

At a meeting of the PLANNING AND HIGHWAYS COMMITTEE held in the CIVIC CENTRE on TUESDAY 23rd FEBRUARY, 2010 at 5.00 p.m.

Present: -

Councillor T. Martin in the Chair

Councillors Bell, M. Forbes, Francis, E. Gibson, A. Hall, G. Hall, Heron, Howe, Miller, O'Connor, J. Scott, Wood and A. Wright.

Declarations of Interest

There were no declarations of interest.

Apologies for Absence

Apologies for absence were submitted on behalf of Councillors Ball, Chamberlin, Charlton, Copeland, Fletcher, Snowdon and P. Watson

Minutes

1. RESOLVED that the minutes of the meeting of this Committee held on 26th January, 2010 be confirmed and signed as a correct record.

Report of the Meeting of the Development Control (North Sunderland) Sub-Committee held on 2nd February, 2010

The report of the meeting of the Development Control (North Sunderland) Sub-Committee held on 2nd February, 2010 (copy circulated) was submitted.

(For copy report – see original minutes).

2. RESOLVED that the report be received and noted.

Report of the Meeting of the Development Control (South Sunderland) Sub-Committee held on 2nd February, 2010

The report of the meeting of the Development Control (South Sunderland) Sub-Committee held on 2nd February 2010 (copy circulated) was submitted.

(For copy report – see original minutes).

3. RESOLVED that the report be received and noted.

Report of the Meeting of the Development Control (Hetton, Houghton and Washington) Sub-Committee held on 2nd February, 2010

The report of the meeting of the Development Control (Hetton, Houghton and Washington) Sub-Committee held on 2nd February, 2010 (copy circulated) was submitted.

(For copy report – see original minutes).

Councillor Wakefield commented that the minutes did not include all of the individual comments and concerns expressed by Members at the meeting in relation to the application. .

4. RESOLVED that the report be received and noted.

Traffic Management proposals at St. Peters Wharf, Sunderland

The Director of City Services submitted a report to inform the Planning & Highways Committee of the objection received to the proposed introduction of parking restrictions and revocation of existing parking restrictions on Howick Road, Bonner's Field, Chandler Road and Palmer's Hill Road.

(For copy report – see original minutes).

Mr. James Newell, Interim Head of Traffic, Road Safety and Parking Manager presented the report and advised that the parking restrictions had been proposed following concerns raised by Northumbria Police and local residents about indiscriminate on-street parking occurring on parts of the streets known as Howick Road, Bonner's Field, Chandler Road and Palmer's Hill Road.

Referring to paragraph 4.1.2 of the report Councillors G. Hall and Wakefield expressed concern that the proposed parking restrictions could cause displacement and migration of on-street parking to other areas. The problem was currently evident around the university and 6th Form College where local residents' drives were being blocked.

Mr Newell advised that any potential parking issues which may arise in other areas as a result of the introduction of the proposals would be monitored and addressed progressively.

The Chairman having thanked Mr. Newell for his report, it was:-

4. RESOLVED that the Committee does not uphold the objection to the proposals and supports the introduction of the proposed traffic management scheme.

Stadium Village Development Framework

The Deputy Chief Executive submitted a report to advise the Committee of the responses received following public consultation on the Stadium Village Draft Development Framework and to seek Committee's comments on the revised Development Framework.

(For copy report – see original minutes).

Mr. Keith Lowes, Head of Planning and Environment introduced the report and advised that the Committee's comments would be reported to Cabinet on 10 March 2010 when agreement will be sought to approve the Stadium Village Development Framework as a Supplementary Planning Document.

Councillor G. Hall concurred with the issues that had been raised during the consultation in relation to problems of match day parking on residential streets. There was a current shortage of available car parking spaces at the Aquatic Centre on match days which would be exacerbated by further development in the area.

With reference to the agreed additional parking spaces adjacent to Black Cat House to be used by Aquatic centre users on non-match days, Councillor Hall advised that there were no traffic signs displayed to publicise this and he requested that the relevant department rectify the situation.

Mr. Lowes agreed to forward the above comments to Cabinet.

In terms of abnormal pressure on parking on match days, Mr. Lowes advised that it would be impossible to provide the number of parking spaces that would be required for those specific days, however it was essential that the available spaces were well managed and that access and use of public transport was encouraged. Match day parking was an issue throughout the city centre and it would not be appropriate to provide a sea of parking that would not be used on a daily basis.

Councillor Wood endorsed Councillor Hall's comments and advised that the Park and Ride facility did not provide the best service.

Councillor Wood noted that any future development proposals at Stadium Village would require a transport assessment and should seek to ensure that public transport was promoted and that non-residential schemes prepare a travel plan. Although public transport to the area was good, Councillor Wood felt that in reality people would be deterred if car parking was not available.

Mr. Lowes advised that the transportation assessment would very much focus on managing existing parking facilities given that football matches only occurred on limited days.

Councillor Francis reminded the Committee of the impact match day parking had on residential roads in the vicinity. For example, residents on the north side of Southwick Road found it impossible to park their cars on the road on match days.

Councillor M. Forbes shared the concerns of Members. She queried the issue of future developments having to justify their own parking and cited the hospital as an example where this had not been the case.

Mr. Lowes advised that parallels could not be drawn between Stadium Village and the previous planning application for the hospital as they were very different situations. The consequences of not adopting the Stadium Village Development Framework as a Supplementary Planning Document would be an uncoordinated approach to the redevelopment of this area and would be contrary to policy (EC5A) in UDP Alteration No 2 for Central Sunderland.

Councillor Forbes agreed that public transport should be encouraged but felt caution should be exercised in forming policies on the basis of people making the move to use public transport. This could potentially jeopardise a facility and any development that followed. Furthermore people attending the Snow Village would inevitably want to take along their own equipment which would be difficult to negotiate on public transport.

Councillor Forbes also commented that any new development needed to take parking considerations extremely seriously. Different types of parking such as undercroft should be looked at.

Councillor Heron reminded the Committee that alongside the ARC and other partners, large parts of the City would be undergoing physical regeneration which would include new car parking provision for the whole city.

The Chairman welcomed the proposals for the Stadium Village development framework. He stated that the design was extremely impressive and encouraged sustainable development.

The Chairman having thanked Mr. Lowes for his report, it was:-

6. RESOLVED that the committee note the amended Stadium Village Development Framework and its comments in relation to parking pressures be referred to Cabinet for consideration.

Consultations from Neighbouring Councils on Planning Applications

The Deputy Chief Executive submitted a report to seek the Committee's agreement to a response about to be made to a consultation from a

neighbouring Council about a planning application affecting a site close to the common boundary with the City of Sunderland.

Mr. Keith Lowes presented the report setting out the current consultations and response.

Sunderland City Council was recently been consulted by Durham County Council (Easington Area) on application PL/5/2009/0548, which is an outline planning application for an extension (Phase 2) to Dalton Park Outlet Shopping Centre, Murton SR7 9HU. The quantum / mix of proposed development was as follows:-

- Foodstore (8454 Sq metres)
- Hotel (90 Bedrooms, 3360 Sq metres)
- Cinema (2148 Sq metres)
- Petrol Filling Station(3700 Sq metres)
- Food/Drinks outlets(2105 Sq metres)

The Planning and Retail Report (PRR) indicated in relation to Sunderland that the main impact of this proposal will be on the Morrison's store at Doxford Park - this could be in the order of £7.9m trade diversion (17.4% of trade). The local centre most likely to be affected by the proposals would be Hetton. However, the assessment submitted with the application does not currently address how the proposed development may impact on Hetton

With reference to the 17% diversion of trade from within the catchment area, Councillor G. Hall raised concerns that this could mean a potential loss of jobs.

Mr. Lowes advised that the 17% figure would include 125,000 people who lived in the catchment area.

Referring to the consultation process, Councillor Howe queried what influence the Committee had and what would happen if Members did not agree with the proposed development.

Mr. Lowes advised that Sunderland Council is a third party consultee on the application. The Council could submit representations on the application for consideration by Durham County Council as the relevant planning authority. However, if the Council was to object to the application, it would need to have sound planning grounds for its objection, in particular as an objection from a neighbouring authority could lead to the application being called in by GONE for a public inquiry. At this stage, and in the absence of the additional information regarding the potential impact on Hetton, there did not appear to be reasonable grounds upon which to submit an objection.

Councillor Miller stated that as Dalton Park had been set as a non-food retail development, a new food store would undoubtedly change the focus for shoppers. The impact on the Coalfield was a concern.

Mr. Lowes reminded the Committee that as Sunderland brought new retail schemes forward this would claw people back expenditure and quantify the trade diversion as there would always be constant ebbing and flowing.

7. RESOLVED that the Committee request further information in relation to concerns regarding the impact on the vitality and viability of Hetton Town Centre from the applicant via Durham County Council in relation to application PL/5/2009/0548.

The Chairman then closed the meeting and thanked everyone for their attendance.

(Signed) T. Martin
Chairman.

At a meeting of the DEVELOPMENT CONTROL (NORTH SUNDERLAND) SUB-COMMITTEE held in the CIVIC CENTRE on TUESDAY, 2ND MARCH, 2010 at 3.30 P.M.

Present

Councillor Copeland in the Chair

Councillors Bell, Charlton, Francis, T. Martin, D. Smith and L. Walton

Declarations of Interest

09.04734/LAP – Improvements to existing pedestrian access to Thompson Park from Newcastle Road, to include entrance gates and realignment of existing bow top railings.

The Chairman declared a personal interest in the item as a friend of Margaret Thompson Park.

Apologies for Absence

Apologies for absence were submitted on behalf of Councillor Fletcher, Howe and Miller

Applications made under the Town and Country Planning Acts and Regulations made thereunder

The Deputy Chief Executive submitted a report (copy circulated) relating to the North Sunderland area, copies of which had also been forwarded to each Member of the Council upon applications made thereunder.

(For copy report – see original minutes).

09/04452/FUL – Erection of 3 storey building to provide young persons immediate access facility, to include boundary enclosure, parking area and hard and soft landscaping – Land at Junction of Dundas Street and Liddle Street, Sunderland

Dr. Dale Addison spoke against the application on behalf of himself and other local residents. He stated that:-

- residents were strongly opposed to the application, whilst recognising the excellent work of Centrepont, they felt the location of the development was inappropriate;

- the area was already saturated with similar services such as the Lazarus Centre, Williamson Terrace Residential Home and Barclay Lodge;
- the area was in the top five for social deprivation and in 2009, Police were called 234 times to the area and there had been a number of high profile crimes during the last 18 months;
- the area was not a safe environment for the people of Centrepoint and urged the Committee to reject the application as he did not believe the area was capable of meeting Centrepoint's needs.

Councillor T. Martin stated that he had studied the objections raised and commented that the Centrepoint facility in Hendon had suffered some difficulties but these had lessened with Police help.

Councillor D. Smith queried how the Police have not objected to the application, when Dr. Addison had informed of a number of serious offences which had occurred in the area.

Mike Mattok, Technical Manager, Development Control, confirmed that the Police had not objected to the application.

Councillor G. Hall spoke on the application as a member for St. Peter's Ward and commented that there were a number of concerns over the rationale in deciding on the location for the facility, concerns which had been previously raised at Scrutiny level and passed to Cabinet for consideration. Councillor Hall felt that no action had been taken and that the underlying risk assessment taken on the new build was lacking.

He considered that the process had been a desk top exercise, without proper consultation, and whilst Councillor Hall supported Centrepoint and the role they play in the community, he had significant concerns about the proposal and felt that the location wasn't suitable.

Martin Gill, Regional Operations Manager and spokesperson for Centrepoint, advised that the purpose of the Dundas Street facility was to promote social inclusion, working closely with the Local Housing Options Team, the Council and Police to implement action plans.

He stated that Centrepoint want to be an advocate for the community and want to deliver an excellent level of service by leading in the community and listening to residents' concerns.

He further added that a number of procedures would be in place such as curfews and acceptable behaviour contracts to minimise any opportunity for young people to cause nuisance in the community.

Councillor Francis raised concerns and questions regarding the potential occupants of the proposed facility, what CRB checks would be undertaken, the potential impact of the development on visitors to the church and medical centre and what contingency plans would exist for management of the facility in the event staff were ill.

Mr. Gill advised that in relation to the proposed service users, there could be a number of reasons for the youths to be homeless, such as fragmented families, the recent recession, people leaving care or suffering from alcohol/substance misuse. Centrepoint would look at the individuals' learning, work and health issues and provide the required support.

He stated that he was not sure if a CRB check would be required but all who attend would have individual risk assessments.

He also advised that Centrepoint were committed to implementing the proper policies, to monitor through CCTV and would always have two trained members of staff on site at any one time. Protocols would be in place with the Police and curfews would be implemented so if a service user was out past the designated time, they could be dealt with accordingly. There was a senior management team on call who could assess the situation if a problem arose.

Most of the service users would be the people of Sunderland that were in need of help. Mr. Gill commented that in their experience the majority of service users did not breach the user agreement and that any incident arising would be dealt with on a case by case basis..

Alan Caddick, Head of Housing, commented that the Council took its role in Corporate Parenting and Safeguarding very seriously. In terms of the process for the selection of the site, other locations were considered but Dundas Street was deemed more suitable in terms of being near the City Centre and transportation.

There was a need for caution and not to stereotype all potential service users as likely to engage in anti-social behaviour or other criminal activity. Without this facility, people would be going out of the City, increasing their vulnerability.

From a Council point of view, this accommodation was much needed and they would be working closely with Centrepoint on a commitment to try and improve the situation in the area.

Councillor Francis referred to the report in relation to the site not being near to vulnerable children and yet there was a school nearby.

Mr. Caddick advised that in the application site was in the proximity of the school but not directly next to it, and that with this facility they would be able to manage any behavioural issues in the area much better than if they did not have the facility.

Councillor Francis expressed concerns over the vulnerability of the surrounding residents.

Mr. Caddick commented that it was considered that any risks could be appropriately managed through the proposed management arrangements.

Councillor D. Smith commented that he had heard nothing to allay Members and residents' fears. He considered that the issues had not been sufficiently addressed and further consultation should be undertaken regarding the identification of an appropriate site, to examine safeguarding and policing problems in the area.

Councillor D. Smith proposed that the item be deferred until this further consultation be carried out.

Following a request by Councillor Charlton for clarification of his position, the Legal representative confirmed that he should not participate in the vote as he was late for the meeting and therefore not present for the duration of this item

The motion to defer was put to a vote:-

For: Councillors Francis
 D. Smith
 L. Walton

Against: Councillors Bell
 Copeland
 T. Martin

As the Chairman exercised the casting vote, the motion to defer was rejected.

Mr. Mattok advised that the proposal did accord with Council Policy and accepted that there were issues of maintaining residential amenity but on balance it was considered that there were sufficient safeguards in place and the proposal was therefore considered acceptable in planning terms.

The officer's recommendation to approve the application was then put to a vote:-

For: Councillors Bell
 Copeland
 T. Martin

Against: Councillors Francis
 D. Smith
 L. Walton

With the Chairman exercising the casting vote, it was:-

1. RESOLVED that the application be approved for the reasons set out in the report and subject to the 11 conditions set out therein.

09/04734/LAP – Improvements to existing pedestrian access to Thompson Park from Newcastle Road, to include entrance gates and realignment of existing bow top railings – Margaret Thompson Park, Newcastle Road, Sunderland.

2. RESOLVED that consent be granted in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992, subject to the three conditions set out in the report.

Items for Information

10/00229/OUT – Land adjacent to Swan Street Centre, Swan Street, Sunderland, SR5 1EB – Proposed residential development comprising 34 No. dwellings and associated parking and vehicular access

Councillor Bell requested that a site visit be undertaken.

10/00323/FUL – Land at end of cul-de-sac, Lavender Grove, Sunderland – Erection of 2 No. detached houses to include stopping-up of highway and change of use to private access

The Chairman requested that a site visit be undertaken.

3. RESOLVED that site visits be undertaken in respect of the following applications:-

(a) 10/00229/OUT – Land adjacent to Swan Street Centre, Swan Street, Sunderland, SR5 1EB;

(b) 10/00323/FUL – Land at end of cul-de-sac, Lavender Grove, Sunderland.

Town and Country Planning Act 1990 – Appeal

The Deputy Chief Executive submitted a report (copy circulated) concerning the appeals determined for the period of 1st January, 2010 to 31st January, 2010.

(For copy report – see original minutes).

4. RESOLVED that the report be received and noted.

(Signed) R. COPELAND,
Chairman.

**At a meeting of the DEVELOPMENT CONTROL (SOUTH SUNDERLAND)
SUB-COMMITTEE held in the CIVIC CENTRE on TUESDAY, 2nd MARCH, 2010 at
4.30 p.m.**

Present:-

Councillor E. Gibson in the Chair

Councillors Charlton, Copeland, Ellis, T. Martin, Morrissey, Wood and A. Wright

Declarations of Interest

09/04607/REN – Renewal of planning application 07/05332/FUL to continue temporary use as supported residential accommodation

Councillor A. Wright made an open declaration that he and his wife had previously expressed general support for the objectives of the applicant, Centrepoint at a national level, but he had no involvement in their operations on a local level and he had expressed no view on this specific development proposal. He would be considering the application with an open mind.

09/04738/FUL – Temporary decant accommodation for existing GP surgeries from Pallion Health Centre during duration of construction work on new health centre building. Temporary accommodation to comprise of a two storey modular building with external lift and access ramp located on site of existing car park. Parking provision for 40 parking bays and cycle storage included in development.

Councillor E. Gibson declared a personal interest as a family member was employed by Sunderland Primary Care Trust at a different site in the City.

Apologies for Absence

Apologies for absence were received from Councillors Ball, M. Dixon, Fletcher, M. Forbes, Miller, O'Connor, and Tye

Applications made under the Town and Country Planning Acts and Regulations made thereunder

The Deputy Chief Executive submitted a report and supplementary report (copies circulated) relating to the South Sunderland area, copies of which had been

forwarded to each Member of the Council, upon applications made under the Town and Country Planning Acts and the Regulations made thereunder.

(For copy report – see original minutes).

09/04013/FUL – Change of use from residential care home to supported housing for homeless people (Retrospective).

The representative of the Deputy Chief Executive advised that the application had originally been submitted on behalf of Wear Body Positive. This company no longer existed and the new operator was now Gay and Lesbian Supported Housing who would be operating the supported housing project if it was approved. Mr Scoon had submitted a letter which had been distributed to Members which sought to respond to the issues raised in the report.

Councillor A. Wright queried whether the Council's Adult Services department had been contacted since their apparent initial objection to the application.

The representative of the Deputy Chief Executive advised that Adult Services were not opposed to the application however the service was not one which was within the core statutory functions of the Directorate.

Mrs Aylesley, a local resident, spoke against the application and stated that the project had been operating since May 2009; the premises did not have a licence to operate under housing legislation as a House in Multiple Occupancy (HMO) and was therefore operating illegally. As there was no licence in place there was no guarantee that the premises were suitable for use as a HMO and it was unknown whether the facilities met the necessary health and safety requirements. Should this application be granted then the floodgates would be opened for other projects to set up in the area which would be damaging to the Conservation Area where these premises are located. There had been a similar application for a premises on Tunstall View and this had been refused. Accordingly she hoped that this application would also be refused.

Mr Scoon on behalf of the operator responded that the premises do now have a HMO licence and an inspection had taken place. He also confirmed that the project was now managed by the Gay and Lesbian Supported Housing group..

Les Cheatham then spoke against the application on behalf of the local residents association. He stated that:

- The impact of the project on the local area had been downplayed in his view
- The Antisocial behaviour had a major impact on quality of life for residents.
- The behaviour had improved since the planning application was submitted but there were concerns that this was temporary only as a result of this application and further problems could arise if the application was approved
- There had been a diary of incidents and anti-social behaviour submitted to the planning department.
- In his view the residents of the facility are effectively carrying out the day to day management which is inappropriate. There was a need for properly trained, paid staff to be employed as managers of the facility

- There were concerns around who is operating the premises as Wear Body Positive had been struck off the Companies House register. There as they had not produced their accounts. There was a need for the operator of this project to manage the facility appropriately.

Councillor Copeland expressed concerns over the fact the previous operator had been wound up due to an apparent failure to submit accounts. There was a need for proper, paid staff to manage the facility. Should the application be granted on a temporary basis for 12 months, there was a need for continued monitoring during this period.

Councillor Ellis expressed concerns over the antisocial behaviour reports. Residential amenity was a valid planning consideration and this could be impacted by any antisocial behaviour caused by the development.

Councillor Wood commented that there needed to be valid planning grounds for whatever decision was made. While there had been previous antisocial behaviour there had not been any further incidents since the police became involved. There was a need to seek to address the residents' concerns and the proposed condition that the permission would only operate for 12 months would assist if there were future problems in the local area as a result of the development. He felt that there were no valid planning grounds to depart from the Officer recommendation to grant a temporary permission for 12 months.

Alan Caddick, Head of Housing, advised that there was a need for suitable supported housing in the city. The Housing department would look into the comments made regarding the licensing issues for the premises under the housing legislation.

The representative of the Deputy Chief Executive advised that the proposed temporary consent and the new Management Structure in place should help to alleviate the concerns of residents. The HMO licence for the property was a separate housing matter and outside of the statutory remit of Planning and it was often necessary for planning permission to be in place for the use before a licence may then be granted.

Mr Scoon advised that Wear Body Positive had been set up in 1983 to provide support for people with HIV as there was not a Local Authority provided service in the city. The organisation operated in this way until the late 1990s when the focus was changed more to prevention work. SR2 housing was formed at this time to undertake this work. Two years ago the Board of Wear Body Positive had decided to change the focus of the organisation from providing support to people with HIV to providing support for the gay community. Last year it had been decided by the Board that its services were no longer required and the company was dissolved. The Gay and Lesbian Supported Housing group had subsequently been formed by some of the previous directors of Wear Body Positive.

Councillor Ellis expressed concerns over the legal status of the application given that the original operator no longer existed.

The representative of the Deputy Chief Executive advised that planning permission was generally based on the use of land or property and not on the identity of a particular operator or occupier. In this case, it was not considered appropriate to grant a personal permission as the operator is not an individual but an organisation and in any event, it was felt that the condition limiting the consent for 12 months would be an adequate safeguard.

Councillor Ellis advised that she did not support the Officer's recommendation to approve the application for 12 months.

The Chairman put the recommendation to the Committee and with seven Members voting in favour of the recommendation and one Member voting against, it was:-

1. RESOLVED that the application be approved for the reasons set out in the report and subject to the six conditions set out therein save for condition 3 which should be removed.,.

09/04379/OUT – Outline planning application for the erection of 66no residential dwellings and creation of new access road from Neville Road

The representative of the Deputy Chief Executive advised that the applicant had requested the proposed condition requiring of the submission of reserved matters within 3 years of the date of the permission be extended to 5 years. This was in light of the current economic climate. The Department did not object to this request and the recent guidance had been issued to local planning authorities that an extension of the standard time limits on outline consents may be appropriate in light of the current market conditions. Members were requested to give consideration to this request while considering the application.

2. RESOLVED that the application be approved for the reasons set out in the report and subject to the 23 conditions set out therein with condition 1 amended to read 'five years' for the submission of reserved matters instead of 'three years'.

09/04607/REN – Renewal of planning application 07/05332/FUL to continue temporary use as supported residential accommodation

The representative of the Deputy Chief Executive advised that the North Sunderland Sub Committee had earlier approved the application by Centrepont for the erection of a purpose built facility at Dundas Street. This application was to allow the continuation of the service at the current premises on Mowbray Road for a further temporary period during the construction of the new facility.

Mr Martin Gill, Regional Operations Manager for Centrepont, advised that the organisation aimed to promote social inclusion and eradicate youth homelessness. This site would be used until the Dundas Street facility was built. The organisation worked with the Housing Options Team and he attended meetings which were also attended by the police. The organisation worked closely with the police and while

there were a high number of callouts to the premises only a small proportion of these were for actual crimes.

Centrepoint wanted to be good neighbours and wanted to have a good neighbourhood presence. He would be attending the residents meetings personally. The organisation was committed to providing the best service possible and all service users would be required to sign a behaviour policy which would be strictly enforced and the site would be robustly managed.

Councillor T. Martin commented that this site was not ideal however the 15 months temporary extension was acceptable in his opinion. Centrepoint had been working with the local residents association and the police and the volume of complaints had reduced. There was a real need for this facility and he would be happy to support the 15 month extension but would not be able to support a longer extension.

Councillor Ellis asked how the eviction policy and the policy of eradicating youth homelessness worked together.

Mr Gill advised that the service users needed to follow the rules and an eviction was a matter of last resort only. If a resident was evicted, the duty of care would continue and the organisation would help to find alternative accommodation for the young person. This service was designed to provide short term accommodation of up to 56 days.

Alan Caddick, Head of Housing, advised that his department supported the application as there was an ongoing need for this service in the City and they were working closely with Centrepoint. The proposed extension would provide stability for the service users.

3. RESOLVED that the application be approved for the temporary period of 15 months for the reasons set out in the report and subject to the 4 conditions set out therein.

09/04585/FUL – Erection of new sports pavilion, 10 no. artificial sports pitches plus associated fences and lighting. Re-use of existing car parking, new pedestrian links and landscaping.

Ms. Angela O'Donohue, Principal of City of Sunderland College, spoke in support of the application and advised that:

- There were 400 sports students at City of Sunderland College.
- An extensive property strategy had been developed.
- The college owned a lot of old buildings and these needed to be refurbished.
- The Bede site was to be retained as it was a highly regarded site however the buildings were in need of refurbishment and the sports facilities needed to be redeveloped.
- The college was working with Goals as the proposed operator of the development. These pitches would be available for community use at agreed times and would enhance the education provision on the site.

4. RESOLVED that the decision be delegated to the Deputy Chief Executive to either:-
 - a. Approve the application for the reasons set out in the report and subject to the conditions set out therein subject to the completion of a satisfactory Section 106 planning obligation by 24th March, 2010 or such other date as may be agreed by the Deputy Chief Executive in respect of the community use of the facility. Or:
 - b. Refuse to grant permission should a satisfactory Section 106 planning obligation not be completed by 24th March, 2010 or such other date as may be agreed by the Deputy Chief Executive, on the grounds of inadequate provision of community use contrary to policy L7 of the UDP.

09/04738/FUL – Temporary decant accommodation for existing GP surgeries from Pallion Health Centre during duration of construction work on new health centre building. Temporary accommodation to consist of a two storey modular building with external lift and entrance ramp located on site of existing car park. Parking provision for 40 parking bays and cycle storage included in development

5. RESOLVED that the application be approved for the reasons set out in the reports and subject to the two conditions outlined in the supplementary report.

Town and Country Planning Act 1990 – Appeals

The Director of Development and Regeneration submitted a report (copy circulated) concerning the above for the period 1st January, 2010 to 31st January, 2010.

(For copy report – see original minutes).

6. RESOLVED that the report be received and noted.

(Signed) E. GIBSON,
Chairman.

At a meeting of the DEVELOPMENT CONTROL (HETTON, HOUGHTON AND WASHINGTON) SUB-COMMITTEE held in the CIVIC CENTRE on TUESDAY, 2nd MARCH, 2010 at 5.30 p.m.

Present:-

Councillor J. Scott in the Chair

Councillors Chamberlin, Charlton, Copeland, I. Cuthbert, Heron, T. Martin, Morrissey, Snowdon and Wakefield

Appointment of Chair

In the absence of the Chairman and Vice-Chairman of the Committee, Councillor Heron nominated Councillor J. Scott as Chairman. Having being seconded by Councillor Snowdon and agreed by the Committee, Councillor J. Scott was appointed as Chairman.

Declarations of Interest

Councillor Heron declared a personal and prejudicial interest in the item for information application 09/03649/MID – Removal of residual sand and gravel at Hetton Moor Farm and agreed to leave the room in the event there was to be any discussion in relation to this item.

Apologies for Absence

Apologies for absence were submitted on behalf of Councillors Fletcher, Miller, I. Richardson and Scaplehorn

Applications made under the Town and Country Planning Acts and Regulations made thereunder

The Chief Executive submitted a report, a supplementary report and a report for circulation (copies circulated) which related to Hetton, Houghton and Washington areas, copies of which had also been forwarded to each Member of the Cabinet upon applications made under the Town and Country Planning Acts and Regulations made thereunder.

(for copy report – see original minutes)

09/04780/FUL – Erection of building to house a battery manufacturing process to include detached plant room and associated mechanical, electrical installations and external works at Nissan Motor Manufacturing (UK) Ltd, Washington Road, Usworth, Sunderland

Councillor Chamberlin queried if there would be sufficient car parking on the site after the development, bearing in mind the extra jobs it would create and was advised that parking facilities on and around the car plant were extensive and because of the shift patterns staff worked to they were never full so there would be adequate parking to facilitate any new staff.

In response to a query from Councillor Chamberlin regarding the height of the new building in relation to those around it, the representative of the Deputy Chief Executive advised that it would not be the highest building on site with the sheds adjacent to the A19 being higher.

With regard to queries from Councillor Cuthbert in relation to the appropriate assessments of the surrounding road infrastructures having been undertaken and the introduction of a travel plan for staff, he was advised that one of the fundamental starting points for Nissan had been for them to approach the Highways Agency to see how they would impact on surrounding roads such as the A19 and A1290. One of the conditions was also for Nissan to undertake an employment travel survey within the three months following the new development coming in to operation in order to ensure that the Workplace Travel Plan targets are being met.

Those Members which had arrived late to the meeting were advised by the legal representative that they should abstain from the decision, having not been party to the full discussions on the application and it was:-

1. RESOLVED that the application be approved, subject to the nineteen conditions as set out in the report for circulation, and for the reasons set out in the report.

10/00191/SUB - Erection of 10 bed residential care unit with associated access and parking at the Land to the North of All Saints Church, Church Road, Hetton-le-Hole

Councillor Heron fully welcomed the application and advised Members that the unit would be used to help young children with autism.

In response to a query from Councillor Cuthbert regarding car parking, he was advised that additional information would be provided but adequate parking for staff, visitors and a minibus were planned so as not to overspill would effect the neighbouring properties.

It was:-

2. RESOLVED that the application be delegated to the Deputy Chief Executive to either:-

- i) APPROVE subject to receipt of satisfactory amended drawings and withdrawal of Natural England objection; or
- ii) REFUSE should satisfactorily amended drawings not be submitted and/or the objection of Natural England is not withdrawn.

Items for Information

- 3. RESOLVED that the items for information be received and noted.

Town and Country Planning Act 1990 – Appeals

The Director of Development and Regeneration submitted a report (copy circulated) concerning the above for the period 1st January, 2010 to 31st January, 2010.

(For copy report – see original minutes).

- 4. RESOLVED that the report be received and noted.

(Signed) J. SCOTT,
Chairman.

**REFERENCE FROM CABINET – 10TH MARCH, 2010
CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK CORE
STRATEGY REVISED PREFERRED OPTIONS**

Report of the Chief Solicitor

1. Purpose of Report

- 1.1 To seek the advice and consideration of this Committee on a report considered by Cabinet on 10th March, 2010. The report sought approval to the Sunderland Core Strategy Revised Preferred Options for public consultation.
- 1.2 Members' views will contribute to the consultation process.

2. Background and Current Position

- 2.1 The Cabinet, at its meeting held on 10th March, 2010, gave consideration to a report of the Deputy Chief Executive. The report sought approval of the Sunderland Core Strategy Revised Preferred Options for public consultation.
- 2.2 Copies of the 10th March, 2010 Cabinet agenda were circulated to all Members of the Council. Members are requested to note that a copy of the City of Sunderland Local Development Framework Core Strategy Revised Preferred Options is available for inspection in Members' Services or alternatively the document can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

3. Conclusion

- 3.1 The report is referred to this Committee for advice and consideration. The report is also referred to the Environment and Attractive Scrutiny Committee for advice and consideration. Comments from the Committees will be reported to Council on 31st March, 2010.

4. Recommendation

- 4.1 The Committee is invited to give advice and consideration to Council on the attached report of the Deputy Chief Executive.

5. Background Papers

- 5.1 Cabinet Agenda, 10th March, 2010.

5.2 A copy of the Agenda is available for inspection from Chief Solicitor's or can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

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CABINET MEETING – 10 MARCH 2010

EXECUTIVE SUMMARY SHEET – PART I

Title of Report:

CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK : CORE STRATEGY REVISED PREFERRED OPTIONS

Author(s):

DEPUTY CHIEF EXECUTIVE

Purpose of Report:

The purpose of this report is to seek Cabinet's recommendation to Council to approve the Sunderland Core Strategy Revised Preferred Options for public consultation.

Description of Decision:

Cabinet is requested to agree that Council be recommended to:

- i) Note the representations received to the Core Strategy Alternative Options Consultation and agree the Officer recommendations to each response as set out in Annex 1;
- ii) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation;
- iii) Authorise the Deputy Chief Executive, in consultation with the Portfolio Holder for Prosperous City, to make any required amendments to the attached Sunderland Core Strategy Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) as necessary prior to its publication for public consultation.

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

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

Suggested reason(s) for Decision:

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

Authority is sought for the Deputy Chief Executive to agree final amendments to the documentation prior to their publication. This is to acknowledge ongoing discussions with Government Office for the North East regarding the wording of policies relating to the city's net additional housing requirement, gypsies and travellers, strategic development sites and green infrastructure. These discussions are recognised as best practice. It should be noted that consultants have been commissioned to complete further evidence in relation to the viability of securing affordable housing. This is due to be completed in late March.

Alternatives to be considered and recommended to be rejected:

All local planning authorities are charged under the Planning and Compulsory Purchase Act 2004 with the preparation of a local development framework (LDF), which must include a core strategy. They are also charged with preparing the LDF in accordance with the provisions of an approved Local Development Scheme (LDS). Therefore there are no alternatives to preparing the preferred options of the Core Strategy.

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

Relevant Scrutiny Committee:
Environment and Attractive City Scrutiny Committee

Is it included in the Forward Plan?
Yes

Planning and Highways Committee

**CITY OF SUNDERLAND LOCAL DEVELOPMENT FRAMEWORK: CORE STRATEGY
REVISED PREFERRED OPTIONS****REPORT OF THE DEPUTY CHIEF EXECUTIVE****1.0 Purpose of Report**

- 1.1 The purpose of this report is to seek Cabinet's recommendation to Council to approve the Sunderland Core Strategy Revised Preferred Options for public consultation.

2.0 Description of Decision

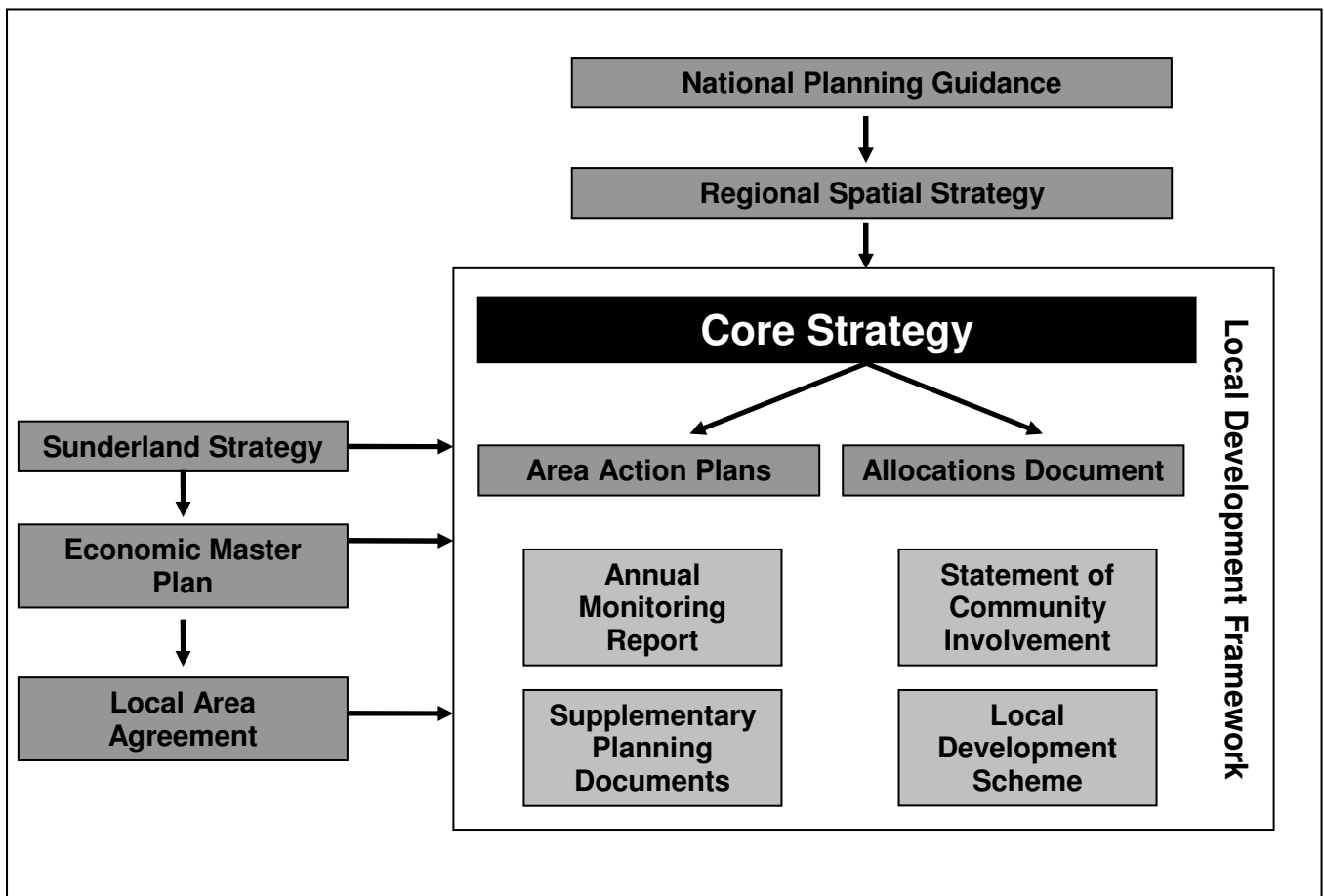
- 2.1 Cabinet is requested to agree that Council be recommended to:

- i) Note the representations received to the Core Strategy Alternative Options Consultation and agree the Officer recommendations to each response as set out in Annex 1;
- ii) Approve the attached Sunderland Core Strategy Revised Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) for the purposes of public consultation and as a material consideration in assessing planning applications, pending its finalisation following public consultation;
- iii) Authorise the Deputy Chief Executive, in consultation with the Portfolio Holder for Prosperous City, to make any required amendments to the attached Sunderland Core Strategy Preferred Options (including the Sustainability Appraisal and Appropriate Assessment reports) as necessary prior to its publication for public consultation.

3.0 Background ~ The Role and Purpose of the Core Strategy

- 3.1 The Core Strategy will sit at the heart of Sunderland's Local Development Framework. It will provide the broad strategic spatial policies including the distribution of new housing, retailing and employment across the city until 2026. As Figure 1 illustrates, the Core Strategy must be in general conformity with national planning policy and the Regional Spatial Strategy (RSS). At the city level, the Core Strategy will also be the main delivery mechanism of those spatial objectives set out in both the Sunderland Strategy and the emerging Economic Masterplan. All lower level documents that will make up the City's LDF (including the Allocations Development Plan Document and Hetton Downs Area Action Plan) must conform to the broad requirements of the Core Strategy.

Figure 1 : Relationship of the Core Strategy and Local Development Framework to Other Plans and Strategies



3.2 Taking its lead from the Sunderland Strategy and Economic Masterplan, the Core Strategy has developed the following overarching spatial vision which is for Sunderland to be:

“An internationally recognised and welcoming city that provides a sustainable distribution of land uses.

To create a place which offers a great quality of life with an enhanced, entrepreneurial and progressive low carbon economy.

The commitment to the environment goes hand in hand with creating a balanced, fulfilling and better future for all with access to first class services, facilities and opportunities for everyone.

In the long term the aim is to develop a city where all residents have a realistic opportunity to access the main centres for employment, shopping and leisure without needing to use a car.”

4.0 Statutory Requirements to Deliver the Core Strategy

4.1 The Core Strategy must proceed through the following statutory stages as set out in the adopted Local Development Scheme (the LDF project plan)

- Issues and Options (consultation completed between November 2005 and February 2006);

- Preferred Options Draft (consultation completed between December 2007 and February 2008);
- Publication Draft including public consultation (programmed for October 2010);
- Submission Draft to the Secretary of State (programmed for February 2011);
- Public Examination before an independent Inspector (programmed for May 2011);
- Adoption (programmed for November 2011).

4.2 At the Public Examination, the Inspector will test the plan for its 'soundness'. The test will include whether : -

- It is based on robust and credible evidence (comprising evidence that the views of the local community and key stakeholders have been sought) and whether the policies are backed up by fact;
- The policies and proposals are deliverable;
- The strategy proposed is the most appropriate having discounted all reasonable alternatives. In effect, this requires a clear evidence trail to demonstrate that through public consultation at the earlier stages of the process, that is up to the Preferred Options stage, all issues and alternative strategies have had an appropriate airing and have been assessed. As the Core Strategy now advances to the next stages, there is limited opportunity to introduce new proposals.

4.3 Failure to meet these tests could result in the Plan being struck down. This would have been the case with Newcastle City Council's Core Strategy, had the Inspector not intervened prior to the start of the Examination and recommended that it be formally withdrawn.

5.0 The Emerging Core Strategy - Progress to Date

5.1 As set out at paragraph 4.1, the first formal stage of preparing the Core Strategy began with the publication for consultation and community engagement of the Issues and Options for the City between November 2005 to February 2006. The formal Core Strategy Preferred Options Draft was published for public consultation between December 2007 and February 2008. A report of this consultation and the agreed way of dealing with each representation was agreed by Council in June 2008.

5.2 However, since the Preferred Options draft was published, a number of changes have taken place : -

- The revised Sunderland Strategy was adopted in April 2008 (though it should be noted there was considerable joint working during the preparatory stages of both documents including conjoined public consultation);
- The Regional Spatial Strategy for the North East (to 2021) (the RSS) was adopted in July 2008 confirming amongst other things the requirement for Sunderland to provide some 225 hectares of employment land and as a minimum some 15,000 net new homes;
- The Planning Act 2008 introduced amendments to the stages that the Core Strategy must pass and in addition now enables core strategies to allocate sites considered to be strategically important. This was followed by a revision of Planning Policy Statement 12 "Local Spatial Planning" which advises that "*Core strategies may allocate strategic sites for development...[that is]...Those sites*

considered central to achievement of the strategy and where investment requires a long lead-in”;

- New evidence of a significant nature has been completed including assessments of future housing needs (by house type, tenure and location), future housing land availability, a review of all employment land and an assessment of future retailing needs;
- The Council commenced work on the Economic Masterplan, which has a fundamental interrelationship to the Core Strategy.

5.3 Given the above information and the need for transparency that all options have been fully considered, it was appropriate to revise the Core Strategy Preferred Options draft prior to advancing to its next formal stage, the Publication Draft. The Local Development Scheme was formally revised in March 2009 to allow for further consultation on the alternative approaches to the overall distribution of development across the city and to test proposals to include ten strategic sites (as set out below).

6.0 The Core Strategy Alternative Approaches and Strategic Sites Consultation (September to November 2009)

The Alternative Approaches

6.1 Four realistic alternative approaches were developed, which were all underpinned by the following principles :-

- Conformity to national and regional policy, the Sunderland Strategy and to the emerging Economic Masterplan;
- Giving primacy to the role of Central Sunderland and the City Centre;
- Supporting regeneration of deprived areas.

6.2 The city was divided into four sub-areas Sunderland North, Sunderland South, Washington and Coalfield. The alternative approaches consulted upon were based around the following different development scenarios :-

- **Approach A ~ Focussing Development on the Conurbation** - growth of the City Centre / Central Sunderland, with further focus on Washington and the main built – up area of Sunderland only. The sustainable growth of Houghton and Hetton and the wider Coalfields would be accommodated;
- **Approach B ~ Proportional Distribution of Development** - a balanced proportion of development (broadly reflecting population levels and land availability) across the four sub areas;
- **Approach C ~ Focus Development within the Current Urban Area** - concentrating development within the existing urban area and on suitable previously developed (brownfield) land, retaining open space and countryside;
- **Approach D ~ Meeting Sub-Area Spatial Requirements - a Hybrid of Approaches A-C**, but also considering the local sub-area needs, priorities, opportunities and constraints.

6.3 Each “Approach” has different implications for the distribution of the RSS housing and employment requirements across the city. Accordingly, a detailed analysis of the strengths and weaknesses accompanied each approach, and more importantly, a detailed Sustainability Appraisal of each approach was undertaken to test their relative sustainability merits. Consultees were requested to rank their preferred “Approaches” on a scale of 1 to 4 (1 being the most preferred). An opportunity was also given to provide supporting information to the preferred approach or to suggest other approaches that may not have been considered.

The Strategic Sites

6.4 Ten strategic sites were also identified and proposed for consultation. These were as follows:-

- North of Nissan: to accommodate a range of large scale employment uses;
- Groves: to create a new residential community, with a new local centre, community and business uses;
- Farringdon Row: to complement development at the Vaux site, bringing offices and housing to the City Centre;
- Stadium Village: providing a focus of leisure led regeneration;
- Vaux: to be the key location for new offices along with new homes;
- Holmeside: to provide for a retail led regeneration;
- The Port: to provide for port-related developments and employment uses;
- South Ryhope: as an adopted allocation within the Unitary Development Plan the site would be developed as a business park for a range of employment uses;
- Sunderland Strategic Transport Corridor (SSTC);
- The Central Route.

6.5 An extensive consultation exercise was held between 15th September and 6th November 2009, including :-

- The production of a summary brochure and freepost response slip;
- A staffed mobile exhibition toured the city during the day and evenings;
- A key stakeholder workshop was held which 33 organisations attended from an invitation list of some 100;
- Some 400 letters were sent to statutory consultees and those individuals / organisations on the LDF mailing list and neighbouring properties to the strategic site north of Nissan and South Ryhope;
- All City Council staff were directly notified;
- Exhibition boards were displayed at various key locations around the City;
- A media release was published in the Sunderland Echo;
- Presentations and discussions were undertaken with each of the five Area Committees, the Youth Parliament and the Local Strategic Partnership (LSP) Delivery Improvement Board and Strategic Boards;
- Use of the council's internet site with an on-line response form;
- Details were posted on the Planning Policy Facebook and Twitter pages.

6.6 In all, some 150 individuals and organisations responded to the consultation exercise. A detailed schedule together with the officer recommendations in response to each comment is available from Members' Services. A summary of the key issues raised is as follows: -

- Support for retaining the broad extent of the Green Belt;
- There needs to be a clear definition on the role of the city centre sites for office based employment rather than relying on peripheral employment sites which should be reserved for manufacturing and logistics;
- There should be adequate justification for the inclusion of Strategic Sites in terms of ensuring a robust and sound Core Strategy;
- All approaches need to be focussed on the ability to deliver;
- Concerns were raised over limiting development in the Coalfield area where in some instances, additional growth is sought;
- There is too much emphasis on the role of Sunderland South to deliver new housing;

- There was broad agreement to the range of strategic sites proposed, though some objections were received particularly to the North of Nissan and South Ryhope sites.

6.7 In terms of the Alternative Approaches, a ranking system has shown that Approach D (scoring 269.5) was the most favoured by respondents followed by Approach C (304), then Approach A (318.5) and then Approach B (319). It should also be noted that the Sustainability Appraisal that was completed for this exercise also demonstrated that Approach D was the most sustainable option.

7.0 The Core Strategy Revised Preferred Options Draft.

7.1 This recent consultation has therefore formed the basis for the Core Strategy Revised Preferred Options Draft which is available from Members' Services.

7.2 The format of the Revised Preferred Options Draft is markedly different from the December 2007 version which contained 20 topic based policies relating to, amongst other things, separate policies dealing with housing, design, employment, bio-diversity, and so on.

7.3 In accordance with Planning Policy Statement 12 "Local Spatial Planning", the theme of shaping Sunderland as a place underlies the format of the Revised Preferred Options Draft. In other words, it seeks to tell the 'story' of where Sunderland has come from and where it will be by 2026 through the delivery of these policies.

7.4 It contains five broad city wide policies that bring together the range of requirements. In summary these relate to :-

- The spatial growth and regeneration of the city and how new development will be distributed;
- Reflecting the RSS by focussing the majority of development in the conurbation of Tyne and Wear whilst supporting the sustainable regeneration and growth of the Coalfields;
- How the council will ensure that development is undertaken in such a way which contributes appropriately to the Core Strategy objectives;
- What will be required of new development in terms of design quality and sustainable construction to ensure that all development is of a high quality, is sympathetic with its surroundings whilst minimising the risk from climate change;
- How the council will manage both waste and minerals in line with the requirements of the RSS.

7.5 The strategic policies are illustrated on a key diagram that shows their geographical relationship.

7.6 The document is rounded off by setting out proposals for the monitoring and the delivery of each policy.

7.7 Five sub-area based policies for Central Sunderland (and the City Centre), Sunderland North, Sunderland South, Washington and the Coalfields have been developed in line with the City Council's Local Area Plans. For each sub-area, it sets out a locally distinctive vision, the key issues and constraints and the

opportunities for potential growth. The respective policies respond to the distinctive issues of each sub-area, for example identifying particular house types which are required in a given sub-area, as informed by the Strategic Housing Market Assessment. These policies look in greater depth at any particular transport proposals affecting the area and identify broad “green corridors” which would contribute to the city’s green infrastructure network.

7.8 A strong correlation to the Sunderland Strategy is retained and those key elements of the emerging Economic Masterplan are included.

7.9 In terms of the overall distribution of development, it is proposed that a hybrid of Approaches D and C is taken forward, as follows : -

	New Housing Net Target to 2026	%	New Employment Allocations (hectares)	%
Central Sunderland	4,828	28	25	23
Sunderland North	1,552	9	0	0
Sunderland South	6,380	37	28	25
Washington	1,035	6	43	39
Coalfield	3,448	20	14	13
Total	17,243	100	110	100

7.10 The above table reflects the City’s net additional housing requirement as set out in RSS (which includes past underperformance). However the RSS requirement of 17,243 net additional new dwellings is based upon a high economic growth scenario but the recent economic downturn has impacted significantly on overall housing delivery across the Region. The effect on Sunderland has been to artificially raise future annual housing targets to a likely unrealistic level with an average of 1,150 net additional dwellings required per year, between now and 2026.

7.11 The Head of Planning and Environment is in discussion with Government Office for the North East and Association of North East Councils to consider more realistic annual targets. This would have the effect of reducing the overall net additional housing requirement for 2026 to 14,450 (an average annual target of 963), which is considered achievable (although still historically high) and more importantly deliverable within the time frame of the plan. This will be a minimum target and any additional requirement for housing land reflecting an even better performance can be dealt with through the Plan, Monitor and Manage process.

7.12 At the time of writing, further guidance from the Planning Advisory Service is expected in mid-February on defining strategic sites which will be used to clarify and support the approach in relation to each of the ten Strategic Sites.

7.13 Accordingly, it is proposed to identify three Strategic Sites, which are considered vital to the regeneration of the City’s economy:-

- Vaux / Farringdon Row – The need to regenerate the city centre is an agreed priority of the Council. A key element in this is the need to “grow” the city centre office market in order to realise the range of city centre offices found in other similar sized cities. The former Vaux Brewery site has been identified as a

Strategic Site where large scale office development (Use Class B1a¹) will be provided as part of a mixed-use proposal along with housing and supporting retail and leisure uses. This is the only site of strategic size in the city centre which provides the opportunity to deliver significant office employment and as such it is vital if the economy of the centre and the wider city is to be realised to its full potential. Similarly, the adjacent Farringdon Row site is capable of accommodating office uses to complement the high density office scheme envisioned at Vaux.

- Holmeside – The development of this site is supported by the Retail Needs Study (2009) which highlights a range of issues that need to be addressed if the city centre is to prosper. A key requirement is the achievement of high-quality comparison retail floorspace. The preferred location for this is the Holmeside Triangle site within the City Centre Retail Core, in a highly accessible location adjacent to the Park Lane Public Transport Interchange. This site provides the opportunity to accommodate a strategic level of modern comparison shopping floorspace along with new convenience food facilities, which are vital if the City Centre is to maintain its vitality and viability.
- Land North of Nissan – By way of background, the then emerging Unitary Development Plan first proposed a strategic employment site to the north of Nissan., but given that both the South Tyneside and Gateshead authorities were proposing similar scale employment developments, it was deemed appropriate to consider the case for releasing a single large scale employment site through the then emerging regional planning framework. This culminated in the RSS's 90 hectare proposal for TyneWear Park in South Tyneside. This was subsequently removed from the final RSS. Introducing this proposed 20 hectare site is now supported by the Employment Land Review (2009), which recommends the need to identify a strategic employment site in the Washington area. In addition, given the Government's recent announcement on the North East's Low Carbon Economic Area which puts Sunderland / Nissan at the geographical heart of this designation., it is considered that this site could provide a suitable location for 3 to 4 large employers associated directly or indirectly with the low carbon technologies and vehicle production.

7.14 With regard to the seven other sites initially identified (at paragraph 6.4), these remain included in policy terms within the Core Strategy, but are not given the same degree of status as the Strategic Sites.

8.0 Sustainability Appraisal and Appropriate Assessment

8.1 The Revised Preferred Options document is supported by a Sustainability Appraisal report as required by the applicable legislation. The Sustainability Appraisal incorporates a Strategic Environmental Assessment of the plan as required by European Directive. An 'Appropriate Assessment' Report of the potential impact of the plan on Natura 2000 sites (these are international designations covering species and ecological habitats), again a legislative requirement, has also been prepared. Copies of these documents are available from Members' Services.

¹ The Use Classes Order (2005) define business uses (B1) into three sub-categories, B1(a) is offices other than financial and professional services, B1(b) is research and development and B1(c) is light industry.

9.0 Next Steps

- 9.1 Following approval by the Council the Core Strategy, (along with its supplementary reports), will be published, advertised and placed on the Sunderland website for consultation. The consultation will cover the statutory minimum period of 6 weeks during April and May 2010 and will be undertaken entirely in accordance with the Council's adopted Statement of Community Involvement.
- 9.2 Subsequent to the close of consultation, responses will be collated and a summary of the main issues emerging prepared for the agreement of Cabinet and Council. The Core Strategy will be amended as necessary to take account of the responses to the consultation and other more up to date information.
- 9.3 The subsequent versions of the Core Strategy will be delivered in accordance with the adopted LDS as outlined at paragraph 4.1.

10.0 Relevant Considerations

10.1 Reason for Decision

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

Authority is sought for the Deputy Chief Executive to agree final amendments to the documentation prior to their publication. This is to acknowledge ongoing discussions with Government Office for the North East regarding the wording of policies relating to the city's net additional housing requirement, gypsies and travellers, strategic development sites and green infrastructure. These discussions are recognised as best practice. It should be noted that consultants have been commissioned to complete further evidence in relation to the viability of securing affordable housing. This is due to be completed in late March.

10.2 Alternatives

All local planning authorities are charged under the Planning and Compulsory Purchase Act 2004 with the preparation of a local development framework, which must include a core strategy. They are also charged with preparing the LDF in accordance with the provisions of an approved Local Development Scheme. Therefore there are no alternatives to preparing the preferred options of the Core Strategy.

10.3 Financial Implications

Costs have arisen from developing the evidence base and will arise from the consultations and subsequent Public Examination of the Core Strategy, funding of which will be met from contingencies.

10.4 Legal Implications

The Core Strategy, Sustainability Appraisal and Appropriate Assessment have been prepared in accordance with the applicable legislation.

10.5 Policy Implications

The Revised Preferred Options set out draft over-arching policies for the guidance of development. Until the Core Strategy is adopted the provisions of the saved policies of the Sunderland Unitary Development Plan and Alteration Number 2 will

remain the statutory land use policies for the City along with the Regional Spatial Strategy. However the draft Core Strategy if approved will become a material consideration in considering planning applications to help ensure that planning decisions are up to date and reflect the aspirations of the City as expressed in the Sunderland Strategy and emerging Economic Masterplan.

10.6 Implications for other Services

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

10.7 The Public

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

Background Papers

Statement of Community Involvement (March 2007)

Local Development Scheme (March 2009)

PPS12 "Local Spatial Planning (June 2008)

Core Strategy Issues and Options (November 2005)

Core Strategy Preferred Options (December 2007)

Core Strategy Alternative Approaches (September 2009)

Results of Consultations on the Core Strategy Alternative Approaches (March 2009)

Core Strategy Revised Preferred Options (March 2010)

Sustainability Appraisal to the Core Strategy Revised Preferred Options (March 2010)

Appropriate Assessment to the Core Strategy Revised Preferred Options (March 2010)

REFERENCE FROM CABINET : 10TH MARCH, 2010

**ST. PETER'S RIVERSIDE AND BONNERSFIELD PLANNING FRAMEWORK –
DRAFT SUPPLEMENTARY PLANNING DOCUMENT**

Report of the Chief Solicitor

1. Purpose of Report

- 1.1 To seek the views of this Committee on a report considered by Cabinet on 10th March, 2010 which sought approval of the draft St. Peter's Riverside and Bonnersfield Planning Framework and accompanying Strategic Environmental Assessment for the purposes of consultation.
- 1.2 Members' views will contribute to the consultation process.

2. Background and Current Position

- 2.1 The Cabinet at its meeting held on 10th March, 2010 gave consideration to a report of the Deputy Chief Executive which sought approval of the draft St. Peter's Riverside and Bonnersfield Planning Framework and accompanying Strategic Environmental Assessment for the purposes of consultation.
- 2.2 Copies of the 10th March, 2010 Cabinet Agenda were circulated to all Members of the Council. Members were requested to note that a copy of the Draft Supplementary Planning Document is available for inspection in Members' Services or alternatively the document can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

3. Conclusion

- 3.1 The report is referred to this Committee for comments. The report is also referred to the Environment and Attractive City Scrutiny Committee for comments. Comments from the Committees will be reported to Cabinet on 14th April, 2010.

4. Recommendation

4.1 The Committee is invited to consider the attached report of the Deputy Chief Executive.

5. Background Papers

5.1 Cabinet Agenda, 10th March, 2010.

5.2 A copy of the Agenda is available for inspection from Chief Solicitor's or can be viewed on-line at:-

<http://www.sunderland.gov.uk/committees/CmisWebPublic/Meeting.aspx?meetingID=1604>

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CABINET MEETING – 10 MARCH 2010

EXECUTIVE SUMMARY SHEET – PART I

Title of Report:

St. Peter's Riverside and Bonnersfield Planning Framework –
Draft Supplementary Planning Document

Author(s):

Deputy Chief Executive

Purpose of Report:

The purpose of this report is to seek Cabinet's approval of the Draft St. Peter's Riverside and Bonnersfield Planning Framework and accompanying Strategic Environmental Assessment for the purposes of consultation.

Description of Decision:

Cabinet is recommended to:

- a) Approve the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document and accompanying Strategic Environmental Assessment for the purposes of consultation.
- b) Approve the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document as planning guidance, pending its finalisation following consultation.

Is the decision consistent with the Budget/Policy Framework?

Yes

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

Suggested reason(s) for Decision:

To initiate a formal process to progress the St. Peter's Riverside and Bonnersfield Planning Framework to adoption by the Council as a Supplementary Planning Document, by carrying out public consultation on its content. This will inform the completion of a planning framework document that will facilitate the further regeneration of the area in a manner that balances the Sunderland Partnership's aspirations for its development with the need to have appropriate regard for the setting of the prospective World Heritage Site of St. Peter's Church and grounds.

Alternative options to be considered and recommended to be rejected:

The alternative option is not to prepare a planning framework. The consequences of this would be a failure to meet the requirement set out in the adopted UDP Alteration No.2 policy ECB5 to prepare a broad framework for each Strategic Location for Change site. In addition, failure to prepare an endorsed framework will reduce the Council's ability to ensure a high quality of development in the Plan area while protecting the setting of the prospective World Heritage Site. The lack of such a planning framework would be detrimental to the Wearmouth-Jarrow Partnership's bid for Inscription of the site on the World Heritage Register.

Is this a "Key Decision" as defined in the Constitution?

Yes

Is it included in the Forward Plan?

Yes

Relevant Scrutiny Committee:

Environment and Attractive City
Planning and Highways

**ST. PETER'S RIVERSIDE AND BONNERSFIELD PLANNING FRAMEWORK
DRAFT SUPPLEMENTARY PLANNING DOCUMENT**

REPORT OF THE DEPUTY CHIEF EXECUTIVE

1.0 Purpose of Report

- 1.1 The purpose of this report is to seek Cabinet's approval of the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document and accompanying Strategic Environmental Assessment for the purposes of consultation.

2.0 Description of Decision

- 2.1 Cabinet is recommended to:
- a) Approve the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document and accompanying Strategic Environmental Assessment for the purposes of consultation.
 - b) Approve the Draft St. Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document as planning guidance, pending its finalisation following consultation.

3.0 Background

- 3.1 Alteration Number 2 to the Unitary Development Plan (UDP) was adopted by the City Council in September 2007. It establishes planning policy for Central Sunderland including the designation of a number of 'Strategic Locations for Change'. These include one, defined in Policy NA3B.1, on the north bank of the River Wear at the Bonnersfield and St. Peter's riverside. This Strategic Location for Change is indicated on the plan in Appendix 1 to this report.
- 3.2 Policy EC5B of UDP Alteration No.2 requires the preparation of a broad framework document for each of the Strategic Locations for Change sites identified in that Plan. The framework is required to set out key principles to be taken into account by developers in preparing detailed masterplans for development.
- 3.3 At its meeting on 12 March 2008 Cabinet approved proposed procurement arrangements for consultancy services for the preparation of a planning framework for the St Peter's Riverside and Bonnersfield Strategic Location for Change and delegated the appointment of the consultant to the then Director of Development and Regeneration.

3.4 Following a competitive tendering process, Nathaniel Lichfield and Partners were commissioned in September 2008 to prepare the St Peter's Riverside and Bonnersfield Planning Framework Supplementary Planning Document

4.0 Current Position

4.1 A draft Planning Framework has been prepared by the appointed consultants for the purposes of consultation. The area affected by the St Peter's Riverside and Bonnersfield Planning Framework is also indicated on the plan attached as Appendix 1. It will be noted that the Plan area is larger than the defined Strategic Location for Change. The reason for this is explained in Paragraph 4.6 below.

4.2 The Planning Framework must have regard to the provisions of relevant adopted national, regional and local planning policies; these are outlined in the draft Planning Framework. The purpose of the Framework is to supplement existing adopted planning policy and provide further guidance. Arguably the main local, area-specific, planning policies affecting the Plan area are UDP Alteration No.2 Policies NA3B.1 and NA 28.A.

4.3 Policy NA3B.1 indicates that the City Council will support mixed-use development at St Peter's riverside and Bonnersfield. The Policy indicates required, acceptable and unacceptable land uses as follows:

REQUIRED

- C3 Housing
- D1 Non-residential institutions (restricted to non-residential education and training centres only)

ACCEPTABLE

- D2 Assembly and Leisure
- B1 Business (with no permitted change to B8)
- A1 Retail (a total floorspace of up to 250m² in small scale, individual retail units of up to 50m² to serve the day-to-day needs of local residents and workers).
- A3 Restaurants and cafes (a total floorspace of up to 725m² in small scale units to serve the day-to-day needs of local residents and workers).
- C3 Housing (student accommodation)

UNACCEPTABLE

- B2 General Industry
- B8 Storage and Distribution.

Proposals for land uses not referred to in Policy NA3B.1 will be considered on their individual merits having regard to other policies of the UDP.

- 4.4 The Policy also emphasises the importance of high quality design and the need for environmental and access improvements. In this regard there is a particular emphasis on the sympathetic design of new development in relation to the candidate World Heritage Site, stating that it must enhance and not detract from its character, setting and views of it from the surrounding area.
- 4.5 Policy NA28.A concerns the candidate World Heritage Site (cWHS) of St Peter's Church and grounds and re-emphasises the above design principles stating that:
- "There will be a presumption against development which would adversely affect the character and appearance of the cWHS and its 'setting' as defined on the Proposals Map. Development proposals will be required to demonstrate that full account has been taken of their impact on views to and from the cWHS and, where necessary, to propose a suitable programme of mitigation as part of the planning application".*
- 4.6 The boundary of the Plan area corresponds to that of the "buffer zone" of the St Peter's cWHS. This includes the 'setting' defined on the Proposals Map in UDP Alteration No.2 and an additional area adjoining it to the north of Dame Dorothy Street which is included in the draft Wearmouth-Jarrow cWHS Management Plan. The additional area is not protected by UDP Alteration No.2 policy NA28.A but it is protected by policy B10, a saved policy of the UDP adopted by the City Council in 1998. The latter policy protects the setting of listed buildings. The cWHS buffer zone, and hence the Planning Framework area, includes land on both sides of the River Wear although most of the buffer zone is north of the river. Consequently as the St Peter's Riverside and Bonnersfield Strategic Location for Change lies fully within the cWHS buffer zone and is affected by the provisions of policy NA28.A, it is appropriate that, in considering the detailed impact of this policy, it is considered for the buffer zone as a whole.
- 4.7 Bonnersfield and St Peter's Riverside are affected by major current and future development proposals. At Bonnersfield there is a current planning application for a major mixed-use development while at St Peter's the University of Sunderland is developing its Masterplan for the future development of its campus there. On the south side of the river there are a number of smaller 'infill' development sites. The successful development of all of these sites is important for the City and its future economic well-being. Meanwhile the City Council, as part of the Wearmouth-Jarrow Partnership is striving to secure World Heritage Status for the St Peter's Church site and the City's intention to protect and enhance this site is expressed in its adopted planning policies mentioned above. Clearly it is important that the appropriate balance is struck between both of these important objectives.
- 4.8 In the course of preparing the draft Planning Framework a visual analysis has been carried out of heritage assets, particularly the cWHS as well as important townscape views. This has been done in the context of examining options for the development of the University Campus at St Peter's, in consultation with

the University, as well as against the development proposal for Bonnersfield that is the subject of a current planning application. As a consequence the draft Planning Framework sets key principles and parameters to guide the future redevelopment of the area, which must be reflected by a developer in the preparation of a comprehensive masterplan for the site and subsequent planning applications. The draft Framework is accompanied by a Strategic Environmental Assessment and copies of both these documents are available in the Members' library.

5.0 Next Steps

- 5.1 In order to facilitate the adoption of a Planning Framework for the St Peter's and Bonnersfield Riverside area the provisions of the Town and Country Planning (Local Development) (England) Regulations 2004 require a period of formal public consultation. Therefore it is proposed that the Framework be the subject of a formal six-week consultation process to ensure that those with an interest have an opportunity to comment on the content of the document.
- 5.2 Following the consultation period amendments will be made to the Framework as appropriate in response to comments received. The amended Framework will then be submitted to Cabinet for approval as a Supplementary Planning Document which, if approved by Cabinet, would be used by developers as a basis for preparing detailed proposals for the area and would also be afforded weight as a material consideration by the Council when determining future planning applications.

6.0 Reasons for Decision

- 6.1 To initiate a formal process to progress the St. Peter's Riverside and Bonnersfield Planning Framework to adoption by the Council as a Supplementary Planning Document, by carrying out public consultation on its content. This will inform the completion of a planning framework document that will facilitate the further regeneration of the area in a manner that balances the Sunderland Partnership's aspirations for its development with the need to have appropriate regard for the setting of the prospective World Heritage Site of St. Peter's Church and grounds.

7.0 Alternative Options

- 7.1 The alternative option is not to prepare a planning framework. The consequences of this would be a failure to meet the requirement set out in the adopted UDP Alteration No.2 policy ECB5 to prepare a broad framework for each Strategic Location for Change site. In addition, failure to prepare an endorsed framework will reduce the Council's ability to ensure a high quality of development in the Plan area while protecting the setting of the prospective World Heritage Site. The lack of such a planning framework would be detrimental to the Wearmouth-Jarrow Partnership's bid for Inscription of the site on the World Heritage Register.

8.0 Relevant Considerations

8.1 a) Financial Implications - With the exception of the costs associated with the consultation process, the Framework will not involve any direct costs to the Council. The consultation costs can be met from existing revenue budgets.

b) Policy Implications - The document has been prepared to meet the requirements of UDP Alteration No. 2 policy EC5B. As an approved Supplementary Planning Document it would be a material consideration in determining planning applications for development within the Plan area.

9.0 Background Papers

- The Unitary Development Plan (Adopted Plan) 1998
- UDP Alteration No.2
- St Peter's Riverside and Bonnersfield Planning Framework Draft Supplementary Planning Document and Strategic Environmental Assessment.

Appendix 1: St Peter's Riverside and Bonnersfield – Strategic Location for Change and Planning Framework boundaries

