saved UDP Site	0	40	31	0	0	71
Allocated Saved UDP Site/Outline Consent	0	0	0	10	30	40
Brownfield Register	0	52	30	30	30	142
Outline Consent	9	35	70	70	70	254
Total	718	936	1058	775	741	4228

Table 3 Composition of Deliverable Category A & B Sites by planning status 2020/21-2024/25

1.9 Figure 1, illustrates the locations of each site in the APS. The APS does not include any disputed sites.



Key

- Category A sites
- Category B sites



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Figure 1 APS sites

Structure of this APS

1.10 This APS comprises of seven sections, including this introduction:

- Section 2 contains a policy review of national and local policy;
- Section 3 sets out Sunderland’s current position, as of 1st April 2020;

- Section 4 sets out the Council’s methodology for calculating the five year housing land supply requirement;
- Section 5 sets out the components which make up the five year housing land supply;
- Section 6 presents the five year housing land supply 2020/21 to 2024/25; and
- Section 7 includes the Engagement Statement. This statement set out how the Council has proactively engaged with stakeholders when preparing this APS.

2. Policy and Guidance

National Planning Policy Framework

- 2.1 The NPPF¹ sets out that strategic plans must plan for and identify a sufficient supply of housing that provides a mix of housing types to meet the needs of its current and future residents, in line with the findings of a local housing needs assessment². The Framework stipulates that LPAs must have a clear understanding of the land available to deliver the appropriate mix of housing. This is undertaken and identified in a Strategic Housing Land Availability Assessment (SHLAA), which assesses the quantum of deliverable and developable housing land capable of delivering housing over a fifteen year period through an annual housing delivery trajectory.
- 2.2 Annex 2 of the NPPF defines a deliverable site, as well as sites which are considered to be deliverable in principle. This definition also sets out the sites which would require further evidence to be considered deliverable, namely those which:
- have outline planning permission for major development;
 - are allocated in a development plan;
 - have a grant of permission in principle; or
 - are identified on a brownfield register.
- 2.3 To provide certainty that the first five years of housing supply can be delivered in line with the housing trajectory, LPAs should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement, as set out in adopted strategic policies. This is also known as a five year housing land supply, in line with paragraph 73 of the Framework. The Framework stipulates that the identified supply of specific deliverable sites should include an appropriate buffer to ensure choice and competition in the market for land. The buffer can be applied at 5%, 10% or 20%, depending upon a LPA's circumstances.
- 2.4 The appropriate buffer is determined using the Housing Delivery Test (HDT) which is published annually by the Ministry of Communities, Housing and Local Government (MHCLG). Where a LPA reports significant under delivery of housing over the previous three years, a 20% buffer must be applied. Where a LPA has not under delivered in the previous three years,

¹ Ministry of Housing, Communities and Local Government (2019) National Planning Policy Framework (Web) https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

² NPPF Paragraphs 59 & 60

a 5% buffer can be applied. Both the 2018 and 2019 HDT result³ reported that there was no under delivery within Sunderland, therefore a 5% buffer would normally be appropriate for the calculation of a five year land supply position for the Council.

2.5 However, paragraph 73 also makes provision for the application of a 10% buffer. A 10% buffer should be applied where a LPA wishes to confirm their five year supply of sites through the submission of an APS to the Planning Inspectorate, or confirmed at the examination of a Local Plan. Paragraph 74 of the Framework, further sets out the requirements for the APS, which includes ensuring the five year supply of deliverable housing sites has:

- been produced through engagement with developers and others who have an impact on delivery, and been considered by the Secretary of State; and
- incorporates the recommendation of the Secretary of State, where the position on specific sites could not be agreed during the engagement process.

Planning Practice Guidance

5 year land supply paragraphs 002-035 (Reference ID: 68-002-20190722 to ID: 68-035-20190722)

2.6 Planning Practice Guidance: 5 Year Housing Supply and Housing Delivery Tests⁴, outlines the process involved when compiling a five year supply of deliverable housing sites, in line with the definition of a “deliverable” site in Annex 2 of the NPPF. It provides support to deliver the policy requirements set out in paragraphs 73 & 74 of the Framework.

2.7 The PPG states that in order to demonstrate 5 year’s worth of deliverable housing sites, robust, up to date evidence needs to be available. Such evidence, to demonstrate deliverability, may include:

- current planning status – for example, on larger scale sites with outline or hybrid permission, how much progress has been made towards approving reserved matters, or whether these link to a Planning Performance Agreement (PPA) that sets out the timescale for approval of reserved matters applications and discharge of conditions;
- firm progress being made towards the submission of an application – for example, a written agreement between the Local Planning Authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;
- firm progress with site assessment work; or

³ Ministry of Housing, Communities and Local Government (2020) Housing Delivery Test 2018 and 2019 (Web) <https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement>

⁴ Ministry of Housing, Communities and Local Government (2019) Planning Practice Guidance 5 Year Housing Land Supply and Housing Delivery Test (Web) <https://www.gov.uk/guidance/housing-supply-and-delivery>

- clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.

2.8 Paragraph 009 of the PPG confirms that LPAs can confirm their five year supply of deliverable sites through the APS process once in a given year. This includes a LPA who has a recently adopted plan, including plans adopted under the 2012 NPPF (paragraph 011).

2.9 Paragraph 012 of the PPG outlines guidance on the process that LPAs must follow as part of the preparation of the APS, stating:

To ensure their assessment of the deliverability of sites is robust, the local planning authority will also need to carry out an engagement process to inform the preparation of the statement, before submitting their statement to the Planning Inspectorate for review by 31 July of the same year.

So long as the correct process has been followed and sufficient information has been provided about any disputed sites, the Planning Inspectorate will issue their recommendation in October of the same year. The local planning authority can then confirm their housing land supply until the following October, subject to accepting the recommendations of the Planning Inspectorate.

2.10 Paragraph 013 of the PPG outlines the approach the Planning Inspectorate will take when carrying out the assessment. The first stage includes the Inspector considering whether the correct process has been followed, namely whether: the authority has a 'recently adopted plan' (defined by footnote 38 of the Framework) or they are renewing a confirmed land supply following a previous APS and satisfactory stakeholder engagement has been carried out.

2.11 The second stage, includes a review of evidence to determine if there is sufficient evidence available to demonstrate a 5 year supply of deliverable housing sites (with the appropriate buffer), using 1st April as the base date in the relevant year. In doing so, they will consider whether the sites identified in the assessment are 'deliverable' within the next five years, in line with the definition in Annex 2 of the Framework.

2.12 The Planning Inspector's assessment will be made on the basis of the written material provided by the LPA, and the Inspector will not refer back to the LPA or other stakeholders to seek further information or to discuss particular sites. It is therefore important that the LPA has carried out a robust stakeholder engagement process and that adequate information is provided about disputed sites.

2.13 Paragraph 014 of the PPG sets out the information which should be included as part of the submission of an APS. As part of the APS process, LPAs must engage effectively with the development industry and statutory stakeholders. In order to do this efficiently and robustly, LPAs must, in accordance with paragraphs 015 and 016 of the PPG, include an Engagement Statement as part of an APS submission. Paragraph 015 states that the following information should be included as part of an APS submission:

- an overview of the process of engagement with site owners/applicants, developers and other stakeholders and a schedule of site-based data resulting from this;
- specific identification of any disputed sites where consensus on likely delivery has not been reached, including sufficient evidence in support of and opposition to the disputed site(s) to allow a Planning Inspector to reach a reasoned conclusion; as well as an indication of the impact of any disputed sites on the number of years of supply;
- the conclusions which have been reached on each site by the LPA in the light of stakeholder engagement; and
- the conclusions which have been reached about the overall 5 year housing land supply position.

2.14 In terms of who should be engaged, the PPG states that the following should be included:

- small and large developers;
- land promoters;
- private and public land owners;
- infrastructure providers (such as utility providers, highways, etc) and other public bodies (such as Homes England);
- upper tier authorities (county councils) in two-tier areas;
- neighbouring authorities with adjoining or cross-boundary sites; and
- any other bodies with an interest in particular sites identified.

2.15 The PPG sets out what information should be contained within an APS. This includes:

- for sites with detailed planning permission, details of the numbers of homes under construction and completed each year; and where delivery has either exceeded or not progressed as expected, a commentary indicating the reasons for acceleration or delays to commencement on site or effects on build out rates;
- for small sites, details of their current planning status and record of completions and homes under construction by site;
- for sites with outline consent or allocated in adopted plans (or with permission in principle identified on Part 2 of brownfield land registers, and where included in the 5 year housing land supply), information and clear evidence that there will be housing completions on site within 5 years, including current planning status, timescales and progress towards detailed permission;

- permissions granted for windfall development by year and how this compares with the windfall allowance;
- details of demolitions and planned demolitions which will have an impact on net completions;
- total net completions from the plan base date by year (broken down into types of development e.g. affordable housing); and
- the 5 year housing land supply calculation clearly indicating buffers and shortfalls and the number of years of supply.

2.16 Appendix 3 summarises how the requirements of the PPG have been met when preparing this APS.

Local Plan

2.17 Sunderland's Local Plan is being progressed in three parts:

- **Part One – Core Strategy and Development Plan (CSDP)**

The CSDP was adopted in January 2020 and sets an overarching strategy, strategic policies and strategic allocations and designations for the future change and growth of Sunderland. The Plan also includes local policies for development management purposes. The Plan covers the period from 2015 to 2033 and covers all land within Sunderland's administrative boundaries.

- **Part Two – Allocations and Designations Plan (A&D)**

The A&D Plan will set out local policies including site-specific policy designations and allocations for the development, protection and conservation of land in the city. It will allocate a range of housing sites to meet the requirements of mix, type and site size, identified in paragraphs 67 and 68 of the NPPF and ensure a supply of land to meet the plan period housing requirement.

- **Part Three – International Advanced Manufacturing Park (IAMP) Area Action Plan 2017-2032**

The IAMP Area Action Plan was adopted by Sunderland City Council and South Tyneside Council in November 2017. It sets out site-specific policies for the development of the IAMP.

2.18 The Local Plan supersedes saved policies of the Sunderland Unitary Development Plan (UDP) 1998 and UDP Alteration No. 2 (2007). However, some policies of the UDP and UDP Alteration No. 2 will remain as saved policies and part of the Development Plan until the A&D Plan is adopted. Until then, saved policies will continue to be applied and treated as a material consideration in the determination of planning applications.

2.19 The Local Development Scheme (LDS) has recently been updated and published on the Council's website⁵. It sets out the timescales for preparing Development Plan Documents in the Local Plan and other planning guidance such as Supplementary Planning Documents.

CSDP Housing Requirements

2.20 The CSDP was adopted under the transitional arrangements, with the housing need having been assessed under the 2012 Framework (NPPF1) and been found sound at examination in public under the transitional arrangements.

2.21 Policy SP1 provides the overarching development strategy for the plan, setting out an overall requirement for the delivery of at least 13,410 net new dwellings over the plan period from 2015 to 2033.

2.22 Policy SP8: Housing Supply and Delivery expands upon the overall housing requirement set out within Policy SP1 and seeks to deliver a minimum of 745 dwellings per annum through a mixture of sites identified through the SHLAA, emerging A&D Plan, CSDP strategic allocations and Housing Growth Areas, conversion and change of uses of properties, and development of windfall sites and small sites.

2.23 Policy H1: Housing Mix supports development proposals that provide a mix of housing types/design and tenures to meet current and future housing need and self and custom build plots where appropriate. Policy H2: Affordable Homes provides the policy basis to secure affordable housing to meet identified needs which will contribute to the housing supply.

2.24 The strategic allocations of the South Sunderland Growth Area (Policy SS6) and The Vaux (Policy SS1) seek to deliver approximately 3,200 units combined to facilitate the creation of new, high quality, vibrant and distinctive neighbourhoods and facilitate urban regeneration of the Urban Core. A series of Housing Growth Area sites have also been allocated in the CSDP through policies SS2, SS4 and SS7 which seek to deliver approximately 1,145 houses in Washington, North Sunderland and the Coalfield areas respectively.

⁵ Sunderland City Council Local Development Scheme July 2020: <https://www.sunderland.gov.uk/article/12731/Local-Development-Scheme->

3. Sunderland's Current Position

- 3.1 The Council's current five year housing land supply position was published in May 2019 as part of the examination in public for the CSDP. As the Plan was submitted prior to 31 January 2019, the 'soundness' of the Plan was assessed against the NPPF⁶. Sunderland adopted its CSDP on 30 January 2020. In line with the 2019 NPPF⁶, as the Plan was adopted between 1 November and 30 April, it will be considered recently adopted until 31 October in the same year. In Sunderland's case, this means the housing supply position examined at the CSDP examination is confirmed until 31 October 2020.
- 3.2 During the CSDP examination, the Planning Inspector examined the five year housing supply and concluded in paragraph 234 of his report⁷ that Sunderland City Council would have a five year housing supply on adoption of the CSDP. In coming to his conclusions, the Inspector examined the various components of housing supply and determined that the Council could demonstrate a five year supply equivalent to 6.1 years supply with a 5% buffer.
- 3.3 In preparation of the Council's existing housing land supply position no longer being confirmed on 1 November 2020, the Council have requested that the five year housing supply position be confirmed through the submission of an APS to the Planning Inspectorate for review. A formal notification of the Council's intent to submit an APS was made to the Secretary of State for Housing, Communities and Local Government on 31st March 2020 (Appendix 4).

⁶ Ministry of Housing, Communities and Local Government (2019) National Planning Policy Framework (Web) https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf Footnote 38

⁷ Planning Inspector Report (7 January 2020) https://www.sunderland.gov.uk/media/22107/Final-Report/pdf/Final_Report.pdf?m=637140763590670000

4. Five Year Housing Land Supply Methodology – Calculating the Requirement

- 4.1 The Council’s methodology for the calculation of the five-year housing land supply has been adapted from previously published versions by the Council, to reflect changes to the NPPF and PPG.
- 4.2 There are two parts to calculating a five year housing land supply:
- **the requirement** - which comprises the annual housing requirement, the buffer and any shortfall;
 - **the supply** – which comprises the list of specific deliverable sites with information as to the number of dwellings which are expected to be delivered within 5 years and when.
- 4.3 This section of the report, details how the Council has calculated its five year land supply requirement. Section 5, details how the supply has been calculated.

Establishing the Annual Housing Requirement

- 4.4 Paragraph 73 of the NPPF states that LPA’s should:
- “...identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old”*.
- 4.5 The PPG⁸ further corroborates this approach, stating:
- “Housing requirement figures identified in adopted strategic housing policies should be used for calculating the 5 year housing land supply figure where:*
- *the plan was adopted in the last 5 years or other strategic housing policies have been reviewed within the last 5 years and found not to need updating.*
- 4.6 The CSDP was adopted January 2020, within the five year timeframe identified above and this plan details the strategic housing policies. As such, the CSDP is considered the starting point for the five year calculation as it sets out the annual housing requirement within Policy SP8, of 745 net additional dwellings per annum.

⁸ Ministry of Housing, Communities and Local Government (2019) Planning Practice Guidance: Housing Supply and Delivery – Para 005 (web) <https://www.gov.uk/guidance/housing-supply-and-delivery#confirm-5-year>

Five Year Housing Requirement for Period 2020/21 - 2024/25

4.7 Based on the CSDP housing requirement to deliver 745 dwelling per annum, the baseline position for the five year housing land supply requirement for 2020/21-2024/25 is 3,725 net additional dwellings.

Completions

4.8 In accordance with the NPPF and PPG, completions should be used to identify if there is has been any shortfall against the annual requirement.

4.9 The CSDP Plan period began in 2015. Between 1 April 2015 to 31 March 2020, there has been 3,998 net additional housing completions within Sunderland (Table 4 and Table 5). Annually this is broken down by financial years as follows:

Year	Completions (net)	Completions (net) which were affordable homes	Completions (net) which were older persons accommodation
2015/16	889 dwellings	147 dwellings	205 dwellings
2016/17	710 dwellings	177 dwellings	79 dwellings
2017/18	880 dwellings	231 dwellings	95 dwellings
2018/19	706 dwellings	108 dwellings	0 dwellings
2019/20	813 dwellings	111 dwellings	0 dwellings
Total	3998 dwellings	774 dwellings	379 dwellings

Table 4 Housing Completions (2015-2020)

	2015/16	2016/17	2017/18	2018/19	2019/20
A - Newbuild Completions	767	725	886	667	617
B – Demolitions	24	38	153	41	6
C - Change of Use Net Change	52	5	115	55	192
D - Conversions Net Change	94	18	32	25	10
TOTALS (A - B + C + D =)	889	710	880	706	813

Table 5 Housing completion (Net) per annum

4.10 Appendix 5 includes a schedule of new build net completions by site between 1 April 2015 to 31 March 2020. Student accommodation completions are not included in these figures. Affordable housing and older persons accommodation delivery (those that fall within use class C3), are included within these figures and also separated out and shown in Table 3.

4.11 With regards completion data for SHLAA and five year supply purposes, the Council does not include student accommodation units nor older persons accommodation which falls within Use Class C2, as such these sites are not included within the supply. These uses are monitored and recorded separately.

Housing Delivery Test

4.12 Paragraph 75 of the NPPF requires Councils to monitor the delivery of sites which have permission. The Housing Delivery Test (HDT), published annually by the Government, assesses the performance of the development industry in delivering sites across each local authority area, against the dwellings required by the adopted strategic policies for each area. Where delivery falls short, the NPPF specifies that Councils must either produce an action plan (below 95% of the requirement, as set out in paragraph 75 of the NPPF); add a 20% buffer to the 5 year housing supply (below 85% of the requirement, as set out in footnote 39 of the Framework); or apply the presumption in favour of sustainable development under paragraph 11d of the Framework (below 75% of the requirement, as set out in footnote 7 of the Framework).

4.13 If Sunderland Council chose not to submit an APS for the five year housing supply, Sunderland would be required to add a 5% buffer to the 5 year housing supply as the authority has passed the HDT in 2018 and 2019 as shown in Table 6. Paragraphs 4.21-4.22 of this report, further sets out the buffer applied to the 5 year housing supply for this APS.

Delivery Test	Number of homes required				Total number	Number of homes delivered				Total number	Housing Delivery	Housing Delivery
	2015-16	2016-17	2017-18	2018-19		2015-16	2016-17	2017-18	2018-19			
2019 Delivery Test⁹	-	488	565	581	1,634	-	908	891	720	2,520	154%	None
2018 Delivery Test¹⁰	500	488	565	-	1,553	1,094	908	891	-	2,894	186%	None

Table 6 Housing Delivery Test (2018 and 2019)

Shortfall

4.14 As set out earlier, the baseline position for the five year housing land requirement is 3,725 net additional dwellings over the period from 1 April 2020 to 31 March 2025. It is then necessary to apply adjustments to the baseline requirement to take account of any shortfall over the plan period to date and apply the appropriate buffer.

4.15 In accordance with CSDP Policy SP8, the overall housing requirement over the plan period to date (1 April 2015 – 31 March 2020) was 3,725 (745 per annum x 5 years). As set out earlier (Table 3), there were 3,998 net additional completions within this period which represents an oversupply of 273 dwellings over the plan period to date. Therefore, the Council does not need to include any shortfall when calculating its five year land supply.

⁹ <https://www.gov.uk/government/publications/housing-delivery-test-2019-measurement>

¹⁰ <https://www.gov.uk/government/publications/housing-delivery-test-2018-measurement>

Oversupply

- 4.16 The Council in its latest published five-year housing land supply, which was presented to the Planning Inspector as part of the examination in public for the CSDP, and its Draft APS, took into consideration the oversupply and deducted it from the housing requirement prior to establishing a buffer. As this approach was discussed during the CSDP examination hearing sessions and the five year land supply endorsed by the Inspector, the Council in its draft APS continued to deduct the oversupply from the housing requirement.
- 4.17 The Council received representations from Gentoo Group and Gladman as part of the draft APS consultation (Appendix 25) challenging this approach and the Council's interpretation of the NPPF and PPG.
- 4.18 Although the NPPF gives guidance on dealing with an under delivery of housing in previous years, it is silent on the issue of taking into account oversupply for the purposes of calculating a five year housing land supply position. There is no mention in the PPG of allowing a deduction based on oversupply from previous years, however it does contain guidance on how past under delivery or a shortfall can be taken into account, and in this context states following;

"Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from previous years."

- 4.19 The representations submitted referred to a number of recent appeal decisions where Inspectors have stated the following (note that the final decision was endorsed by the Secretary of State):

"The Council, bearing in mind their OAN figure of 920, consider that in light of the oversupply of 250 dwellings in the first year of the supply period that these dwellings should be deducted from the five year requirement. However the housing requirement is a minimum figure, not a ceiling... Any restriction or deduction in future years supply would clearly go against the Government's aim to significantly boost the supply of housing. The Council have not provided a justified rationale for this approach which I consider to be flawed and unsupported by national guidance."¹¹

"Paragraph 47 of the Framework seeks to boost significantly the supply of housing... To that end any undersupply against annualised targets in the early years of a plan cannot be 'banked' so as to reduce the annualised target in later years. This is because it is not a question of exactly meeting the overall plan requirements but ensuring that sufficient (or a minimum level of) housing is provided over the plan period in order to meet identified needs. Any provision over and above that requirement must be viewed in terms of the objective of significantly boosting the supply of housing. As such the requirement is a target but it is a

¹¹ Land off Westminster Drive, South Yorkshire (ref APP/F4410/W/16/3158500); see para 37.

minimum target. Undersupply would create a problem in that it would result in people in housing need not having their needs met. Oversupply would not be problematic in that it would increase choice and be a positive step... For the above reasons I conclude that the Council's approach in deducting a notional oversupply figure from its 5YHLS is flawed.”¹²

“TBC sought to make a case that over-supply should not be “lost”. However, the emphasis in the revised Framework is on determining the minimum number of homes and the requirement for local planning authorities is to demonstrate a minimum of 5 years’ worth of housing against the requirement. Consequently, TBC’s approach would run counter to that advocated in national planning policy and I do not therefore consider that an over-supply from previous years should be ‘banked’ so as to reduce the housing target in future years.”¹³

4.20 Taking into account the silence of the NPPF and PPG on this matter and recent appeal decisions, the Council has concluded that it is not appropriate to deduct the oversupply from the five year requirement prior to adding a buffer of 10%.

Establishing the Buffer

4.21 Paragraph 73 of the NPPF states that:

“...the supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

- a) 5% to ensure choice and competition in the market for land; or*
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or*
- c) 20% where there has been significant under delivery of housing over the previous three years to improve the prospect of achieving the planned supply.”*

4.22 The Council intends to confirm its five year housing supply through the APS process and will therefore apply a 10% buffer to the five year requirement in accordance with paragraph 73 of the NPPF. A larger buffer of 20% is only required where housing delivery has fallen short of 85% of the requirement as calculated in the Housing Delivery Test. As stated earlier, as the Council has passed the Housing Delivery Test, this does not apply in Sunderland.

¹² Land North of Aylesbury Road, Wendover (reference: APP/J0405/W/16/3158833); see para 118-120.

¹³ Land South of Oakridge, Highnam, Gloucestershire (reference: APP/G1630/W/17/3184272); see para 202-203.

Summary of Five-Year Housing Land - Supply Requirements

4.23 Table 7 summaries the Council's five-year housing land supply requirement calculation:

Annual Housing Requirement	745 dwellings net
Baseline Five Year Housing Requirement for period 2020/21 - 2024/25	3725
Actual Completions 2015-2020 (excluding student accommodation¹⁴)	3998
Shortfall	0
10% buffer	373
Five Year Land Supply Requirement	4098

Table 7 Five Year Land Supply Requirement

¹⁴ Student Accommodation completions are not included within the Council's net housing completions data.

5. Five Year Housing Land Supply Methodology – Calculating Supply

5.1 This section of the report, details how the Council has calculated its five year housing land supply requirement. There are five main components which need to be factored into the supply:

- Deliverable sites;
- Small sites;
- Windfall;
- Change of use and conversions; and
- Demolitions

Deliverable Sites

5.2 In order to demonstrate 5 years' worth of deliverable housing sites, robust, up to date evidence needs to be available to support the preparation of strategic policies and planning decisions. The definition of 'deliverable' in the NPPF Annex 2 is as follows;

“To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years.”

SHLAA Update

5.3 The NPPF states at paragraph 67 that:

“Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a Strategic Housing Land Availability Assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability.”

5.4 A SHLAA is therefore the starting point for the five year housing land supply process. Sunderland updates their SHLAA on an annual basis, the most recent versions being the 2018 SHLAA¹⁵ and 2019¹⁶ SHLAAs which informed the CSDP. In line with the transitional arrangements of the NPPF¹⁷, the CSDP and its associated evidence base were examined under NPPF1. As a result, there was no requirement to apply the new definition of what constitutes a “deliverable” site, as set out in Annex 2 of the NPPF, to sites identified in the five year housing supply.

5.5 To update the five year housing land supply the Council initially:

¹⁵ Sunderland City Council Strategic Housing Land Availability Assessment 2017 (web)
[https://www.sunderland.gov.uk/media/20860/SD-22-Strategic-Housing-Land-Availability-Assessment-2018-/pdf/SD.22_Strategic_Housing_Land_Availability_Assessment_\(2018\).pdf?m=636802945571600000](https://www.sunderland.gov.uk/media/20860/SD-22-Strategic-Housing-Land-Availability-Assessment-2018-/pdf/SD.22_Strategic_Housing_Land_Availability_Assessment_(2018).pdf?m=636802945571600000)

¹⁶ Sunderland City Council Strategic Housing Land Availability Assessment

¹⁷ Paragraph 214 National Planning Policy Framework (2019)

- identified all deliverable sites in the five year period in the 2019 SHLAA;
- added planning permissions granted between May 2019 and 31 March 2020 (excluding permissions for student accommodation);
- added a number of sites allocated in the CSDP which were considered to be deliverable;
- excluded any outstanding planning permissions which had expired since the 2019 SHLAA was prepared; and
- updated completions for each site for the 2019/2020 period.

Categorising Sites in line with NPPF Annex 2

5.6 Annex 2 of the NPPF states that:

“To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

- a) *sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans);*
- b) *where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.”*

5.7 The Government has recently confirmed in a consent order in *East Northamptonshire Council v Secretary of State for Housing Communities and Local Government* that the definition of “deliverable” in the NPPF is not a closed list. The Consent Order relevantly stated as follows:

“The Defendant has carefully considered the Inspector’s decision and the Claimant’s Statement of Facts and Grounds and Reply, and the evidence served in support. He concedes that he erred in his interpretation of the definition of deliverable within the glossary of the National Planning Policy Framework (“NPPF”) as a ‘closed list’. It is not. The proper interpretation of the definition is that any site which can be shown to be ‘available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years’ will meet the definition; and that the examples given in categories (a) and (b) are not exhaustive of all the categories of site which are capable of meeting that definition. Whether a site does or does not meet the definition is a matter of planning judgment on the evidence available.”

“The Defendant has carefully considered the Inspector’s decision and the Claimant’s Statement of Facts and Grounds and Reply, and the evidence served in support. He concedes

that he erred in his interpretation of the definition of deliverable within the glossary of the National Planning Policy Framework (“NPPF”) as a ‘closed list’. It is not. The proper interpretation of the definition is that any site which can be shown to be ‘available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years’ will meet the definition; and that the examples given in categories (a) and (b) are not

5.8 Therefore, in principle, even where a site does not fall into Category A or Category B, a site can still be included in the five-year housing land supply if it satisfies the tests of availability, suitability, achievability and a real prospect of delivery.

5.9 Although the Council recognises that the list is not closed, it has only included sites categorised as either ‘A’ or ‘B’.

Demonstrating Deliverability

5.10 As set out above, sites categorised as ‘A’ are considered to be deliverable unless evidence can justify otherwise. Category ‘B sites’ and ‘other sites’ require further evidence to be considered deliverable. Such evidence, to demonstrate deliverability, may include:

- current planning status – for example, on larger scale sites with outline or hybrid permission, how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;
- firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;
- firm progress with site assessment work; or
- clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.

5.11 Appendix 2 of this statement, includes site profiles for each site in the Five Year Housing Land Supply Schedule which demonstrate that each site is considered to be deliverable. It details

- **Site information** – site name, SHLAA reference, planning application reference, site capacity, developer, date of consent.
- **Planning permission information** – this section details the progress of the planning application, whether a S106 is outstanding or has been signed, whether pre-commencement conditions have been discharged. For applications pending, it identifies any outstanding issues that need to be resolved before permission is granted and likely timescales.

- **Funding/Bid information** – this section details whether the site requires funding to deliver, the type of funding and the progress to securing funding.
- **Site progress** – this section gives an indication as to what has taken place to progress the site once consent granted, such as initial site works undertaken, or S106 payments on commencement been made. Survey work undertaken, demolitions taken place.
- **Assumptions** – this section details the assumptions the Council made in regard to delivery in its original forecasts circulated for comment in May 2020. The methodology to calculating delivery rates is set out in detail further in this section.
- **Developer/Stakeholder feedback** – this section identifies whether the developer/stakeholders agreed with the delivery forecasts or whether they disputed the site’s forecasts.
- **Disputed sites** – this section details the steps taken by the authority to resolve the issues raised in regard to a site’s delivery forecasts.
- **Delivery forecasts** – there are four annual delivery forecast sections. These relate to: the Council’s first forecast published in May 2020; a second stage forecast published in June to take into account the comments received at the Developer Workshop and the impacts of COVID 19; a third stage forecast which incorporated consultation comments to the draft APS; and a fourth and final stage forecast which captures the Council’s final forecast for the site. The various methods of engagement with developers and stakeholders is captured at each stage of the forecasting process within the Site Profiles.

5.12 Appendix 24 and Appendix 25 includes copies of written evidence submitted to the Council to further justify that the sites are considered to be deliverable.

Delivery Rates/Forecasts and Lead in Times

SHLAA Assumptions

5.13 The approach to determine delivery rates and lead-in times is primarily based on tested assumptions set out in the SHLAA. These assumptions were examined through the examination in public for the CSDP and were prepared in agreement with Sunderland’s SHLAA Partnership. The SHLAA methodology was prepared collaboratively by:

- Establishing the regional SHLAA working group where all Local Authorities prepared their SHLAA’s in accordance with a development industry approved Regional SHLAA Implementation Guide (March 2008);
- Setting up a key stakeholder partnership comprising local authority planning and housing officers together with representatives of housebuilders/developers, Registered Providers and private sector consultants and agencies to discuss each authorities approach. This led to the formation of a Tyne and Wear SHLAA Panel that had a direct input into the methodology of each local authority’s SHLAA by agreeing the approach taken by each LPA and endorsing the final assessment;

- Reviewing the SHLAA methodology in consultation with the development industry to ensure the assumptions being applied were still accurate;
- Establishing a Sunderland SHLAA Partnership which comprised of a number of stakeholders who possessed key skills and knowledge of housing and housing delivery within Sunderland; and
- Arranging an annual meeting with the Sunderland SHLAA Panel to review all sites in the SHLAA and the assumptions made.

5.14 The SHLAA base assumptions developed for delivery rates are (Table 8)

Site Category	Assumption
Sites under construction	Delivery of units will continue at the previous rate. If there is no delivery history, delivery of units will start from year 1 at a rate of no more than 30 dwellings per annum
Small sites under construction or with extant permission	Delivery of units will be determined by the application of an average delivery rate, based on historical small site delivery rates, and will start to deliver from year 1. This is referred to as a small site windfall allowance
Sites with full planning consent (including recent permissions since SHLAA base date)	Delivery of units will start from year 2 at a rate of no more than 30 dwellings per annum
Sites with outline planning consent (including recent permissions since SHLAA base date)	Delivery of units will start from year 3 at a rate of no more than 30 dwellings per annum
Developable sites with applications pending a decision (including those subject to S106 agreement)	Delivery of units will start from year 4 at a rate of no more than 30 dwellings per annum
Allocated housing sites with known recent developer interest	Delivery of units will start from year 4 at a rate of no more than 30 dwellings per annum
Developable sites on which an application is expected within 12 months	Delivery of units will start from year 4 at a rate of no more than 30 dwellings per annum
Other developable SHLAA sites	Delivery of units will start from year 6 at a rate of no more than 30 dwellings per annum.

Table 8 SHLAA delivery assumptions

5.15 Where it is known that there are two developers on a site, an assumption was made that housing will be delivered at a rate of 40-50 dwellings per annum (20-25 dwellings per annum each). This assumption has been made as two outlets on one site are likely to deliver units at a higher rate overall than a site with only one outlet. A similar housing offer is likely to be offered on a dual outlet site and therefore, sale and take up of the units is distributed between the two outlets. Similarly, multi-developer sites with three or more outlets have assumed a delivery rate of 20 dwellings per annum, per outlet. Where developers have indicated higher rates of delivery, this will be reflected in the delivery forecasts for a site. Appendix 5, includes the average build rate per site between 2015-2020. Analysis concludes

that on sites less than 10 units, delivery rates are 4.5 units per annum. Site of 10 units or more on average deliver 32 units per annum.

- 5.16 The Council keeps these delivery assumptions under review and seeks advice from the development industry to ensure they remain appropriate.

Lag times

- 5.17 The time period from gaining full planning consent to a site actually delivering housing completions is based on an average of 18 months – 24 months. Appendix 6 confirms that the average lag time for sites since 2015 has been 17.9 months. This time period has been confirmed previously with developers and built into the SHLAA methodology. However, site by site update information is also taken into account.

Historic Delivery Rates and Lead in Times

- 5.18 The Council has established a comprehensive monitoring system to accurately record housing completions. This includes data sourced from the local authority Building Control records, returns from private building inspectors (including NHBC), Council Tax, other Council departments and site visits where necessary. This data allows the Council to review the SHLAA assumptions and look at specific delivery rates for a developer or a size of site. Appendix 5 sets out the average build rate per annum for completed sites and those which are currently under construction. When a developer informs the Council through the APS process that a site has more completions than records indicate, this is normally due to different annual recording time periods or lag times due to the Council not receiving data from the relevant source, this is noted but the Council data is utilised.

Developers Delivery Forecasts

- 5.19 Throughout this process, the Council has sought the view of the developers and stakeholders to ensure the assumptions are robust and accurate. Further information on this process is set out in section 7 of this Statement. This has included asking developers/stakeholders on a number of occasions to confirm their position in writing to the Council, whilst giving others the opportunity to challenge these assumptions.
- 5.20 In March 2020, developers were asked to submit proformas (Appendix 7) which confirmed delivery forecasts for their site(s). Developers were also asked to complete a section justifying a site's deliverability in the five year period. In addition, in response to the COVID 19 outbreak, in June following workshops with developers and other stakeholders, the Council provided the opportunity for developers to resubmit their forecasts taking account of the likely impacts of COVID 19. Developers also had the opportunity to submit revised forecasts when the Council consulted on the draft APS. The Council has further engaged with developers prior to submitting the APS to ensure the delivery rates are robust and accurate.

COVID 19 and Forecasting

- 5.21 On 23 March 2020, the UK Government announced a nationwide lockdown, to prevent the transmission and spread of COVID19 and a worsening of the pandemic. Consequently, many businesses across the UK were forced to close, including the housebuilding industry. Slowly during the lockdown period, house builders implemented social distancing measures on sites and gradually reintroduced their workforces, slowly reopening sites for development and sales.
- 5.22 COVID19 has had an impact on delivery during the lockdown period, reducing the overall number of housing completions recorded by the Council. However, completions during lockdown have shown month on month improvement from April to June 2020. Table 9 details housing completions in Sunderland during lockdown and compares them to the average monthly rate over the plan period to date.

Lockdown - calendar month	Net unit completions recorded by Sunderland CC	Average net completion since 2015 – 2020 by Month
April 2020	9	68
May 2020	31	50
June 2020	47	83

Table 9 COVID19 net completions during lockdown

- 5.23 In order to forecast housing delivery over the five year period, the Council provided developers with the opportunity to review and revise their site's delivery rates in respect of COVID19. In the absence of Government guidance directing authorities on the most appropriate method of forecasting housing delivery in a pandemic, the Council considered a site by site approach the most appropriate and robust approach to take. It allowed for the identification of delivery issues at an industry level and those specific to an organisation and/or a specific development site or group of sites. All revised COVID 19 forecasts and their justifications can be found in Appendix 2. Appendix 24: Developer Correspondence provides evidence of engagement with the development industry at each stage of forecasting, including the stage of revised COVID19 forecasts, in order to finalise delivery forecasts for a site.
- 5.24 Revised developer COVID19 forecasts were reviewed by Planning Officers to identify whether they were realistic in the current climate. Where appropriate, planning judgement was exercised and revisions were adjusted and discussed further with developers/owners to try to reach an agreement on housing delivery in a post lockdown market.
- 5.25 Forecasting housing delivery in a post lockdown market is a new scenario and to some extent there are a lot of unknowns and external influences outside the housing market and the planning system's control. However, the new build housing market seems to have bounced

back since lockdown restrictions were eased in July 2020. The Home Builders Federation website reports that the North East has reported a 139% increase in demand for new build housing, the highest in the country¹⁸. This combined with the recent Government announcements of a stimulus package to keep the UK building homes, means the housing markets recovery looks promising. For example, the Government is encouraging Local Planning Authorities to grant temporary changes to construction site working hours to extend site operation times until 9pm or later, 6 days per week, in order to meet the lockdown backlog of building. The Government is also extending planning permission timescales for unimplemented residential planning permissions which were due to expire between 23 March and 31 December 2020¹⁹. The extension of permitted development rights, removal of stamp duty costs up to the cost of £500,000 and the finance markets commitment to the availability of mortgages and finance products for buyers, has also assisted the market. Whilst it is early in the pandemic, with Government stimulus, it is clear that the housing market is displaying the green shoots of recovery and completions and delivery forecasts are looking optimistic.

5.26 The Council considers that the trajectories included in the APS are realistic and reflect a slow down in the market in 2020/21 due to lockdown, but recognise that housing delivery in Sunderland will return to normal delivery rates within the next five years.

Delivery Forecasts for Category A Sites

5.27 Sites identified as Category A are considered deliverable, unless clear evidence suggested that homes would not be delivered on site, in accordance with Annex 2 of the NPPF. Category A sites are subdivided into:

- Sites under construction; and
- Sites with planning permission.

5.28 Slightly different approaches have been taken when forecasting delivery of Category A sites, depending on whether a site is 'under construction' or 'with planning permission'.

5.29 For Category A under construction sites, the starting point was a review of the site's previous annual delivery rates, which was compared to the developer's forecasts submitted to the Council. If a developer's forecasts were at a delivery rate which was consistent with what had previously been achieved, the Council would continue with the developer's forecast for the five year period, as it was sustainable and no evidence had been presented to suggest that the site would not come forward for development in a consistent fashion. If there was a discrepancy between the forecasted delivery rates and previous delivery rates, the default position would be to question the developer further to justify their forecasts. If this could not

¹⁸ Home Builders Federation: Demand for New Build Homes Rockets Post-Lockdown (Website)

<https://www.hbf.co.uk/news/demand-new-build-homes-rockets-post-lockdown/>

¹⁹ Paragraphs 5.33-5.34 provide further information regarding the Ministerial Statement

be justified and evidenced, the Council would apply planning judgment and would take a cautious approach to the forecast based on previous delivery rates. Where no information was available, such as the developer having no previous recent site delivery within the city, the assumptions were in line with the previously agreed SHLAA methodology set out earlier.

5.30 For Category A sites with planning permission but yet to commence, the starting point was the delivery proforma returned by developers in March 2020. The Council would determine whether the developer had sufficiently justified the forecast rate. Where justification was not provided, the Council used the historical performance of the developer on other development sites in Sunderland, to determine if the forecasts were achievable and realistic. If the forecasts were determined by the Council to not be achievable and realistic, or the developer had no previous site delivery, the default position for forecasting delivery returned to the SHLAA Methodology. For the purposes of Category A sites yet to commence, delivery of units would start from year 2, based on the standard average of 18-24 months from planning permission to first completion.

Delivery Forecasts for Category B Sites

5.31 Annex 2 of the NPPF is clear that sites designated as Category B sites should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years. As Category B sites are yet to secure detailed planning permission, their deliverability is subject to more scrutiny. Category B sites have been subdivided into the following sub-categories:

- Permitted Outline (major development);
- Allocated site; and
- Brownfield Register.

5.32 The starting point for forecasts for all Category B sites is to consider the returned developer proformas to determine if significant obstacles stand in the way of housing delivery in the five year period. Developers were asked to complete a section justifying a site's deliverability in the five year period. This information assisted the Council to determine if a Category B site could be included in the five year supply or whether a site should be excluded from the supply position.

5.33 Site proformas were returned for all Category B sites included in the five year housing supply as part of this APS process in March and subsequently updated in June. However, had they not been, developers would have been pursued until a proforma was returned. Where a developer failed to complete the proforma, a Planning Officer would follow up with a telephone conversation or email to discuss the necessary information required to assess a site's Category B status.

5.34 The Council would consider the delivery rates in the returned proformas against historic delivery rates across the city and the SHLAA methodology. If the Council considers that insufficient evidence has been submitted to demonstrate that the site is likely to come forward for development within the five year period, the Planner Officer would either; remove the site from the supply or identify it as a “disputed site”. The Council would then consult with the development industry and stakeholders to see if further evidence could be submitted which may warrant a site’s inclusion in the five year supply. If the Council does not agree with certain assumptions made by the developer this has been justified in Appendix 2 of this Statement.

Ministerial Statement (22 June 2020)

5.35 On the 22 June 2020, the Secretary of State for Housing, Communities and Local Government, Robert Jenrick, announced that the Government would automatically extend the time period for unimplemented residential planning permissions which were due to expire between 23 March and 31 December 2020.

5.36 As a result, any planning permissions for residential development which are yet to start on site, which were due to expire between 23 March and 31 December 2020, now have until 1 April 2021 to commence works on site. Where planning applications were due to expire within this time period, the Council has therefore utilised the new expiry date in the preparation of this APS (this applies to six sites: 362,388,494, 502,702 and 70).

Deliverable Sites Overview

5.37 In total 65 sites are deemed to meet the NPPF definition of deliverable and of these 80% are classified as Category A sites and 20% are Category B sites. Therefore, over three quarters of Sunderland’s five year housing supply has detailed planning consent and many are already under construction. Table 10 and 11 below, displays the breakdown of Category A and B sites and their housing delivery forecasts over the five year period.

	2020/21 (Units)	2021/22 (Units)	2022/23 (Units)	2023/24 (Units)	2024/25 (Units)	Total (Units)
Total A sites	709	791	742	422	355	3019
Permitted – Not started	39	268	269	112	90	778
Permitted – Under Construction	670	523	468	310	265	2236
Permitted (Outline) – Not started	0	0	5	0	0	5
Total B sites	9	145	286	308	326	1074
Allocated CSDP Site	0	13	65	108	106	292
Application pending	0	92	61	30	30	213
Permitted (Outline) – Not started	9	40	160	170	190	569

Table 10 Composition of Deliverable Category A & B Sites by planning status 2020/21-2024/25

	Sum of Completions 2020/21	Sum of Completions 2021/22	Sum of Completions 2022/23	Sum of Completions 2023/24	Sum of Completions 2024/25	Totals
Total A sites	709	791	742	422	355	3019
Detailed Consent	709	791	737	422	355	3014
Outline Consent (not major development)	0	0	5	0	0	5
Total B sites	9	145	316	353	386	1209
Allocated CSDP Site	0	18	125	203	216	562
Allocated CSDP Site/Outline Consent	0	0	60	40	40	140
Allocated Saved UDP Site	0	40	31	0	0	71
Allocated Saved UDP Site/Outline Consent	0	0	0	10	30	40
Brownfield Register	0	52	30	30	30	142
Outline Consent	9	35	70	70	70	254
Total	718	936	1058	775	741	4228

Table 11 Composition of Deliverable Category A & B Sites sub category 2020/21-2024/25

5.38 In relation to the Category A sites within this APS, these are considered deliverable and there has been no clear evidence submitted to demonstrate that these homes will not be delivered within five years.

5.39 As the NPPF states that for Category B sites clear evidence should be in place to demonstrate that housing completions will begin on site within five-years, the City Council has ensured that this is in place for these sites through having detailed discussions with land owners/ developers to determine a number of factors to demonstrate deliverability, these are set out below:

- That there are no obstacles to site ownership and confirming that developers have options to purchase the site following grant of Full/Reserved matters planning permission.
- Gaining confirmation of what works have been undertaken to progress the site, such as site investigation work, assessment and survey work.
- Evidence to indicate that the developer/landowner has had positive discussion with the Local Planning Authority on the proposed development and anticipated planning application submission timescales.
- Where outline consent is already in place, gaining an understanding of what planning conditions have been discharged or have been included within the Reserved Matters planning application for discharge.
- Investigating whether any pre-commencement S106 payments have been paid.
- Setting out any funding arrangements that are in place which may accelerate delivery and give more certainty to proposals.

- Setting out if the development is subject to further guidance, such as a Supplementary Planning Document, to gain an understanding of the Council's commitment to particular areas of the city with regards house building.
- Setting out the average time from planning permission being granted to the first housing completion, to demonstrate that developers do act quickly once permission is in place. This also confirms that the forecasting of sites is reasonable.

- 5.40 This APS contains 13 Category B sites, of these 13 sites five have outline consent in place (ref: 063, 388, 426A, 128 and 330A) and three of these outline sites have reserved matters applications currently pending consideration (ref: 426A, 128 and 330A). It is demonstrated in the site profiles that the remaining two sites with outline consent (which are also allocated sites, ref: 063 and 388) are clearly in the process of being brought forward by the developers/landowners and the submission of reserved matters planning applications are forthcoming.
- 5.41 Two of the Category B sites are contained within the Council's Brownfield Register, one of which has recently gained full planning approval subject to the signing of the S106 agreement (ref: 091) and the other has a planning application pending (ref: 194), where the majority of outstanding issues have been resolved and is awaiting the submission of availability assessment.
- 5.42 The remaining six Category B sites (ref: 079, 407C, 463A, 465, 477 and 567) are site allocations, one being a saved allocation from the previous Unitary Development Plan and the other five from the recently adopted Plan.
- 5.43 The site which is subject to the saved allocation (ref: 079) has recently had a planning application withdrawn, however it has been confirmed that the developer is ready to resubmit with a revised scheme (the scheme is now part of an affordable homes programme) with the majority of issues now resolved, as such the developer is anticipating a quick turnaround.
- 5.44 One of the site allocations (ref: 477) has planning applications currently pending on the site and the remaining four site allocations (ref: 407C, 463A, 465 and 567) have all had initial discussion with the Development Management Service and are anticipating submitting planning applications over the next few months, (one submitting within next 12-14 months).
- 5.45 It is considered that for these sites to be so actively progressed and for this to be evidenced through the level of information set out for each Category B site (which is set out within individual site profiles), this clearly demonstrates these sites are deliverable and that housing completions will begin on site within five years.

Small Sites

- 5.46 Small housing sites (4 units or less) also contribute to the housing supply in the form of new build, change of uses and residential splits. These small sites are excluded from the SHLAA (and the five-year land supply) as the SHLAA has a site threshold of 0.25 hectares or 5 units or more and therefore such sites are not identified as specific deliverable sites within the five year supply schedule. Therefore, there is a need to calculate the estimated contribution that small sites will make to the five year housing supply. This small sites allowance is based upon the average number of past completions over a ten year period as set out below in Table 10
- 5.47 The approach to a small sites allowance is set out within the SHLAA methodology and as such has been through consultation/discussion as part of that process. The matter of a small sites allowance and the approach to determining this was also examined at the CSDP examination. The Planning Inspector found that there was compelling evidence to justify a small sites windfall allowance of 50 units per annum as part of housing supply forecasting and determined that no double counting had occurred in the calculation of a small site windfall allowance²⁰.
- 5.48 The small sites allowance has been kept under review and updated, with the latest figures indicating an allowance of 50 dwellings per year is still appropriate for inclusion within the five-year housing land supply, as set out within Table 12.

Financial Year	Total Gains	Total Losses	Net Gain
2010/11	80	8	72
2011/12	72	7	65
2012/13	56	1	55
2013/14	35	1	34
2014/15	57	3	54
2015/16	44	4	40
2016/17	48	0	48
2017/18	63	5	58
2018/19	56	5	51
2019/20	43	15	28
2010/11-2019/20	554	49	505
Average annual dwellings from small sites			50.5

Table 12 Net Housing Delivery from Small Sites 2010/11-2019/20

Windfall Allowance

- 5.49 Paragraph 48 of the NPPF states that Local Planning Authorities may make an allowance for windfall sites if they have compelling evidence that such sites have consistently become

²⁰Paragraph 226 of the Planning Inspector's Report (7 January 2020)

https://www.sunderland.gov.uk/media/22107/Final-Report/pdf/Final_Report.pdf?m=637140763590670000

available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the historic windfall delivery rates and expected future trends.

5.50 The SHLAA indicates that forecasts for large site windfalls (sites of 5 units or more) within a housing trajectory is not required. The SHLAA is considered to be sufficiently comprehensive that it picks up large sites through annual SHLAA updates. As there is no compelling evidence that large windfall sites will consistently become available, a windfall allowance has not been accounted for within the supply at this point in time, however this will be kept under annual review.

5.51 Small windfalls (less than 5 units) are already picked up through the small site allowance set out above.

Change of use and Conversions

5.52 Change of use and conversions can also contribute towards the housing supply. Any permissions for change of use or conversions which would result in the net addition of 5 units or more are included as deliverable sites. In this case, the net number of additional dwellings proposed is used. Any change of use or conversions on small sites is picked up through the small site allowance.

Demolitions

5.53 Sunderland has experienced substantial demolitions over the past 15 years or so as a result of significant stock clearance and renewal undertaken by the largest registered provider within the city, Gentoo. Table 13 shows demolitions within the city over the period from 2007-2020, with significant demolition taking between 2007 and 2013 during the height of Gentoo's regeneration and renewal programme.

Year	Number of Demolitions
2007/08	-566
2008/09	-527
2009/10	-216
2010/11	-343
2011/12	-278
2012/13	-202
2013/14	-3
2014/15	0
2015/16	-24
2016/17	-38
2017/18	-153
2018/19	-41
2019/20	-6

Table 13 Sunderland demolitions 2007 -2020

5.54 However, large scale demolitions are no longer anticipated to occur going forward and through discussions with Gentoo and other key stakeholders it has been identified that only 16 demolitions are forecast within the next five years (2020-2025), of which 10 are to be demolished in 2021/22 as part of a Council regeneration programme at Hetton Downs within the Coalfield area and 6 in 2020/21, as part of Gentoo's Avenue Vivian development.

5.55 The approach the Council has taken with regards demolitions was considered by the Planning Inspector during the recent Examination of the CSDP. As set out on in the Inspector's report²¹, as demolitions for the next five years are largely known through discussions with Gentoo and other key stakeholders, it was considered appropriate and justified to account for them on this basis as part of the first five years of the housing land supply. For the remainder of the plan period an allowance of 20 demolitions per year are included as this is the historic average (when excluding the large-scale demolitions as part of Gentoo's previous renewal programme). As there are no plans to carry out any further major clearance, the Council has therefore continued with this approach and accounted for the 16 known forecast demolitions within its five year housing land supply figure.

Empty Homes

5.56 The Council recognises the existing housing stock in Sunderland remains an important asset. Bringing empty properties back into residential use or modernising an older property is considered more sustainable than its loss, as it not only contributes to the housing supply but helps to rejuvenate streets, areas and communities blighted by long term empty properties. As the number of long term empty properties increase and decrease over short periods of time, net additions or losses to stock are monitored and accounted for in the small site allowance, conversions, change of use or demolitions categories above, where appropriate. Therefore, there is no requirement to account for empty homes specifically, within the five year housing supply.

Disputed sites

5.57 Disputed sites are those sites where a developer/stakeholder has challenged the inclusion of a site in the five year housing land supply, or where consensus on likely delivery has not been reached.

5.58 There are no disputed sites identified in this APS. The Council has set out in Appendix 2, where there may have been disagreements regarding delivery rates for sites at the various

²¹ Paragraph 227 of the Planning Inspector's Report (7 January 2020)

https://www.sunderland.gov.uk/media/22107/Final-Report/pdf/Final_Report.pdf?m=637140763590670000

stages of the APS’s consultation. As part of the engagement process, the Council discussed points of disagreement with developers/landowners to agree a consensus regarding a site’s inclusion in the five year supply. If an agreement had not been reached, these sites would have been identified as disputed sites within the APS.

Summary of Five-Year Housing Land-Supply Calculation

5.59 Table 14 summaries the Council’s five-year housing land supply calculation;

Category A sites	3019
Category B Sites	1209
Small Sites	250
Demolitions	16
Total Supply	4462

Table 14 Five year land supply calculation

6. Sunderland's Five Year Housing Land Supply 2020/21 -2024/25

Annual Housing Requirement	745 dwellings net
Five Year Housing Requirement for period 2020/21 - 2024/25	3725
Shortfall	0
10% buffer	373
Five Year Land Supply Requirement (including 10% buffer)	4098
Category A sites	3019
Category B Sites	1209
Small Sites	250
Demolitions	16
Total Supply	4462
Five year supply performance against 110% of housing requirement (%)	109%
Five year supply performance against 110% of housing requirement (years)	5.4 years

Table 15 Sunderland Five Year Land supply

7. Sunderland's Engagement Statement

7.1 This section of the report includes the Council's Engagement Statement which established how the Council has prepared the APS through engagement with developers and others who have an impact on delivery. It sets out how the Council has met the requirements set out in the PPG which states that:

"Authorities will need to engage with stakeholders who have an impact on the delivery of sites. The aim is to provide robust challenge and ultimately seek as much agreement as possible, so that the authority can reach a reasoned conclusion on the potential deliverability of sites which may contribute to the 5 year housing land supply."

7.2 The PPG also requires that LPAs must present:

- *"an overview of the process of engagement with site owners/applicants, developers and other stakeholders and a schedule of site-based data resulting from this;*
- *specific identification of any disputed sites where consensus on likely delivery has not been reached, including sufficient evidence in support of and opposition to the disputed site(s) to allow a Planning Inspector to reach a reasoned conclusion; as well as an indication of the impact of any disputed sites on the number of years of supply;*
- *the conclusions which have been reached on each site by the local planning authority in the light of stakeholder engagement; and*
- *the conclusions which have been reached about the overall five year housing land supply position."*

Process of Engagement

7.3 Sunderland's Statement of Community involvement (SCI) sets out how the Council will engage proactively when preparing development plan documents. The specific requirements of preparing an APS means a bespoke consultation process is needed.

SHLAA Partnerships and Panels

7.4 The Council recognises the importance of working in partnership with others when updating its housing land supply, and for a number of years has actively worked with partners when preparing the Council's SHLAA.

7.5 The Council, on an annual basis undertakes a robust consultation exercise when preparing its SHLAA (which incorporates the five-year land supply). The Council has always taken a partnership approach to its preparation. This has involved being part of a regional SHLAA working group where all Local Authorities prepared their SHLAAs in accordance with a development industry approved Regional SHLAA Implementation Guide (March 2008). Subsequently, a key stakeholder partnership was established comprising local authority planning and housing officers together with representatives of housebuilders/developers, Registered Providers and private sector consultants and agencies.

- 7.6 The partnership also led to formation of a Tyne and Wear SHLAA Panel that had a direct input into the methodology of each local authority SHLAA by agreeing the approach taken by each LPA and endorsing the final assessment.
- 7.7 The Council updated its SHLAA methodology in 2016 in consultation with the development industry to ensure the assumptions being applied were still accurate. The Council also established a Sunderland SHLAA Partnership which comprised of a number of stakeholders who possessed key skills and knowledge of housing and housing delivery. Members of the partnership represent the following groups:
- developers;
 - those with land interests;
 - land promoters;
 - local property agents;
 - registered providers;
 - utility providers; and
 - partner organisations.
- 7.8 The Sunderland SHLAA Partnership members come together annually with the Council, (or more often if needed) to discuss and advise on sites within the SHLAA, which includes sites within the five-year land supply.

APS Engagement Approach

- 7.9 The Council have undertaken a four-stage engagement process with stakeholders. The stages included:
- Stage One: Gathering initial evidence from the development industry regarding housing delivery on sites with planning permission;
 - Stage Two: Secondary consultation with developers and stakeholders regarding housing delivery forecasts – discussing delivery on disputed sites;
 - Stage Three: Consultation with developer and stakeholders to share final 5 year land supply position; and
 - Stage Four – Engagement with the development industry following consultation on the draft APS, with regard to disputed sites, with a view to seeking agreement prior to the submission of the final APS.

Stage One: Gathering Initial Evidence from the Development Industry Regarding Housing Delivery on Sites with Planning Permission

Sunderland SHLAA Partnership Panel – March 2020

- 7.10 As set out above, on an annual basis the Council hosts a meeting with developers and other bodies to review the Council's SHLAA which feeds into the five year housing land supply position. On the 5 March 2020, the Council hosted a workshop with the Sunderland SHLAA

Partnership. Invitations (Appendix 8) to this workshop were sent out to 28 invitees (Appendix 9) on 4 February 2020. The invitation included a copy of the draft SHLAA and asked developers to confirm if they agreed with the assumptions of the schedule by completing a proforma.

7.11 The purpose of this workshop was to discuss with the partnership the draft SHLAA schedule and the draft trajectories, progress with sites and to gauge how the development industry were responding to housing delivery in the North East region. Appendix 10 summarises the key areas of discussions and the actions from the meeting.

Site Proformas

7.12 Prior to the workshop, invitees were asked to complete a proforma to forecast housing delivery for their respective sites over a fifteen-year period. This exercise was requested to assist the Council with updating the SHLAA schedule and also to inform the next iteration of the five year housing supply.

7.13 The Council received a 58% response rate of completed proformas for sites in the SHLAA. Following the Council's decision to submit an APS, the Council ensured that they received completed proformas for all category B sites. These are included in Appendix 24.

7.14 The trajectories set out in the proformas were not immediately accepted by the Council. Each of the submitted proformas was assessed to determine if the assumptions were realistic and a planning judgement was applied by a Planning Officer. To determine this, the Council looked at a developer's historic delivery rates on a range of sites within the city over the last five years where possible and considered if the trajectories were in accordance with the SHLAA Methodology. The Council has set out in the site profiles where they have used their planning judgement which has resulted in a different trajectory from that submitted by the developer on their proforma.

Stage Two: Secondary Consultation with Developers and Stakeholders Regarding Housing Delivery Forecasts – Discussing Delivery on Disputed Sites

Draft APS Five Year Land Supply

7.15 After taking into consideration the outcomes and actions of the Sunderland SHLAA Partnership, the updates to the proformas and an assessment by officers, the Council compiled a draft five year housing land supply trajectory (Appendix 11 and 12).

7.16 Engagement to prepare the draft five year land supply was done informally through events and proformas but the Council was in constant engagement with developers/landowners to understand the latest status of a site. Appendix 24 to this report includes correspondence

with developers/landowners during this process for each of the sites included as a deliverable housing site within this APS.

Draft Five Year Land Supply Workshops

7.17 Following the preparation of a draft five year housing supply and site schedule (Appendix 11 and 12), the Council sent the schedule and a note on the approach to the APS (Appendix 13) to landowners, developers and other bodies (as listed in Appendix 14). The Council invited stakeholders (Appendix 15) to attend one of two workshops. The purpose of these workshops was to discuss the Council’s approach to the APS, the draft five year land supply and any impact of COVID 19 (a copy of the agenda is included in Appendix 16).

7.18 In order to facilitate maximum discussions at the workshops, all those invited were asked to submit any comments on the draft trajectory in advance of the workshops taking place. In total 2 responses were received in advance of the meeting. Table 16, outlines the issues raised and the Council’s response to these issues. Appendix 17 of this report includes copies of the submissions.

Representor	APS Site Reference/Assumption	Comment	Council Response
Mr Delaney	None	Small sites have an important role to play in terms of contributing towards supply, housing mix and economic recovery.	The Council agrees that small sites play an important role.
Mr Delaney	None	Mr Delaney notes that the five year land supply includes 250 dwellings on small sites. Only 2% of these sites are 5-10 dwellings. Therefore, small sites equate to 8.6% of the requirement. This illustrate that the supply is disproportionate with a focus to medium and large sites. The number of sites with a capacity between 11 and 20 dwellings is small, just 6 out of the 65 assessed sites. Secondly, in 3 of the five years, 22/23 - 24/25, no completions are projected on sites of this scale showing amongst other things that there is not a consistent supply.	The Council acknowledge this analysis of the supply.
Mr Delaney	None	The schedule does not include site areas. NPPF para 67 states that small and medium sized sites can	The NPPF does not require the Council in its five year land

		make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. The paragraph continues that to promote the development of a good mix of sites local planning authorities should amongst other things identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare.	supply to include a defined quantity of small sites. As part of the A&D Plan, the Council will ensure that 10% of the housing requirement is on sites less than one hectare.
Gentoo Group	None	Gentoo agree its appropriate for the Council to seek to fix its 5 year housing land supply position and the 10% buffer is appropriate.	The Council welcomes this comment.
Gentoo Group	Five Year Land Supply Requirement (paragraph 4.7)	Gentoo agree that the annualised housing requirement of 745 dwellings per annum is also correct and reflects the housing requirement within the adopted CSDP.	The Council welcomes this comment.
Gentoo Group	Oversupply (Paragraph 4.13)	Gentoo do not agree with netting off the overprovision of housing over the period 2015 – 2020 (273 dwellings), as the result of this is effectively treat the annualised requirement as a cap or a ceiling. This approach is inconsistent with the approach that housing requirement figures are minimal and there is a need to ‘significantly boost’ the supply of new homes (as outlined in the NPPF). The total 5 year requirement should be increased to 4098 dwellings.	The Council considered that they were in accordance with PPG 032 Reference ID: 68-032-20190722 The CSDP EIP confirmed that the Council could demonstrate a five year supply of housing. This calculation discounted oversupply from the requirement before adding a 5% buffer.
Gentoo Group	Additional sites	Gentoo would like the Council to consider including that following sites in the Five Year land supply; <ul style="list-style-type: none"> • Eastbourne Square, Carley Hill (Site 243) – 24 dwellings. 	The Council has not included these sites in the five year land supply at this time.

		<ul style="list-style-type: none"> • Cricklewood Road, Hylton Castle (Site 439) – 11 dwellings. • Cragdale Gardens, Peat Carr (Site 440) – 86 dwellings. • Prestbury Road, Sunderland (not currently in the SHLAA) – 10 dwellings. • Willows Close, Washington (not currently in the SHLAA) – 13 dwellings. • Keighley Ave, Downhill (not currently in the SHLAA) – 41 dwellings. • Conishead Centre , Silksworth (not currently in the SHLAA) – 13 dwellings. 	
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Table 16 Summary of representations made in advance of the workshops June 2020

7.19 The workshops were convened on 2 June 2020 and 3 June 2020, respectively. Both workshops were held online using Microsoft Teams, due to COVID19 social distancing restrictions. The workshops were well attended with 20 attendees at Workshop 1 (developers/registered providers) and 8 at Workshop 2 (other bodies).

7.20 Notes of the meeting, agreed actions and attendees are included in Appendix 18.

7.21 The key points raised in Workshop 1 (developers) were that:

- COVID19 had halted housing delivery during the months of March and April of the lockdown period;
- COVID19 recovery is difficult to forecast at this time, sites which have opened have implemented social distancing on sites. They are operating at 50% of capacity at the present time;
- There may be some delays to commencement of development on some sites;
- Developers would like the opportunity to revise housing delivery forecasts to provide a post-COVID19 situation; and
- Attendees were asked to identify if they agreed or disagreed with a site's inclusion in the supply and if not why not. The attendees agreed with the majority of sites.

7.22 The key points raised in workshop 2 were:

- The HBF agreed that it was potentially too soon to fully understand the impacts of COVID19;

- Transport North East confirmed that utility companies are not prioritising highways schemes at this time and consequently housing development sites may also not be high priority at this time and therefore connecting to the network could result in further delay;
- Homes England (HE) discussed their role to support the development industry at this challenging time. HE are very active and will be playing a central role in supporting the economy. HE will be continuing to support their pipeline of sites, whilst helping the development industry; and
- The HBF discussed the need to ensure COVID19 is factored into the delivery rates of sites for 2020/21.

7.23 Following the workshops, the Council contacted all those (Appendix 19) with sites included within the five year supply trajectory on 3 June to give them the opportunity to update their anticipated projections, taking into account the impacts of COVID19 (Appendix 20). The Council provided a week for any further updates to be provided, so that these could be taken into account prior the publication of the draft APS for consultation.

7.24 In response to this request, the Council received updated projections from some of the developers/stakeholders. The Council considered the revised projections and updated the schedule where justified, prior to publishing the draft APS for consultation. The individual site responses from developers/site promoters have been taken into consideration. The site profiles in Appendix 2 illustrate the evolution of the projections.

Stage Three: Consultation on the APS

Consultation on Draft APS

7.25 On the 12 June 2020, the Council published on its website²² the draft APS. The Council invited, via email (Appendix 21), developers and other bodies (as listed in Appendix 22) to make comments on the draft APS. The Council invited comments from 12th June until 29th June. Responses were invited by email to planningpolicy@sunderland.gov.uk or in writing to Strategic and Sustainable Plans Team, Sunderland City Council, Room 2.66, Civic Centre, Burdon Road, Sunderland, SR2 7DN. However, due to current restrictions due to COVID19, the Council suggested any submissions to be sent by email.

7.26 The Council provided a proforma to assist consultees in submitting their comments on the APS (Appendix 23).

Representations to draft APS

7.27 In total 33 comments were made by 9 representors including:

²² <https://www.sunderland.gov.uk/article/12736/5-Year-Housing-Land-Supply>

- Gentoo Group (10 comments);
- Gladman (7 comments);
- Transport North East (1 comment);
- Mr Delaney (5 comments);
- Sunderland University (1 comment);
- Story Homes (1 comment);
- Hellens (1 comment) – which has since been redacted (see Appendix 25);
- Barratt David Wilson Homes (6 comments) – which has since been redacted (see Appendix 25); and
- A private individual (1 comment).

7.28 Hellens submitted representations disputing the inclusion of site 407c. However, following further discussions between Hellens and the Council to address pre-application issues, Hellens submitted an email requesting their representation be withdrawn and their support the inclusion of the site in the APS. Copies of these representations are included in Appendix 25. Barratts similarly submitted representations requesting that site 567 be removed from the APS trajectory due to no clear evidence and COVID19 impact on the site's delivery. However, further discussions were held with Barratts and they submitted an email which requested that their representation be amended to include a revised trajectory for site 062 and to re-introduce site 567 in the APS (see Appendix 25). A further email was submitted to the Council (24/7/2020) confirming that Barratt position in regards to site 567 had changed and they expected the site to be delivered within the next five years. Therefore these site are no longer considered to be disputed.

7.29 All representations received as part of this consultation have been taken account of by the Council in reaching a conclusion on its five year housing land supply position. Table 17 summarises comments submitted on the draft APS and how the Council has taken these into consideration. Table 18 summarises representations on sites in the APS. Appendix 25 includes a copy of all representations received. Personal information has been redacted.

Paragraph/ Section/ Appendices	Organisati on	Summary of Representation	Council response	Comments disputed
Paragraphs 4.6 & 4.18	Gentoo Group	Gentoo agree that as the Council is seeking to fix its 5 year housing land supply position, the 10% buffer is appropriate. The annualised housing requirement of 745 dwellings per annum is also correct and reflects the housing requirement within the adopted CSDP.	Agreement noted.	No. No changes proposed to be made as a result of this comment.
4.13-4.16	Gentoo Group	Housing requirement on the CSDP is expressed as a minimum (to reflect the principles in para 59 of the NPPF), Gentoo do not agree with netting off/'banking' the oversupply of housing over the period 2015 – 2020 (273 dwellings) as detailed in paragraphs 4.13 – 4.16 of the APS Consultation Draft. Gentoo reason that this effectively treats the annualised requirement as a cap or a ceiling. Gentoo note the overprovision over this period would indicate currently a good supply of deliverable housing land, using it to lessen the requirement in the next 5 years is inconsistent with the approach that housing requirement figures are minima and there is a need to 'significantly boost' the supply of new homes (as outlined in the NPPF). Gentoo believe that PPG (ref ID 68-032-20190722) provides a useful context, however they believe this relates to using overprovision of housing against shortfalls which have already taken place (hence reference to 'previous years') rather than 'banking' overprovision to dampen requirements of future years and so we do not agree with the Council in this instance.	Comments noted. The Council has amended the APS and no longer includes oversupply in the calculation of the requirement, see para 4.16 - 4.20.	Yes. The comments have been taken into consideration and the APS has been amended at para 4.16-4.20.

4.13-4.16	Gentoo Group	In relation to the Inspector's view during the CSDP examination, it is considered by Gentoo Group that the whilst the Inspector's report notes the Council's housing land supply position, he does not offer a specific view on the nature of netting-off/banking of any over provision and did not have to, as the 200 dwellings oversupply at the time would have been immaterial to whether the Council had a 5 year supply of deliverable housing land given the forecasted supply at the time	Comments noted. The Council has amended the APS and no longer includes oversupply in the calculation of the requirement, see para 4.16 - 4.20.	Yes. The comments have been taken into consideration and the APS amended at para 4.16-4.20
4.13-4.16	Gentoo Group	Gentoo believe the Council should not be netting off this overprovision. Gentoo highlighted appeal decisions which ruled that LPAs cannot net-off/bank any oversupply of housing when calculating a 5YHLS. Land North of Aylesbury Road, Wendover (APP/J0405/W/16/3158833), Land off Westminster Drive, Dunsville, Doncaster (APP/F4410/W/16/3158500) and Land South of Oakridge, Highnam, Gloucestershire (APP/G1630/W/17/3184272) and Tewksbury Borough Council v Secretary of State for Communities Housing and Local Government [2019] EWHC 1775 (Admin)).	The Council has reviewed the appeal decisions referred to in this representation and has amended the APS at paragraphs 4.16-4.20.	Yes. The comments have been taken into consideration and the APS amended at para 4.16-4.20
Paragraph 4.13	Gladman	Gladman note that the adopted Local Plan sets a housing requirement of 13,410 over 18 years, equating to an annualised requirement of 745 dwellings per annum. However, the Council has taken the approach reducing the requirement claiming an "oversupply" of 273 dwellings for 2015/16 -2019/20. Gladman considers the approach identified in paragraph 4.14 of the APS to be incorrect as the Council has not "delivered more completions than required". Gladman state that the Council is required to deliver 13,410 homes but has only delivered 3,998 at this point in time.	Comments noted. The Council has amended the APS and no longer includes oversupply in the calculation of the requirement, see para 4.16 - 4.20.	Yes. The comments have been taken into consideration and the APS amended at para 4.16-4.20

Paragraph 4.13	Gladman	Gladman refer to PPG (para 032 ref 68-032-20190722) which they state, makes clear that any additional supply can be used to offset any shortfalls in previous years. Gladman believe that the Council is not offsetting a shortfall but offsetting the additional supply from the annual requirement. Gladman also highlight appeal decisions confirming that the “oversupply” should not offset the housing requirement. The Secretary of State Decision at Highnam, Gloucestershire (APP/G1630/W/3184272) also addresses this point (para 203). On the basis that the housing requirement reflects that in the adopted Local Plan, Gladman propose the requirement for basing the housing land supply is: Requirement: 745 Buffer: 745 x 1.1 = 820 Taking the Council’s figures at face value, the housing land supply is: 4,234/820 = 5.16 Years.	Comments noted. The Council has amended the APS and no longer includes oversupply in the calculation of the requirement, see para 4.16 - 4.20.	Yes. The comments have been taken into consideration and the APS amended at para 4.16-4.20
4.13-4.16	Gentoo Group	Gentoo consider the requirement should be: <ul style="list-style-type: none"> • Annual housing requirement = 745 dwellings. • Five year requirement = 3,725 dwellings. • No undersupply to date (so no shortfall to address). • Addition of 10% buffer – 372.5 dwellings (rounded up to 373 dwellings). • Total 5 Year Requirement = 4,098 dwellings. 	The five year land supply has been amended to remove oversupply. As set out in Table 1, the total five year housing requirement is 4,098	Yes. The comments have been taken into consideration and the APS amended. Reference is now made, throughout the APS document, to a housing requirement of 4098.
Section 5	Barratt David Wilson Homes North East	BDW suggest that the Council should consider the delivery trajectories of all sites in light of the COVID-19 pandemic and the impact site closures will have on housing completions for this year and potential impact into next year. BDW state that the impact of COVID-19 has been, and will continue to be, significant in terms of both supply and demand. Economic forecasts show a recession and rise in unemployment which, coupled with scheduled changes to the Help To Buy scheme, will	The Council discussed with developers the impact that COVID19 would have upon housing delivery at the Developer Workshop (2 June 2020) and allowed all developers the opportunity to revise their respective site delivery forecasts to take account of COVID19 impact. Barratt was not in attendance at the workshop but was	Yes. The APS has been updated to include a section outlining how the impacts of COVID19 have been addressed (para 5.21-5.26).

		<p>undoubtedly reduce the demand for homes across Sunderland. Alongside this construction sites are subject to new, stringent working practices to ensure social distancing – coupled with significant impacts on the supply of materials the impact of COVID-19 on the speed and scale of construction will be substantially impacted. BDW suggests that it needs to be reviewed in light of the COVID-19 crisis. Under normal circumstances housing supply trajectories are based on assumptions and forecasts which the industry and Local Authorities have based on years of experience. However, the COVID-19 crisis is an event unlike any other for many generations and its impacts are likely to be far reaching and at the minute remain largely unknown. BDW propose that the level of uncertainty should be reflected in the Annual Position Statement submission to ensure that the document does not have a negative effect in reducing the opportunities for suitable new housing sites to be delivered in Sunderland over the 12 month period</p>	<p>given the same opportunity to revise figures via email. The Council has received no representations to the APS Draft Consultation challenging the COVID19 revision forecast which were consulted upon. The Council considers it has made site specific COVID19 revisions and has satisfactorily dealt with COVID19 impacts known at this point in time. The APS has been updated to include a section outlining how the impacts of COVID19 have been addressed (para 5.21-5.26).</p>	
Paragraphs 5.6-5.10	Barratt David Wilson Homes North East	<p>BDW indicate that deliverable and non-sites e.g. allocations or RM should be measured by:</p> <p>a) confirmation the site is in control of a developer. This should take the guise of a photocopy of the front page of a dated copy of the contract;</p> <p>b) A positive pre-app response. A simple page stating this signed by the developer and Council should be sufficient evidence;</p> <p>c) Confirmation of a full intrusive SI having been undertaken on the site. Only the dated front page would be necessary.</p>	<p>Comments noted. The PPG does not define “clear evidence”. Therefore, it is a matter of planning judgement. The Council justifies a site’s inclusion in Appendix 2: Site Profiles with a variety of evidence which the Council considers appropriate to demonstrate that the site will deliver housing in the five year period. Further detail is provided in Appendix 24</p>	<p>No. No changes proposed to be made as a result of this comment as the criteria for “clear evidence” for a site’s inclusion in the five year supply is identified in Appendix 2 Site Profiles, for each site.</p>
Category B sites	Barratt David Wilson Homes	<p>BDW note that a number of sites included within the 5YLS do not have planning consent or an application submitted. BDW recognise that these sites are allocated in the Development Plan, however in line with the NPPF</p>	<p>The Council acknowledges that the five year supply is not a closed list. However the Council have chosen to include only NPPF Annex 2 Category A</p>	<p>Yes. The Council sets out its position regarding sites eligible for inclusion</p>

	North East	<p>they must only be considered deliverable where there is clear evidence that housing completions will begin on site within five years. BDW recognise that the Secretary of State has consented to judgement in a s.288 appeal against the definition of 'deliverable' in the Glossary of the NPPG being a 'closed list' that this is incorrect. BDW state that sites with a resolution to grant permission subject to a S106 or draft allocation in an emerging plan are capable of being considered deliverable in the 5YLS if the evidence demonstrates they are 'available now, offer a suitable location for development now, and are achievable with a realistic prospect that housing will be delivered on the site within five years'. BDW believe the inclusion of these sites in the 5YLS is a matter of planning judgement on the evidence available. It is still clear following this judgement that sites with outline planning permission, allocated, with permission in principle or identified on a brownfield register can still only be considered deliverable "where there is clear evidence that housing completions will begin on site within five years". The imperative factor is "clear" evidence - robust evidence must prove that the site is deliverable and can be included in the 5YHLS. BDW do not believe that the APS includes clear evidence for the inclusion of those sites with outline planning permission or allocated sites within the 5YHLS and urge the Council to relook at these sites and consider whether they will realistically deliver housing completions in the next 5 years.</p>	<p>& B sites for this APS. The Council considers that clear evidence has been provided within the APS that housing completions will take place on all Category B sites identified within the five year housing supply, as evidenced within Appendix 2: Site Profiles.</p> <p>The Council has made a change to para 5.6-5.9 to make reference to closed lists and identifies that only Cat A and B sites meeting the NPPF Annex 2 definition of 'deliverable' have been included within the five year supply.</p>	<p>against the NPPF Annex 2 definition of "deliverable" and closed lists at paragraphs 5.6 – 5.9 of the APS.</p>
<p>Paragraphs 5.21 -5.27</p>	Gladman	<p>Gladman propose that sites listed under Category B have short lead in times, particularly given none have detailed planning consent and some don't even have outline permission. Gladman note that despite this, sites are included as deliverable as early as 2020/21 and</p>	<p>The APS sets out the approach to development lead in times (para 5.13-5.34). Further to this the Council has undertaken extensive engagement with developers/owners/agents of sites to establish the accuracy of</p>	<p>No. No changes proposed to be made as a result of this comment. The Council consider the lead in times to</p>

		it is unlikely that the category B sites will deliver as quickly as suggested.	proposed start rates. Appendix 2: Site Profiles, detail the rationale behind each Category B site start date. It should be noted that the only Category B site which includes completions in 20/21, relates to a site where development is underway on the first phase which has detailed consent.	reflect developers comments and are in accordance with previous lead in times.
Table 6 and paragraph 5.25	Gladman	Gladman note the Deliverable Sites Overview Table based on the site proformas. Whilst Gladman acknowledge that the report references the new definition and also the types of evidence to be used to provide justification, they suggest these need to be taken into proper consideration when determining whether sites should be included in the deliverable supply or not. The change in definition of 'deliverable' is significant and must be reflected in the five-year HLS.	The Council has considered the NPPF (2019) definition of deliverable and deems all category A & B sites identified in the 5YHLS as worthy of inclusion, based on this definition.	No. No changes proposed to be made as a result of this comment.
Section 7	Transport NE	Transport NE do not at this stage have any comments on the individual sites that comprise of the council's 5 year land supply. Transport NE understand that appropriate transport infrastructure mitigation measures are in place or secured to enable these sites to come forward. Notwithstanding this Transport NE is keen to engage with the council to ensure that requisite transport infrastructure projects that the Local Plan requires are realised and delivered alongside capturing evidence so that TNE can secure funding for the projects.	The Council notes this comment. The Council will continue to work with Transport NE when preparing its Local Plan.	No. No changes proposed to be made as a result of this comment.

<p>Table 11, Row 1</p>	<p>On behalf of Mr Delaney (Small Builder)</p>	<p>The agent promotes the importance of small sites and the role they play in housing supply. This important role includes; 1) the delivery of housing, 2) the delivery of a mix of housing, small sites & small builders can deliver a more bespoke product thereby contributing to the delivery of a wider housing mix of which there is an acknowledged need in Sunderland, 3) the employment generated during the building process.</p>	<p>Comments noted. The Council acknowledges the importance of small sites' contribution to housing supply. As set out in para 5.46-5.48, the Council has included a small site allowance of 250 units over the five year period.</p>	<p>No. No changes proposed to be made as a result of this comment.</p>
<p>Table 11, Row 2</p>	<p>On behalf of Mr Delaney (Small Builder)</p>	<p>The agent reasserts previous representations made at the developer workshop, that the supply of sites is disproportionately focused on medium and large sites.</p>	<p>Noted. The Five Year Housing Supply position set out within the APS is based on what constitutes a deliverable site based on the NPPF Annex 2 definition and PPG.</p>	<p>No. No changes proposed to be made as a result of this comment.</p>
<p>Table 11, Row 2</p>	<p>On behalf of Mr Delaney (Small Builder)</p>	<p>Agent suggests that there is a disproportionate focus on medium and large sites in the five year supply and the APS is neither robust or sound as the A&D Plan has not yet commenced and the Core Strategy and Development Plan failed to allocate small sites, in particular the Agent's Client's site.</p>	<p>Paragraph 68 of the NPPF only requires the Council to consider small sites as part of the preparation of a Development Plan and Brownfield Register, not a Five Year Housing Land position statement. Notwithstanding this, the Council's APS does include a number of small and medium sites forming part of the Five Year Housing Land Supply and also includes a small sites windfall allowance of 50 units per annum based on past completions. In addition, Policy SP8 of the recently adopted CSDP recognises the important contribution that small sites make as part of the housing supply. The Council is committed to allocating sufficient sites through the emerging Allocations and Development Plan for</p>	<p>No. No changes proposed to be made as a result of this comment.</p>

			small and medium size sites in accordance with the NPPF. Work has commenced on this Plan and a new LDS has been published setting out the timetable for preparation.	
Section 7	Gladman	Gladman note that the level of information provided by the Council is detailed and that there is good evidence to suggest the Council has sought to reach out to landowners, agents and developers to inform the trajectory.	Agreement noted.	No. No changes proposed to be made as a result of this comment.
Section 7	Gladman	Gladman states that there is less certainty that development will come forward on the Category B sites, if at all, which require “clear evidence” to be included within the supply. Gladman are concerned that CAT B sites count towards 1,209 dwellings of the supply.	The Council has considered the NPPF (2019) definition of deliverable and deems all category B sites identified in the 5YHLS as worthy of inclusion, based on this definition. Appendix 2:Site Profiles clearly sets out why the Council believe each Category B site will come forward in the five year period and the evidence to justify delivery forecasts for each Category B site.	No. No changes proposed to be made as a result of this comment.
Section 7	Gladman	Gladman highlight that evidence provided for category B sites set out aspirations from the landowners and developers through the proformas either before or during the Covid-19 pandemic. Gladman acknowledge that the Council has adjusted the figures to reflect Covid-19 by reducing the supply from 6 years to 5.6 years, equating to 291 units (P.36). Gladman consider this optimistic, given that the Council has stated that during the workshop in June that sites were operating at 50% capacity (refer to table 72 of the APS). Gladman suggests that from the points raised by the Council in this table, it is clear that developments are commencing significantly below capacity and there is no evidence of when this will change. The developers have requested	Reference to 50% capacity was made by one developer at the workshop and reflected their delivery at that point in time (May 2020). After discussion of COVID19 impacts at the developer workshop, the Council gave developers the opportunity to consider COVID19 implications more fully within their respective organisations and resubmit delivery forecasts prior to consultation on the draft APS. Therefore, the development industry has provided site specific forecasts. In the absence of	Yes. The APS has been updated to include a section outlining how the impacts of COVID19 have been addressed (para 5.21-5.26).

		that they revise their trajectories post Covid-19, which shows the uncertainty forecasting delivery. Gladman suggests that the very marginal housing land supply position and the uncertainty on the delivery moving forward, there only required a slight delay to one or two of the sites for the Council to be unable to demonstrate a 5 year housing land supply.	Government guidance prescribing a COVID19 approach to forecasting housing supply, the Council has taken on board developer revised forecasts at this point in time, as they are best placed to forecast COVID19 impacts on delivery of their respective sites. The Council considers its site by site consultation and revised COVID19 forecasts to be a robust approach to forecasting in a pandemic. The APS has been updated to include a section on COVID19 (para 5.21-5.26).	
Appendix 1	Gentoo Group	Gentoo note in the case of 2 of the 3 sites which are being developed by Gentoo Group, the Council agrees with the groups updated delivery assumptions (as set out in Appendix 1 of the Council's Consultation Draft of the APS). This includes the sites at: <ul style="list-style-type: none"> • Kidderminster Road, Sunderland (SHLAA reference: 711); and • Hylton Lane, Blaydon Avenue (SHLAA reference: 079). 	Agreement noted.	No. No changes proposed to be made as a result of this comment.
Appendix 1 & Appendix 2	Gentoo Group	Gentoo Group proposes the following site for inclusion in the five year supply which is to be delivered through its affordable homes plan and which it believes will be completed over the next 5 years: <ul style="list-style-type: none"> • Land south of Keighley Ave, Downhill (not currently in the SHLAA) – 41 dwellings. • Land north of Eastbourne Square, Carley Hill (SHLAA reference: 243) – 24 dwellings. • Land east of Cricklewood Road, Hylton Castle (SHLAA reference: 439) – 11 dwellings. • Land south west of Cragdale Gardens, Peat Carr (SHLAA reference: 440) – 86 dwellings. • Land west of Willows Close, Washington (not currently in the SHLAA) – 13 dwellings. 	The Council has noted Gentoo Group's promotion through the APS consultation. The Council acknowledges that the five year supply is not a closed list. However the Council has chosen to include only NPPF Annex 2 Category A & B sites in the five year supply, at present. However, this does not mean that these sites will not deliver housing during the five year period. The Council will monitor the progress of these sites during subsequent updates of the five year housing supply, which	Yes. The Council makes reference to closed lists and what is included within the five year supply in paras 5.6-5.9.

		<ul style="list-style-type: none"> • Land west of Prestbury Road, Sunderland (not currently in the SHLAA) – 10 dwellings. • Conishead Centre, Silksworth (not currently in the SHLAA) – 13 dwellings. <p>Gentoo Group highlight recent Consent Order judgment handed down from the High Court of Justice confirms that the Secretary of State views the concept of a site being deliverable within 5 years as not being a ‘closed list’ but rather a matter of planning judgment in terms of other indicators for delivery (East Northamptonshire Council vs Secretary of State for Housing Communities and Local Government, Claim No. CO/917/2020).</p>	may warrant their inclusion, subject to meeting the NPPF Annex 2 definition as set out in Section 5 of the APS.	
Appendix 12	On behalf of Mr Delaney (Small Builder)	The agent proposes that as a matter of principle, Appendix 12 should include site areas for each site. In the absence of such the APS is not robust and is not sound.	There is no requirement to include site areas as part of an APS and the Council does not consider this necessary.	No, the Council does not consider it necessary to include site area. The A&D Plan will include this for small sites which are proposed to be allocated.
Appendix 12	University of Sunderland	The reference to the University owning site 18 should be amended to Mr Kirtley	Appendix 12 has not been amended to reflect this comment as this is a copy of the information which was issued to stakeholders in May. The Council has removed this site from the supply following engagement with stakeholders.	No. No changes proposed to be made as a result of this comment. The site has been removed from the five year housing supply.
Appendix 13	On behalf of Mr Delaney (Small Builder)	Agent proposes that of the 65 sites listed in Appendix 12, there is a disproportionate number of sites between 5-10 dwellings (13 sites) and 10-20 dwellings (6 sites) An objection is submitted that the acknowledged focus on medium and large sites within the 5 YHLS is not sound and is contrary to NPPF paragraph 67 which requires policies to identify a	Paragraph 68 of the NPPF only requires the Council to consider small sites as part of the preparation of a Development Plan and Brownfield Register, not a Five Year Housing Land position statement. Notwithstanding this, the Council's APS does include a	No. No changes proposed to be made as a result of this comment.

		<p>sufficient supply and mix of sites to be identified. A sufficient mix of sites is not identified. The 5YHLS is an essential element of identifying land for housing its purpose having regard to NPPF paragraphs 67 and 68 being to deliver the policy requirement for sufficient supply and mix.</p>	<p>number of small and medium sites forming part of the Five Year Housing Land Supply and also includes a small sites windfall allowance of 50 units per annum based on past completions. In addition, Policy SP8 of the recently adopted CSDP recognises the important contribution that small sites make as part of the housing supply. The Council is committed to allocating sufficient sites through the emerging Allocations and Development Plan for small and medium size sites in accordance with the NPPF.</p>	
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Table 17 Summary of representations to draft APS

Site Ref	Organisation	Summary of Representation	Revised Trajectory						Council response
			Year 1	Year 2	Year 3	Year 4	Year 5	Disputed site	
81	Story Homes	Story Homes agrees with the delivery rates and indicates they are accurate, however the start date for SHLAA ref 081 is incorrectly referenced as November 2020 and should be April 2021.	30	60	75	60	60	No	The Council has amended the APS to make reference to the start of April 2021 in the profile (Appendix 2)
711	Gentoo Group	Gentoo agree with the delivery rates as they were given to the Council during the workshop session and follow up.	12	44	0	0	0	No	Agreement noted. The agreed trajectory is now included in Appendix 1 & 2 for site 711.
732	Gentoo Group	Gentoo suggest revisions to Avenue Vivian and Rose Avenue (SHLAA reference: 732). The original planning application was for 44no. dwellings (application reference: 19/0094/FUL) and this is now being reduced to 43no. dwellings (application reference: 20/00566/VAR). However, there is an additional related planning application with 6no. residential units being proposed. These are to replace 6no. older properties (application reference: 20/00704/FUL). This planning application is undetermined, hence not currently being included within the Council's forecasted supply (given the parameters that have been set). However, it forms part of the wider Vivian Avenue scheme and will be developed in the next 5 years subject to planning permission being granted. In addition to this, Gentoo propose further delivery information in relation to this site and forecast that 5 additional units will be developed in Year 1 with the remaining units developed in Year 2.	11	38	0	0	0	No	Comments noted. The Council has altered Gentoo's delivery forecast for the site to deliver 16 units in year 1 and 33 units in year 2, which includes the 6 units related to application 20/00704/FUL within year 2 total and the overall site capacity has been increased to 49 units. It should also be noted that whilst the 6 units would replace existing units, the demolitions related to the site have already been factored into the demolition forecast for the five year supply, therefore no double counting has occurred.

494	Private Owner	Owner indicates he has been ready to start development since March 2020 but due to COVID19 and the lockdown, there has been a delay. Owner expects to start groundworks in August 2020 and will endeavour to complete the project in 2020. However, factors out of the owners control could impact this completion date including; increase in COVID19 cases leading to a second lockdown and supply of products in good delivery times. Owner scheduling a meeting with Northumbrian Water but this is not anticipated to delay the start process.	-	-	-	-	-	No	Appendix 2 site profile has been updated with the additional information supplied by the site owner for site 494.
079	Gentoo Group	Gentoo indicated that the extant application (reference: 18/00527/FUL) on site 079 has now been withdrawn but the site is still subject to an existing UDP allocation for housing and it is intended that a revised application is to be submitted shortly as part of Gentoo Group's wider affordable homes plan. The forthcoming application will propose the same number of dwellings on the site and will share many of the previous scheme's characteristics. As a result of this, Gentoo believes that it will not raise any technical issues over and above those which were addressed as part of the now withdrawn planning application. As such, Gentoo believe the scheme can still be delivered in accordance with the rates provided in the Consultation Draft of the APS. Irrespective of the withdrawn planning application, the assumed development rates should be maintained.	0	40	31	0	0	No	Given site 079 meets the category B definition of deliverable, based on the information supplied to the draft APS consultation, the site remains in the supply. The Council has updated the Site Profile (Appendix 2) for site 079 and Appendix 1: Five Year Housing Supply Schedule to reflect the withdrawn status of application 18/00527/FUL, the intent to resubmit an application imminently and the request to maintain the delivery forecasts as consulted upon in the draft APS.

407c	Hellens Group	Due to a change in circumstances Hellens do not foresee any units being completed on the site over the next 5 years.	0	0	0	0	0	No	Hellens submitted further correspondence on 21/7/2020 (see Appendix 25), requesting that Site 407c be included in the APS. This representation has therefore been included in the APS for reference but is withdrawn.
567	Barratt David Wilson Homes North East	Due to unresolved pre-application issues associated with the principle of the proposed development, BDW has not yet submitted the planning application. BDW does not agree with the Council's assessment of site 567 that it is 'cautious, reasonable and deliverable within the five year period' as it is questionable whether consent will be achieved for the site. BDW request that site 567 is not included in the five year supply trajectory.	0	0	0	0	0	No	BDW submitted further correspondence on 24/7/2020 requesting that site 567 be included in the APS (see Appendix 25). This representation has therefore been included in the APS for reference, but is withdrawn.
567	Barratt David Wilson Homes North East	BDW propose that there is not clear evidence that their site will come forward in the 5YHLS as the site does not yet have planning permission or clear evidence from BDW that it will come forward.	-	-	-	-	-	No	BDW submitted further correspondence on 24/7/2020 requesting that site 567 be included in the APS (see Appendix 25). This representation has therefore been included in the APS for reference, but is withdrawn.
567	Barratt David Wilson Homes North East	BDW believes that the Council's trajectory and comments on the site are too optimistic.	'	'	'	'	'	No	BDW submitted further correspondence on 24/7/2020 requesting that site 567 be included in the APS (see Appendix 25). This representation has therefore been included in the APS for reference, but is withdrawn.

Table 18 Summary of representations made to the APS Draft Consultation July 2020

Summary of the changes to the APS following each stage of engagement.

7.30 The Council at every stage of engagement has taken into consideration updates from stakeholders and applied planning judgement where necessary. As a consequence of this, the overall five year land supply has changed during this process, starting at 6 years supply and reducing down to 5.4 years as a result of agreed changes with developers.

Stage one Gathering Initial Evidence from the Development Industry Regarding Housing Delivery on Sites with Planning Permission

7.31 The detailed approach to Stage 1 is set out in paragraphs 7.11 – 7.15 of this report. The approach involved a SHLAA Panel Workshop and the distribution of site proformas to developers to ascertain housing delivery forecasts for their respective sites. The information gathered from both of these sources was collated and reviewed to form a baseline five year housing supply position in May 2020 (Table 19). The baseline reported a 6 years supply of housing in Sunderland.

Stage Two: Secondary Consultation with Developers and Stakeholders Regarding Housing Delivery Forecasts

7.32 The baseline housing supply position (May 2020) and the approach taken by the Council was then consulted upon and discussed at developer and stakeholder workshops during May 2020. Developers and stakeholders were given the opportunity to raise issues with the Council's APS approach and also challenge delivery forecasts for sites identified in the five year supply. The key issues raised are identified in paragraphs 7.22 and 7.33 of this report.

7.33 Demolitions were revised downwards from -40 units over the five year period to -16 units. The difference was due to updated intelligence on projected demolition rates across Sunderland. Large scale demolitions were no longer anticipated and through discussions with Gentoo and other key stakeholders, it was identified that only 16 demolitions were forecast within the next five years (2020-2025). The detailed approach to demolitions is set out in paragraphs 5.53 – 5.55 of this report.

7.34 Developers were also given the opportunity to revise their site delivery forecasts to take account of the initial impacts of COVID19. Unsurprisingly, there was a forecast loss of 300 units from the five year supply as a result of COVID19 impacts on housing delivery rates. Consequently, this resulted in the five year supply being revised down to 5.6 years.

Stage Three: Consultation on the draft APS - Discussing Delivery on Disputed Sites

7.35 Developers and stakeholders were consulted upon the draft APS which reported a 5.6 year supply. Representations were made to the draft APS which contested a number of issues, including the "banking" of oversupply and the identification of disputed sites .

- 7.36 As a result of engagement with developers and stakeholder, in relation to the “banking” of oversupply, the Council has chosen to remove the oversupply from calculation of the five year requirement. This has resulted in a higher housing requirement for the five year period of 4098 units.
- 7.37 The draft APS consultation also received representations to remove two sites from the five year housing supply (Site ref 567 & 407c). These sites were therefore disputed. The Council embarked on further discussions with the developer/landowners to resolve the issues arising for the disputed sites. Subsequently, the representations for the removal of sites 567 and 407c were withdrawn after correspondence with the developer and landowners requested both sites be added back into the five year supply (see Appendix 25). These sites are no longer disputed and now contribute to the five year supply.
- 7.38 During the collation period of the APS, the Council found communication with the smaller development sites and their developer/landowners difficult. The Council believe communication was impaired by the COVID19 lockdown period. The Council tried all possible means of contact to establish accurate delivery forecasts for smaller development sites and as lockdown eased, the Council found that contacts between developers/landowners started to re-establish. This resulted in confirmed trajectories for smaller sites which contributed to the adjustment to housing supply.
- 7.39 As lockdown restrictions lifted, sites re-opened and the Government made stimulus announcements to support the housebuilding industry. The Council therefore maintained contact with developers to establish whether their previously submitted COVID19 site delivery forecasts were still valid. Some developers chose to revise their delivery forecasts upwards as lockdown and social distancing had less of an impact than first thought.
- 7.40 Consequently, as a result of the removal of oversupply from the five year requirement calculation, communication improvements with developers and the resolution of disputed sites, the housing supply position for Sunderland is equivalent to 5.4 years of supply.
- 7.41 Table 19 illustrates how the five year land supply position has evolved during this process. Further detail on how the anticipated delivery rates have evolved for each site is set out in the site profiles in Appendix 2.

	May 2020	June 2020 (post Covid-19)	July 2020
Five Year Housing Requirement for period 2020/21 - 2024/25		3725	
Actual Completions 2015-2020 (excluding student accommodation)		3998	

Oversupply for 2015/16 - 2019/20	-273		N/A
Housing requirement minus oversupply	3452		N/A
10% buffer	345		373
Five Year Land Supply Requirement (including 10% buffer)	3797		4098
	May 2020	June 2020 (post Covid-19)	July 2020
Category A sites	2922	2825	3019
Category B Sites	1393	1190	1209
Small Sites	250	250	250
Demolitions	-40	-16	-16
Total Supply	4525	4249	4462
Five year supply performance against 110% of housing requirement (%)	119%	112%	109%
Five year supply performance against 110% of housing requirement (years)	6.0 years	5.6 years	5.4 years

Table 19 Five year land supply evolution

Glossary of Terms

A&D	Allocations and Designations Plan
AAP	Area Action Plan
APS	Annual Position Statement
CSDP	Core Strategy and Development Plan
HDT	Housing Delivery Test
IAMP	International Advanced Manufacturing Park
LPA	Local Planning Authority
MHCLG	Ministry of Communities, Housing and Local Government
NPPF	National Planning Policy Framework
PINS	Planning Inspectorate
PPG	Planning Practice Guidance
SCI	Statement of Community involvement
SHLAA	Strategic Housing Land Availability Assessment

