

DRAFT CORE STRATEGY AND DEVELOPMENT PLAN

REPORT OF THE CHIEF OPERATING OFFICER - PLACE

1. Purpose of the Report

- 1.1 The purpose of this report is to consult with and get feedback from the Economic Prosperity Scrutiny Committee on the draft *Core Strategy and Development Plan*

2. Introduction/Background

- 2.1 The Sunderland Local Plan aims to establish a policy framework that guides and shapes development. It will set the parameters for this to be achieved, and to encourage and support development in coming forward. It will ensure that Sunderland is a city that is open for business and growth, providing jobs and prosperity for local people, delivering housing to meet the needs of all of our communities, and tackling deprivation within the city. A link to the Plan is available below and a full copy of the Plan is available in the Members Room.
- 2.2 Sunderland's Local Plan is being prepared in three parts;
- Part One - Core Strategy and Development Plan which will set out an overarching strategy for future change and growth in the city and includes detailed development management policies and strategic allocations and designations.
 - Part Two – Allocations and Designation Plan which will set out site-specific policies for the development, protection and conservation of land in the city,
 - Part 3 - International Advance Manufacturing Park (IAMP) Area Action Plan (AAP), which will set out site specific policies for the land to the north of the Nissan Plant. The Council is working jointly with South Tyneside Council on this plan. This plan is currently going through an Examination in Public.
- 2.3 Local Plans must be prepared in accordance with the Duty to Cooperate and legal and procedural requirements as set out in the Localism Act 2011 (covering the Duty to Cooperate and Neighbourhood Planning), the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. The Plan must also be considered to be a sound Plan which means it has been positively prepared and seeks to meet the objectively assessed needs for development and infrastructure requirements, is justified, is the most appropriate strategy, is effective and is consistent with national policy.
- 2.4 National policy is set out in the National Planning Policy Framework (NPPF). Paragraph 154 of the NPPF states that Local Plans should be aspirational but realistic. They should address the spatial implications of economic, social and environmental change. Paragraph 156 states that Local Plans should include strategic policies to deliver the following:
- the homes and jobs needed in the area;
 - the provision of retail, leisure and other commercial development;
 - the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management;
 - the provision of minerals and energy (including heat);

- the provision of health, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

Preparation of the Core Strategy and Development Plan

- 3.1 Sunderland has been preparing its CSDP for a number of years and the first formal Regulation 18 stage on Plan making began with consultation on Issues and Options between November 2005 and February 2006. The Preferred Options Draft was consulted upon between December 2007 and February 2008 and a revised Preferred Option Draft was consulted on in April 2013.
- 3.2 Due to significant regulatory and policy changes the council decided to progress with a Core Strategy and Development Plan which would cover the period 2015 to 2033. The council undertook a growth options consultation in spring 2016, to consult on what the preferred growth strategy was for the council.
- 3.3 The council received 92 submissions to the Growth Options consultation. In summary;
 - The majority of residents and local groups supported the medium growth option. Where support for no development or low growth options were expressed, matters of capacity of existing infrastructure and erosion of the Green Belt and its purposes were raised as concerns.
 - *Statutory Stakeholders*: Statutory stakeholders have reserved the right to make further comment until more detail is released and the impact of site specific considerations could be considered fully.
 - *Neighbouring Local Authorities*: implied that the lower growth option would be more acceptable.
 - Developers and parties with land interests expressed preference for the higher growth option.
- 3.4 A feedback report has been published which summaries the issues raised. Officers have taken all responses into consideration and these have informed the CSDP Draft Plan (July 2017). The council paused preparing the draft CSDP to take into account the implications of the Housing White Paper published March 2017.

Evidence

- 3.6 The NPPF requires development plan policies to be based on up-to-date and relevant evidence. The Local Plan evidence base is comprised of documents that have informed past stages of the draft CSDP and new evidence which has helped identify our objectively assessed needs. All of these documents have been consulted on as part of the consultation process.
- 3.7 In addition, the draft CSDP has been subject to a number of statutory impact assessments, including Sustainability Appraisal (incorporating Strategic Environmental Assessment), Habitats Regulations Assessment, Equalities Impact Assessment and Health Impact Assessment.

Duty to Cooperate

- 3.8 The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on Authorities

and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters. It is not a duty to agree, but authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination. The council continues to work closely with its neighbours to address strategic planning issues.

4. Content of Draft Plan

- 4.1 The CSDP sets out an overarching strategy and policies to ensure that Sunderland's future needs are met. The CSDP will ensure that new growth is delivered in the most sustainable way, ensuring that the development of new homes is matched by the provision of opportunities for new employment, accessible local services and a high quality environment.
- 4.2 The CSDP sets out how new development, growth and investment in Sunderland will be distributed to 2033 and beyond. It identifies locations where development should take place in order to create sustainable neighbourhoods and includes topic policies to ensure:
- ***We provide sufficient homes of all types, sizes and tenures to meet the needs of its existing and future communities*** – Housing provision is a fundamental element of the plan. Sunderland's population is expected to increase to 286,000¹ by 2033. Historic trends and the Strategic Housing Market Assessment (SHMA) demonstrate an outward migration of working age population from the city partly due to a lack of appropriate housing choice, which has left a legacy of inward commuting from neighbouring authorities to places of work in Sunderland. The plan seeks to stem outward migration through provision of new housing to meet the needs and aspirations of existing and future residents, creating sustainable neighbourhoods in which residents want to live and work. Policies in the CSDP will ensure that a balance of good quality housing types, sizes and tenures can be delivered in sustainable locations across the city. The approach will focus on existing housing stock and opportunities for renewal; new housing development and land availability to deliver new housing choice; identification of affordable housing requirements and tenure split; and provision for specific communities including student accommodation and the provision for Travelling Showpeople, Gypsies and Travellers.

The CSDP will ensure that there are sufficient homes to meet our communities' needs now and in the future. The NPPF requires that local planning authorities identify objectively assessed housing need, which is the level of development required to meet the projected increases of population and household growth, allowing for economic growth (growth in jobs), and adjusted to reflect market signals, impact of past delivery and affordability issues. The objectively assessed housing need for Sunderland is the provision of an additional 13,824 new dwellings (an average of 768 dwellings per annum) by 2033.

Delivering the city's housing need must however be considered within the context of deliverability, sustainable development, justifiable constraints and housing land supply. With this in mind the council have reviewed and updated its Strategic Housing Land Availability Assessment (SHLAA). This review has identified that the city can accommodate up to 10,791 new homes. 3,235 are in the Coalfields, 4,795 in South Sunderland, 884 in Central Sunderland, 1,160 in North Sunderland, and

¹ ONS Sub-national Population Projections 2014 based

884 in Washington. As such, it is not possible to deliver the city's full housing needs within the existing urban area and a shortfall of 1,357 exists. The council has worked proactively to identify additional land which could meet the shortfall. A review of all employment land has been undertaken to identify if any land is surplus. Any sites identified for de-allocation have been considered for potential residential use. In addition, the council undertook a comprehensive review of its Settlement Breaks and recommended the retention of the majority of Settlement Breaks that currently exist, however, a substantial amount of land will be de-allocation, most notably at South Sunderland Growth Area for 1,064 homes. Further investigative work has been carried out by reviewing the Allocations in the UDP, reviewing the city's White Land, and reviewing the city Greenspace Audit and Report.

The CSDP has sought to maximise the level of housing delivery within the built-up area of the city, however, it is not possible to achieve the levels of new housing development which would be required to meet this need within the existing urban area. The Plan therefore needs to identify land to accommodate a minimum of 1,500 new homes in the Green Belt. In order to deliver this scale of growth a comprehensive Green Belt Review has been undertaken to assess the most appropriate and sustainable locations for land to be removed from the Green Belt. The Report has been prepared in three stages;

- Stage 1 assessed all land against the purposes of the Green Belt and concluded that just over two thirds (67%) of the Green Belt should be retained without further examination as it is fundamental.
- Stage 2 assessed the parcel of land against Category 1 constraints to determine suitability. In addition, the assessment looked at all parcel of land submitted by developers.
- Stage 3 – Site Selection assessed parcel of land against a robust methodology to determine if it was suitable, sustainable, deliverable and achievable for housing development. This methodology was consulted on in September 2016.

The Green Belt and Site Selection Assessment identified 15 sites which it is considered are appropriate for residential development, covering a total area of 104.8 hectares, which would result in the loss of less than 3% of the city's overall Green Belt. The following sites are allocated in the draft CSDP as Housing Release Sites and would deliver approximately 1,500 new homes.

- North of Mount Lane, Springwell Village (3.2ha) – Approx. 48 dwellings;
- Peareth Hall Farm and Gospel Hall Trust Meeting Houses, Springwell Village (3.7ha) – Approx. 40 dwellings;
- Stoney Lane, Springwell (4.2ha) – Approx. 54 dwellings;
- George Washington Hotel Golf Course (Pitch and Putt), Usworth (3.6ha) – Approx. 40 dwellings;
- West of Waterloo Road, Usworth (10.9ha) – Approx. 205 dwellings;
- Land at James Steel Park, Fatfield (5.2ha) – Approx. 32 dwellings;
- Southern Area Playing Fields, Rickleton (18.7ha) – Approx. 202 dwellings;
- Land at Glebe House Farm, Staithes Road, Pattinson (2.2ha) – Approx. 41 dwellings;
- Land north and west of Ferryboat Lane, North Hylton (8ha) – Approx. 135 dwellings;
- Land at Newcastle Road, Fulwell (4.3ha) – Approx. 82 dwellings;
- Land at West Park, Middle Herrington (7ha) – Approx. 70 dwellings;
- Land adjacent to Herrington Country Park, Penshaw (23.9ha) – Approx. 400 dwellings;

- New Herrington Workingmen's Club, Houghton-le-Spring (1.6ha) – Approx. 17 dwellings;
- Land to the east of The Granaries, Offerton (0.9ha) – Approx. 10 dwellings; and
- Redevelopment of Philadelphia Complex (8.3ha) – Approx. 170 dwellings.

Local Plans must also identify a supply of sites which are deliverable to meet the needs for Gypsies, Travellers and Travelling Showpeople for the first five years of the Plan period, and broad locations for need after that. In order to understand the future need for Travelling Showpeople plots and Gypsy and Traveller pitches within the city over the plan period, the council has undertaken a Gypsy and Traveller and Travelling Showpeople Accommodation Assessment Update (2017). The assessment concluded that provision should be made for 33 plots over the plan period broken down into the following time periods:

	Total Need
Plot shortfall year 1-3 (2015/16-2017/18)	6
Plot requirements years 4-9 (2018/19- 2022/23)	9
Plot requirements years 10-18 (2023/24- 2032/33)	18
Total requirement plan period (2015/16-2032/33)	33

In terms of requirements for Gypsy and Travellers, the assessment indicated that within the city there have been a number of unauthorised encampments and people stopping off as part of a longer journey. As such the assessment indicates a need for transit/stop-over provision within the city to accommodate 5 pitches, rather than a permanent site.

In order to accommodate this need a city-wide search was undertaken to identify appropriate locations for both Travelling Showpeople and Gypsy and Travellers in-line with criteria set out within the Planning Policy for Travellers and Travelling Showpeople (DCLG 2015). Overall 117 city-wide sites were assessed. The assessment has identified two preferred allocated sites to accommodate the Travelling Showpeople on an area of open space to the rear of Pearson's Industrial Estate in Hetton-le-Hole and the council depot at Market Place Industrial Estate, which is due for closure within the next 2 years. These sites can accommodate a mix of plot sizes and can meet the short term needs of 15 plots. Broad locations for growth have also been identified in this area to accommodate the remaining 18 plots.

The CSDP identifies three potential sites to be allocated to accommodate the stop-over site for gypsy and travellers, however due to the low numbers of need only one site will be required. The options are:

- Hendon Road East, on the perimeter of the industrial estate;
- Within Leechmere Industrial estate, off Sandmere Road and;
- On the site of an existing car park at Hetton Lyons ponds.

The stop-over site is not for permanent residence, it will be restricted to a maximum stay of 7 days. Residents will be prohibited from returning to the site within a three month period. The site will be gated and a nightly tariff will be in place for those wanting to stay.

- ***We deliver a thriving economy and economic prosperity*** - The council is committed to bringing economic prosperity into the city in order to attract inward investment and help existing businesses thrive. Sustainable economic growth is essential to maintaining and enhancing the overall prosperity of residents in

Sunderland. A healthy economy is a fundamental factor in shaping our society by improving the quality of life and prosperity of residents. The council's 2016 Employment Land Review (ELR)² and associated Post EU Referendum forecasting addendum (2017)³ have been prepared to identify the need for general employment land over the plan period up to 2033. The ELR indicates that there will be a requirement for between 95 and 115 hectares of general employment land over the plan period to meet identified needs. This does not include the land required for the IAMP, which is in addition to the general employment needs identified through the ELR and is being brought forward separately through the IAMP Area Action Plan (AAP). Whilst in quantitative terms, the city has a sufficient supply of employment land available to meet identified needs, based on the current employment allocations identified through the Unitary Development Plan, the ELR indicates that this is not necessarily within the most attractive commercial locations, with a significant oversupply identified within the Sunderland South subarea and an undersupply identified within the Washington subarea.

- ***We encourage investment in our Urban Core and centres-*** The Urban Core and other town, district and local centres within Sunderland are an important aspect of the local economy, providing shops, services, and leisure and community facilities to serve our local communities. The CSDP will ensure that our centres are healthy and sustainable places that bolster community resilience, and that their character is protected and enhanced through sensitive development and environmental improvements that create safe, attractive streets and spaces.
- ***We protect, conserve and enhance our environment -*** The CSDP seeks a positive and proactive approach to the environment in Sunderland, with the emphasis on achieving quality places that are attractive and sustainable, and which contribute to quality of life, community wellbeing and local character. The CSDP seeks to meet these strategic priorities and sets out policies relating to the built, natural and historic environment, and environmental amenity. It focuses on protecting and enhancing the Plan area's environmental assets, whilst allowing development in areas where potential environmental harm is minimal or can be adequately mitigated.
- ***We adapt and mitigate climate change -*** The CSDP seeks to address and mitigate climate change by supporting the development of decentralised, renewable and low carbon energy; reducing the risk and impact of flooding and requiring new development to incorporate sustainable resource management
- ***We promote sustainable travel and seek to improve local transport infrastructure*** –enhancing accessibility by sustainable transport modes to local services and centres, key facilities such as hospitals and schools, and to main employment sites is a key issue addressed by the CSDP including supporting the development of new strategic road infrastructure and the expansion of the Metro system.
- ***We plan for healthy communities*** - A strategic aim of the council is to tackle unhealthy lifestyles including unhealthy eating and obesity. One of the ways in which planning can have the greatest impact on health, is the restriction of new hot food takeaways. This policy approach is one component in the wider Strategy for tackling unhealthy lifestyles and obesity across Sunderland.

² Sunderland Employment Land Review (9 March 2016)

³ Employment Land Review Post EU Referendum Forecasting Analysis (20 February 2017)

- ***We plan for infrastructure*** – Sunderland’s future housing growth, economic development and environmental sustainability cannot be achieved without a wide array of physical and service infrastructure including mobility and connectivity, health and wellbeing, skills and education. The council will keep these documents under review to measure progress. It should be noted that the IDP principally identifies high level strategic infrastructure and does not include site specific infrastructure requirements, which will be dealt with through individual planning applications.

5. Engagement and Consultation

- 5.1 The CSDP was approved for consultation by the Council’s Cabinet in July 2017. Following Cabinet approval and prior to the public consultation starting, Council Officers held a number of Member Workshops where details of the CSDP were presented to Members and comments and questions welcomed. A session was also held with the Area based officers to inform them of the details of the CSDP and the proposed consultation.
- 5.2 As with previous consultation on the Local Plan, the council has publicised awareness of the consultation in the following ways:-
- Early notification emails to statutory and other consultees, including those registered on the consultation database;
 - Sending a leaflet to all households and businesses in the city;
 - Formal consultation letters and emails at the start of the consultation period;
 - Articles in free magazines circulated to every household.
 - Use of social media to raise awareness about the start of the consultation –and in advance of consultation events;
 - Clear links on the front page of the council’s website;
 - Promotion through voluntary and community sector partners.
 - Summary document available and distributed to council offices/information points;
 - Hosting events and briefing sessions, with effective use of exhibitions/displays and materials;
 - Attending Scrutiny committee and host Member briefing sessions.
 - Using existing forums to communicate the consultation - key messages and dates of events (e.g. VCS / Equality forums)

6. Next steps

- 6.1 Following the consultation on the draft CSDP and the consideration of the representations received (including those recorded at scrutiny), a final version of the Plan will be published. The ‘Publication’ version will be available for a statutory six weeks consultation in late 2017. The council, will then submit the ‘Publication version’, all representation received and supporting evidence to the Secretary of State for independent examination. An independent Inspector will be appointed by the Secretary of State to conduct an examination into whether the Plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements and whether it is sound.
- 6.2 The council has published an updated Local Development Scheme which sets out the key milestone in preparing the Local Plan and sets out the Council’s commitment to the production of various other planning documents.

7. **Recommendation**

- 7.1 It is recommended that the Economic Prosperity Scrutiny Committee note the consultation and provide feedback on the draft Core Strategy and Development Plan to the Planning Strategy Team.

8. **Background Papers**

Draft Core Strategy and Development Plan 2015-2033

<http://www.sunderland.gov.uk/CHttpHandler.ashx?id=19110&p=0>

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