

CABINET – 11 MARCH 2009

EXECUTIVE SUMMARY SHEET – PART I

Title of Report:

SUNDERLAND CITY COUNCIL STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA) 2009-2024

Author:

Director of Development and Regeneration

Purpose of Report: The purpose of this report is to inform the Cabinet of the preparation and outcome of the Strategic Housing Land Availability Assessment (SHLAA) for the city and to seek its approval for its use in developing the Local Development Framework.

Description of Decision:

Cabinet is requested to:

- i) Agree and endorse the Strategic Housing Land Availability Assessment;
- ii) Delegate authority to the Director of Development and Regeneration, in consultation with the portfolio holder for Planning and Transportation to finalise the Strategic Housing Land Availability Assessment report, including where necessary any required non-substantive amendments;
- (iii) Authorise officers to make appropriate arrangements for submitting the Strategic Housing Land Availability Assessment report to Government Office for the North East acting on behalf of the Secretary of State for Communities and Local Government.

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 comply with the requirement to prepare a Strategic Housing Land Availability Assessment report as set out in Planning Policy Statement 3 Housing (PPS3).

Alternative options to be considered and recommended to be rejected:

Under PPS3 the Council is required to produce a SHLAA to inform the evidence base of the emerging Local Development Framework, consequently no alternative options can be recommended.

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

Yes

Is it included in the Forward Plan?

Yes

Relevant Review Committee:

Environmental and Planning

Planning and Highways Committee

**SUNDERLAND CITY COUNCIL STRATEGIC HOUSING LAND
AVAILABILITY ASSESSMENT 2009-2024**

REPORT OF THE DIRECTOR OF DEVELOPMENT AND REGENERATION

1.0 Purpose of Report

1.1 The purpose of this report is to inform the Cabinet of the preparation and outcome of the Strategic Housing Land Availability Assessment for the city and to seek its approval for its use in developing the Local Development Framework.

2.0 Description of Decision

2.1 Cabinet is requested to:

- i) Agree and endorse the Strategic Housing Land Availability Assessment;
- ii) Delegate authority to the Director of Development and Regeneration, in consultation with the portfolio holder for Planning and Transportation to finalise the Strategic Housing Land Availability Assessment report, including where necessary any required non-substantive amendments;
- iii) Authorise officers to make appropriate arrangements for submitting the Strategic Housing Land Availability Assessment report to Government Office for the North East acting on behalf of the Secretary of State for Communities and Local Government.

3.0 Background and current position

3.1 A top priority for Government is to ensure that land availability is not a constraint on the delivery of new homes and that a more responsive approach is taken to land supply at a local level. As such PPS3 Housing (2006) requires all local planning authorities to:

- identify specific, deliverable sites for the first five years of a development plan; (to be deliverable a site must be available, suitable and achievable).
- identify specific, developable sites for years 6-10 and ideally years 11-15 ; (to be developable a site should be in a suitable location and there should be a reasonable prospect that the site is available for housing and could be developed at the point envisaged).
- indicate broad locations for future growth for years 11-15 if specific sites cannot be identified.

3.2 The supply of land is demonstrated through the production of a Strategic Housing Land Availability Assessment (SHLAA), which assesses sites for their housing potential and when they could be developed by. The SHLAA is not a policy document that formally determines whether a site should be allocated or developed for housing purposes.

3.3 The primary role of the SHLAA will be to inform both the Core Strategy and the Allocations Development Plan Document of the city's Local Development Framework (LDF). It is the role of the LDF to determine which specific sites are to be allocated for housing purposes to best meet

the objectives of the council. Preparation of all LDF documents will be subject to thorough public consultation in accordance with the adopted Statement of Community Involvement.

- 3.4 In addition to considering the long term potential of housing land local authorities are also required to demonstrate that they have a supply of deliverable land for housing for the next five years in line with PPS3. Cabinet may recall the approval of the city's five year land supply report in March 2008 to cover the period 2008 -2013. The SHLAA contains a roll forward of the five year land supply to 2009-2014.
- 3.5 The requirements of a SHLAA are set out in PPS3 and CLG Strategic Housing Land Availability Assessments Practice Guidance. The key requirements of the SHLAA as set out in the guidance are:
- A list of sites, cross-referenced to maps showing locations and boundaries;
 - Assessment of the deliverability and developability of each identified site to determine when an identified site is realistically expected to be developed;
 - Potential quantity of housing that could be delivered on each identified site;
 - Constraints on the delivery of identified sites and recommendations on how and when these constraints could be overcome.
- 3.6 Under the terms of the Housing and Planning Delivery Grant (HPDG) process, completion of the SHLAA by 31 March 2009 that demonstrates both a five and fifteen year potential housing supply will qualify for an enhanced HPDG reward. The City Council was successful in receiving £72,398 for completion of a five year land supply report in 2008.
- 3.7 In the event that a five year supply cannot be met the local planning authority may have to consider favourably planning applications for housing. Without a SHLAA evidence base the LDF could be proved to be unsound and as such it could be struck down (which was one of the factors that lead to the withdrawal of Newcastle City Council's Core Strategy in November 2008).
- 3.8 Copies of the draft SHLAA have been placed in the Members' Room.

4.0 The city's housing requirements

- 4.1 The adopted Regional Spatial Strategy (RSS, July 2008), sets an overall target of 14,960 net dwellings for Sunderland between 2004-2021, (an average of 880 net dwellings per annum). For subsequent years it states that local authorities should assume the average annual rate that RSS sets for the 2004 -2021 period (i.e 880 dwellings (net) per year for Sunderland).
- 4.2 Whilst prior to the economic downturn Sunderland has delivered high numbers of new house building, the restructuring of the housing stock principally by Gentoo, meant that high numbers of housing demolitions have also taken place, which has resulted in a low number of net housing additions. Consequently, Sunderland has not met the existing net additional housing targets in the RSS for 2004-2009. In numerical terms,

this level of perceived underperformance has to be taken into account in calculating the future requirement.

- 4.3 The SHLAA start date is from 1 April 2009 and as such the 15 year period runs from 2009 – 2024. Table 1 details Sunderland’s housing requirement for this 15 year period, taking into account past performance.

**Table 1
Sunderland’s housing requirements for 15 year period from 2009/2010 to 2023/2024**

	2009/10 – 2013/14 (years 1-5)	2014/15 – 2018/19 (years 6-10)	2019/20 – 2023/24 (years 11-15)	Total (years 1-15)
RSS requirement	4220	5090	4780	14090
Performance adjustment*	775	775	775	2325
Total housing requirement	4995	5865	5555	16415

*2004-2009 RSS shortfall averaged out over 15 yr period (155 a yr - provisional until final figures known in April 2009)

5.0 Identifying sites and determining their deliverability

- 5.1 To ensure a common framework for SHLAAs in the North East Region and to ensure a reasonable degree of consistency across the Region in the way data is collated and recorded a SHLAA Regional Implementation Guide has been published by the North East Assembly (NEA), which reflects the core outputs of Communities and Local Government (CLG) good practice guidance.
- 5.2 A sub-regional key stakeholder partnership for Tyne and Wear was set up, which resulted in a concept paper (July 08), to assist in the production of SHLAAs within Tyne and Wear. From this partnership a core sub-regional SHLAA key stakeholder panel was formed to ensure the concept paper was implemented. The panel comprised lead local authority officers, representatives from Registered Social Landlords, the Royal Institute of Chartered Surveyors, Home Builders Federation and a planning consultant. This panel allowed regular discussions and consultations with Tyne and Wear authorities when working on their SHLAAs.
- 5.3 A range of sites were considered for assessment within the SHLAA, including sites with planning permission, sites within the Unitary Development Plan (UDP) and Interim Strategy for Housing Land (ISHL) as well as sites suggested through consultation on the Housing Allocation DPD and sites put forward by developers and landowners through formal calls for sites. For transparency, these sites were received without prejudice (taking into account present planning policy constraints and prior planning decisions. In all some 315 sites were considered.
- 5.4 In accordance with the agreed SHLAA methodology certain sites with strong development constraints have been excluded from the assessment at the outset, such as those within a Site of Special Scientific Interest (SSSI) and flood risk Zone 3B (the functional floodplain).

However, existing policies, such as employment allocations and open space, which are designed to constrain development, have not narrowed the scope of the assessment, as this allows the best possible position when it comes to decide the strategy for delivering housing objectives. The outcome of the employment land study and the open space assessment will determine whether these sites are required for employment or open space purposes, which will result in their deletion, retention, or even addition to the SHLAA.

- 5.5 To assess whether sites are deliverable or developable, consultations have been held with a range of experienced and expert participants from both within and outside the council to ensure that information gathered is accurate in order to gain a true perspective on the deliverability of sites.
- 5.6 In addition to the above, an external workshop was held jointly with South Tyneside Council at the Stadium of Light on 21 January 2009 where key stakeholders and those who expressed an interest in land within the city were invited to attend a “drop - in” event to make any additional comments and provide any further information on the deliverability of all sites.
- 5.7 Information was also placed on the City Council’s website and members of the public were given the opportunity to submit comments on the deliverability of sites. Individual letters of consultation were also sent to those who had raised concerns on particular sites at the consultation stage of the Housing Allocations Development Plan Document inviting them to submit comments on the deliverability of sites, of which 3 responses were received.
- 5.8 Following these exercises a meeting was held with the sub-regional SHLAA Key Stakeholder Panel to consider and come to conclusions on sites and determine whether they should be included within the SHLAA.

6.0 Results

- 6.1 Table 2 details the results of the SHLAA assessments, giving an indication of the total number of potential deliverable and developable dwellings within the next 15 years. The split between greenfield and brownfield sites is also indicated.

Table 2
SHLAA results

2009/10 - 2013/14 Years 1-5 Deliverable dwellings	2014/15 - 2018/19 Years 6-10 Developable dwellings	2019/20 - 2023/24 Years 11-15 Developable dwellings	Total dwellings Years 1-15	Brownfield %	Greenfield %
7314*	5586	4350	17250	74	26

*Total includes 225 dwellings to be provided on deliverable small sites (under 10 dwellings) which have planning permission.

- 6.2 When comparing tables 1 and 2 it is clear that not only does the SHLAA identify enough sites to meet the city’s overall 15 year housing requirement, but more importantly it identifies more than enough sites to meet the requirement for a deliverable 5-year land supply.

- 6.3 As the SHLAA has identified more than required for years 1-5, this will ensure the city has a rolling supply of deliverable housing sites, which will result in the most suitable sites being brought forward first through the LDF process. The identified sites for years 6-10 and 11-15 fall slightly short on meeting the requirements exactly, however it is the overall numbers and the deliverable sites within years 1-5 which are the most important, as these are the sites which have no constraints to their development and have been identified as being suitable for housing purposes. It is expected that over time sites within years 6-10 and 11-15 will overcome their constraints and come forward to ensure a continuous supply of deliverable and developable sites.
- 6.4 What is also clear from table 2 is the majority of sites identified within the SHLAA make use of land which has been previously developed, (brownfield land) and only a small percentage are identified on sites which are greenfield. It is the role of the LDF to take forward these sites and ensure that (in most instances) when allocating housing sites, brownfield has priority over greenfield.

7.0 Next steps

- 7.1 This supply of land will be managed to ensure that a continuous five year supply of deliverable sites is maintained by monitoring the take-up on an annual basis. New sites that have not been previously identified may well come forward in the meantime and will be taken into consideration in the monitoring process and subsequent revisions of the SHLAA.
- 7.2 The monitoring of the supply of deliverable sites will be linked to the City Council's Annual Monitoring Report review process, where the development status of the sites identified will be recorded along with the progress which has been made on removing constraints to development.

8.0 Reason for decision

- 8.1 To comply with the requirement to prepare a Strategic Housing Land Availability Assessment report as set out in Planning Policy Statement 3 Housing (PPS3).

9.0 Alternative options

- 9.1 Under PPS3 the Council is required to produce a SHLAA to inform the evidence base of the emerging Local Development Framework, consequently no alternative options can be recommended.

10.0 Relevant consultations/ considerations

- a) **Financial Implications** – Other than the costs associated with document production and printing there are no direct costs arising from the SHLAA.
- b) **Legal Implications** – The SHLAA has been prepared in accordance with the appropriate Government guidance.
- c) **Policy Implications** - The SHLAA will provide a sound evidence base to allow Local Development Framework policies to be formed.

11.0 Background Papers

Planning Policy Statement 3 – Housing (PPS3)
Strategic Housing Land Availability Assessments Practice Guidance
(CLG)
North East England Strategic Housing Land Availability Assessment:
Regional Implementation Guide
Sub-Regional Addendum Concept Paper and Supplementary Guidance.
Sunderland City Council Strategic Housing Land Availability Assessment
(SHLAA) 2009-2024

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