

**DARLINGTON  
UPDATED STRATEGIC HOUSING LAND  
AVAILABILITY ASSESSMENT:  
Autumn 2012**

Fourth Update

**Darlington Borough Council**

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## 1. INTRODUCTION

### What is this document ?

- 1.1 The Government's National Planning Policy Framework (NPPF) requires local planning authorities to prepare strategic housing land availability assessments (SHLAAs). The Darlington SHLAA sets out the actual and potential sources of new housing land supply for the period to April 2028, set out in five year periods from April 2013.
- 1.2 Darlington Borough Council published its first SHLAA in March 2009, followed by an update at the end of that year, and further updates at the end of 2010 and the start of 2012 (see [www.darlington.gov.uk/planningpolicy](http://www.darlington.gov.uk/planningpolicy)). Updating the SHLAA is an integral part of the Local Plan Annual Monitoring process and, therefore, a SHLAA update is prepared on an annual basis.
- 1.3 This fourth SHLAA update brings together in one place all the key process and findings information from the initial March 2009 SHLAA and subsequent updates, as well as updating the information gathered in those exercises and incorporating information on new sites identified since then.

### What is the purpose of this document ?

- 1.4 The findings of earlier versions of the SHLAA informed the development of policies in the Core Strategy, adopted in May 2011. This updated version will inform the monitoring of the Core Strategy and the development of policies relating to the delivery of new housing, including site allocations, in the emerging Making and Growing Places Development Plan Document. It will also indicate the sites that meet the NPPF's requirement that we identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against our housing requirements with an additional buffer of 5% and those that are expected to contribute to future housing supply.
- 1.5 The SHLAA Update 4 will deliver the following key outputs:
  - an assessment of the suitability, availability and achievability of the new sites submitted since the 2011 update;
  - a revised list of the specific deliverable sites that are expected to contribute to Darlington's five year supply of housing land for the period from April 2013 to March 2018, plus a five percent buffer, using information on new applications received and/or determined to September 2012 and any new deliverable sites identified through this SHLAA update; and
  - commentary on the key changes to the information base since the previous update, including any progress on sites identified as suitable, available and achievable.
- 1.6 The identification of potential housing sites in the SHLAA as suitable and either deliverable or developable does not automatically mean that the site will be allocated for housing in the Local Plan; planning policy considerations, such as the sequential approach to housing development set out in the locational strategy of the Core Strategy, will be as important. However, what the SHLAA will do is provide transparent and comprehensive technical evidence about the suitability, availability and achievability of both those sites identified as allocations, and those that are rejected in the process of selecting site allocations in due course.
- 1.7 Information (such as the status of applications, commitments, and constraints to development) contained in this document is provided as a 'snapshot' at 30 September 2012.

## Who has been involved in its preparation ?

- 1.8 The SHLAA and its updates have been prepared by the Borough Council, in partnership with other stakeholders with an interest in housebuilding, through a SHLAA Steering Group. Membership of the Group was by invitation. The Home Builders Federation representatives were nominated by that body prior to the initial meeting, whilst other public and private representatives were chosen because they are particularly active in the Borough. The composition of the Steering Group is set out in Table 1.1, and the timing and nature of its involvement in the process is set out in Table 1.2. Members of the Steering Group were responsible for ensuring that they had sufficient knowledge of the SHLAA process and of the sites included in the assessment to be able to make a full and active contribution to the assessment.

**Table 1.1: Current Composition of the Darlington SHLAA Steering Group**

Name	Organisation
Daniel Ashe/ Valerie Adams	Planning Policy team, Darlington Borough Council (Chair)
Tony Cooper	Bussey & Armstrong (local housebuilder)
Richard Cook	Persimmon Homes/Charles Church (on behalf of the Home Builders Federation)
Rob McLackland	Taylor Wimpey North Yorkshire (on behalf of the Home Builders Federation)
Rod Hepplewhite	Prism Planning (local planning consultant)
Andrea Abbott	Railway Housing Association (local registered social landlord)
Carolyn Downes	Keepmoat (registered social landlord)
Martin Jefferson	Tees Valley Unlimited (Local Enterprise Partnership)
Rodger Till (Louise Ellis)	Fabrick (registered social landlord)
Dave Coates	Development Management, Darlington Borough Council
Derek Watkins	Estates team, Darlington Borough Council
Bryan Huntley	Housing Policy Officer, Darlington Borough Council
Alan Glew	Programmes and Projects section, Darlington Borough Council

- 1.9 The Council have contributed Planning Officer, Estates Officer and Programmes and Projects time to the project steering group, and the Planning Policy team took overall control of the management and administration of the assessment.

**Table 1.2: Steering Group Involvement in SHLAA Preparation**

Stage	Nature of Involvement	Timing
Finalising the methodology (at initial SHLAA, 2009, only)	<ul style="list-style-type: none"> <li>Steering Group meeting and exchange of e-mails.</li> </ul>	<ul style="list-style-type: none"> <li>At outset and through review of methodology as initial assessment proceeded.</li> </ul>
Assessing Potential Housing Sites (at initial SHLAA and all updates)	<ul style="list-style-type: none"> <li>Review of material provided by other stakeholders.</li> <li>Provide expert advice on achievable densities, suitability, availability and achievability of potential housing sites prior to and at the Steering Group Meeting.</li> </ul>	<ul style="list-style-type: none"> <li>Database of site information and stakeholder responses circulated to Steering Group in advance of meetings.</li> </ul>
Considering delivery on existing sites (at initial SHLAA and all updates)	<ul style="list-style-type: none"> <li>Considering information on sites in the 'planning pipeline'</li> </ul>	<ul style="list-style-type: none"> <li>Draft SHLAA report circulated to Steering Group for comments</li> <li>Information discussed at SHLAA Steering Group meetings</li> </ul>
Making comments on the draft SHLAA	<ul style="list-style-type: none"> <li>Comments made in writing and in person at SHLAA Steering</li> </ul>	<ul style="list-style-type: none"> <li>10-23rd March 2009 (and equivalent periods for subsequent updates)</li> </ul>

report (at initial SHLAA and all updates)	Group Meeting (for initial SHLAA), in writing only (for subsequent updates)	<ul style="list-style-type: none"> <li>SHLAA Steering Group meeting on 26th March 2009</li> </ul>
Considering comments made on the draft SHLAA report (at initial SHLAA only)	<ul style="list-style-type: none"> <li>Discussion at SHLAA Steering Group Meeting of summary of comments received.</li> </ul>	<ul style="list-style-type: none"> <li>SHLAA Steering Group meeting on 26th March 2009.</li> </ul>

- 1.10 Preparation of the SHLAA also relied to a large extent on the provision of site specific information from a range of other stakeholders. The organisations and interests that contributed are set out in Table 1.3.

**Table 1.3: Organisations and interests that provided information on potential housing sites**

<b>Government agencies</b>
Sport England Environment Agency Natural England Highways Agency
<b>Council Services</b>
Environmental Health Parks and Open Spaces Section Conservation Officer Urban Design Officer Transport Policy Officer Traffic Manager
<b>Utility Companies</b>
Northumbrian Water Limited
<b>Local interest groups</b>
Council for the Protection of Rural England, Darlington District Committee Durham Wildlife Trust
<b>Other</b>
Durham County Council Archaeology Service Durham Constabulary

### **When was the assessment carried out ?**

- 1.11 Work commenced on the initial study in August 2008 and was completed in March 2009. Subsequent updated have all commenced annually in the autumn, with reports published in the period November-January.

## **2. CONTEXT FOR THE ASSESSMENT**

- 2.1 This assessment has been carried out with regard to the policy context provided by the following documents:
- National Planning Policy Framework (NPPF), (DCLG, 2012)
  - Regional Spatial Strategy (RSS) for North East England (DCLG, 2008)
  - Strategic Housing Land Availability Assessments: Practice Guidance (DCLG, 2007)
  - North East England Strategic Housing Land Availability Assessment Regional Implementation Guide (NEA/GONE, 2008)
  - Tees Valley Strategic Housing Land Availability Assessment Sub-Regional Implementation Guide (TVU, 2008)

- 2.2 The NPPF was published in March 2012 by the Government as part of its wider efforts to stimulate the economy. It confirmed the need for councils to identify and update annually a supply of deliverable housing sites sufficient to provide for the housing need for the next 5 years, and developable sites or broad locations for growth for the subsequent 5 and where possible 10 years. It introduced several innovations, chiefly:
- The need to identify enough land in the five year housing land supply to provide for an additional 5% buffer on top of the actual housing requirement (a 20% buffer for those authorities where there has been a record of persistent under delivery)
  - The opportunity to allow for windfall sites (other than on residential gardens) in the five year supply if there is compelling evidence to do so.

- 2.4 Policy 28 of the RSS identified a requirement for the provision of the following net additional dwellings per annum in Darlington Borough in the period 2004-2021. This amounted to an additional 6715 dwellings over the RSS plan period, distributed as set out in Table 2.1.

**Table 2.1: RSS Housing Requirement for Darlington Borough**

2004-2011	2011-2016	2016-2021	2021-2026
525	340	265	395

- 2.5 Darlington's Core Strategy, adopted in May 2011, plans for the period 2011-2026. The Core Strategy contains a Policy CS10 which defines annual housing requirements for the plan period as about 350 for the years 2011-2021, and about 400 for the period years 2021-2026. These higher requirements are aimed at making up the previous shortfall against housing targets since 2004 (see Chapter 6 below), caused by much reduced annual dwelling completions since 2008.

### **Guidance on Carrying Out Strategic Housing Land Availability Assessments**

- 2.6 The DCLG SHLAA Guidance provides detailed advice for carrying out the assessment. It sets out key outputs for the assessment (see Table 2.2 below) and also places emphasis on the importance of a partnership approach in undertaking the assessment, to enable local planning authorities to draw on the expertise of key stakeholders and for the process to be transparent.

**Table 2.2: Core Outputs for a SHLAA (DCLG Guidance, August 2007)**

Core Outputs
1. a list of sites, cross-referenced to maps showing locations and boundaries of specific sites.
2. assessment of the deliverability/developability of each identified site to determine when each site is realistically expected to be developed.
3. an assessment of the potential quantity of housing that could be delivered on each identified site.
4. the identification of potential constraints on the delivery of housing on each site and, where appropriate, recommendations on how these constraints may be overcome.

- 2.7 A North East England Strategic Housing Land Availability Assessment Regional Implementation Guide was also published in March 2008 to help local authorities to implement the national guidance in a consistent manner. The Guide, developed jointly by the North East Assembly, Government Office for the North East, One North East, the Homebuilders Federation and North East local authorities drew on existing experience and work carried out initially by Tees Valley local authorities.
- 2.8 A Tees Valley Strategic Housing Land Availability Assessment Sub-Regional Implementation Guide was also prepared and published in February 2008 to provide a detailed guide for the Tees Valley authorities to implement the national guidance in a clear and consistent way across the sub-region. It sets out a detailed methodology for carrying out the SHLAA, emphasising the importance of a



collaborative approach between Tees Valley authorities and engagement with stakeholders in preparing the assessment.

### **3. METHODOLOGY**

#### **Defining the Scope of the Assessment**

- 3.1 The assessment is for the whole of Darlington Borough. The Tees Valley Strategic Housing Market Assessment found that Darlington, as well as having its own housing market in the urban area, is part of another wider market area including other parts of the Tees Valley City Region (including parts of County Durham and North Yorkshire). However, because neighbouring authorities are at different stages of Local Plan document preparation, it has not been possible to produce a joint assessment, though the sub regional SHLAA implementation guide (see para. 2.17 above) should ensure that information from this assessment can be aggregated with that of other Tees Valley authorities.

#### **Sources of Supply**

- 3.2 At the beginning of work on the first SHLAA, developers, landowners, local agents and planning consultants were invited to submit potential housing sites for inclusion in the assessment of potential housing sites. Those submitting potential sites were asked to provide a range of information about their sites. Those contacted were drawn from the Council's LDF consultees database, and from the list of agents, developers and landowners who had submitted planning applications recently.
- 3.3 51 assessment packs for non-Council owned sites were submitted for consideration. A further 18 Council owned sites were submitted and included in the assessment, and a general 'town centre fringe' area identified.
- 3.4 In the first SHLAA update (Autumn 2009) the call for sites was repeated with an e-mail sent to steering group members, local developers, landowners, agents, consultants, and other key stakeholders, identified from their engagement with the process of preparing the initial SHLAA.
- 3.5 For all subsequent updates, an active call for sites was not carried out. However, the Council is contacted on a regular basis by developers, landowners, agents and consultants interested in the prospects of housing development on particular sites, and these enquirers were directed to send in details of their sites for consideration in the next SHLAA update. Additional Council owned sites were also assessed at all of the SHLAA updates.
- 3.6 In order to keep the assessment of potential housing sites to a manageable size, a site size threshold was set for the inclusion of sites in the assessment. No detailed work was carried out on sites of 0.17ha or less, equivalent to 5 dwellings or less assuming a density of 30 dwellings per hectare.
- 3.7 No sites submitted were subject to the 'showstopping' policy constraints set out in Table 3.1.
- 3.8 The following types of sites were also included in the initial study:
- (a) sites allocated for residential use in the Borough of Darlington Local Plan (2001).
  - (b) sites included in the Darlington Urban Capacity Study 2004 and identified in that study as 'attractive' or 'needs intervention' and for which no planning permission had yet been granted, and where there was some indication of intention by the landowner to dispose.
  - (c) Larger areas where mixed use development is planned, but where the proportion and location of new housing has not yet been established.

- 3.9 In the third SHLAA update, 2011, as well as the above sources, sites from further sources were assessed:
- sites submitted as potential housing or mixed use sites to the public consultation on the 'Accommodating Growth' (site allocations) Development Plan Document;
  - sites which had been granted planning permission for housing, where the permission had expired or become invalid.

In addition several sites which are current commitments, but where there had been a lack of movement, were assessed by the Steering Group and information providers. Whilst these sites are not new to the SHLAA, having previously been recorded on the table of commitments, we have now added them to the detailed database of assessed sites, with the potential to return to them should they cease to be commitments.

**Table 3.1: Showstopping Policy Constraints**

<b>Showstopping Policy Constraints</b>
Sites of Special Scientific Interest (SSSIs)
Local Nature Reserves (LNRs)
Durham Biodiversity Action Plan Priority Habitats and Species Sites
Regionally Important Geological Sites (RIGS)
Scheduled Ancient Monuments
Ancient Woodland
Health & Safety Executive 'Inner Zones'
Historic parks, gardens and sites
Environment Agency Flood Risk Areas – Zone 3b 'Functional Floodplain'

- 3.10 In addition, the SHLAA process has been informed by questionnaires that DBC sent to holders of planning permission for housing in 2008 and 2011, and others that Tees Valley Living sent to holders of the largest housing permissions in 2010. These questionnaires inform the housing trajectory used to provide commitments figures for the SHLAA.
- 3.11 A total of 12 sites were surveyed for the fourth update, bringing the total for all SHLAA editions to 109. Information was also sought from the stakeholders identified in Table 1.3 to populate the SHLAA database. **Appendix 1** maps all the sites submitted that have been surveyed for the SHLAA to date.

### **Managing the Process and Agreeing the Methodology**

- 3.12 Consultations took place on the draft methodology for the initial SHLAA. All those from whom site submissions were invited were also invited to comment on the draft methodology, and letters were also sent to stakeholders, potential steering group members and adjacent local authorities. The draft methodology was also available on the Council's website, together with details of how to respond.
- 3.13 A finalised methodology was published in October 2008. Further changes were made to the methodology in February 2009 to clarify it and streamline the process. It is reproduced here as **Appendix 2**. The SHLAA Steering Group agreed how to come to a view on particular aspects of potential housing sites, such as housing density, the weight to be given to existing planning policy and the inclusion of Council owned land.
- 3.14 Assumptions underlying the preparation of the housing trajectory were amended in summer 2011 following consultation with interested parties to reflect the continuing poor housing market conditions and limited expectations of improvement in the short term. These new assumptions were

slightly amended for the 2012 SHLAA update, in consultation with the steering group at the November 2012 steering group meeting, to allow for the fact that little improvement had been noted in the housing market since the previous year. The up-to-date assumptions can be found in **Appendix 3**.

### **Agreeing an Approach to Estimating the Housing Potential of Each Site**

- 3.15 The adopted Core Strategy (Policy CS10) and the RSS both indicate that development should take place at an average density of 30-50 dwellings per hectare across the Borough as a whole.
- 3.16 The SHLAA methodology set out the starting point for generating an initial estimate of site yield. A standard formula was applied to generate a net developable area from the site areas submitted (reproduced as Table 3.2 below), and a density multiplier of 30 dwellings per hectare was applied to the net developable area. The dwelling estimate provided by the person submitting the site was also recorded. However, the informed views of the Steering Group, based on their understanding of the type of house types that sites in different locations and of different sizes could bear, was the paramount factor. The current market conditions influenced this, in that several members of the Steering Group expressed the view that there was no market for starter apartments and small town houses at the moment. Because of this, they felt that it would be unrealistic to suggest high density development on any of the sites that are deliverable in the short to medium term, unless it was affordable housing.
- 3.17 During the third SHLAA Update, 2011, design-led suggestions by the Council's Urban Design Officer as to dwelling capacity were brought to the Steering Group. Design-led dwelling capacity estimates were not included in the original SHLAA methodology due to limited time and resources, but in 2011, this work had already been done for most of the new sites as part of work on what is now the Making and Growing Places DPD. For sites only considered suitable for top end executive housing, lower densities were used.

**Table 3.2: Net developable area and site area thresholds**

<b>Gross site area (ha)</b>	<b>Percentage net</b>
Less than 0.4	100%
0.4- 2.0	75 to 90%
More than 2.0	50 to 75%

### **Approach to Suitability, Availability and Deliverability**

- 3.18 The Steering Group took account of national, regional and sub-regional guidance in assessing whether sites should be considered suitable, available and achievable.
- 3.19 If sites were not considered suitable or available, then no consideration was given as to the housing potential of the site, and the site was not considered achievable. These sites will remain as records in the SHLAA, for reconsideration at each review or update.

## **4. FINDINGS: ASSESSMENT OF NEW SITES & UPDATE TO ASSESSMENT OF EXISTING SITES**

- 4.1 Table 4.1 below presents the assessment of the new sites considered at the 2012 SHLAA update following discussions with the SHLAA Steering Group. Each site is considered in terms of its suitability, availability and achievability. **Appendices 1a-g** contain maps showing all of the SHLAA sites.

**Table 4.1 Assessment of suitability, availability & achievability of new sites**

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
115	Bellburn Lane (expanded)	Yes		No	No resolution to dispose	No	Cannot yet say it is achievable. Further investigation needed into covenants on land, and cost of providing the necessary connecting road.	Source Protection Zone 2. Potential legal constraints. Currently open space; compensation for its loss would be required. Proximity to local wildlife sites to the N and NW. Highway works required, including new link road.
116	Alderman Leach School Playing Field site	Yes		No	No resolution to dispose	Yes	Not achievable until the loss of a playing field is compensated for- therefore, not deliverable now. However, in principle a viable area and site. Achievability would depend on cooperation with Bellways (development to the north).	Compensation required for loss of playing field. Proximity to wildlife corridor.
117	Arts Centre	Yes	Provided that the frontage to Vane Terrace is retained.	No	Resolution to dispose- however, Project Vane has priority over residential use.	No	Would need further investigation. Would be more viable if the whole site could be redeveloped.	West End Conservation Area: the building is a positive heritage asset within the CA, especially the Vane Terrace frontage. Highways works likely to be needed. Bat survey required.

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
118	<b>Former Eastbourne School Playing Field</b>	Yes	Provided some of the open space is retained	No	No resolution to dispose	Yes	Not achievable until the playing field is reprovided elsewhere- therefore, not deliverable now. In principle, a viable area. Site would be more viable if linked into development of the old school footprint.	Playing field would need to be reprovided. Some open space must also be retained on site. Some highways works may be required.
119	<b>Blackwell Grange East</b>	No	Uncertain. Due to heritage constraints, only a small proportion of this large site would be suitable. That area may just about accommodate enough dwellings to be a SHLAA site. Would require landscape improvements.	No	No resolution to dispose. Golf club and hotel hold leases.	Yes		The site comprises historic parkland and the great majority of the identified area would be unsuitable for development due to heritage constraints. There are some areas where development would not necessarily harm the historic landscape, though further consultation with EH required. Poor proximity to services. Leases held by the golf club and hotel.
120	<b>McMullen Road Playing Field</b>	No	Buffer between residential and industry. Environmental health constraints	No	No resolution to dispose	No	Too isolated from other housing (given the requirement for green space to the W) and too close to industrial uses to be marketable for housing.	Wildlife corridor down the W side of the site. Multiple potential sources of contamination in the vicinity. Road traffic and noise from commercial/industrial premises. Traffic impact may be of concern.
121	<b>Glebe Road</b>	No	Possibly, pending	No	No resolution to	Yes	Not achievable until the loss	Loss of the playing field has

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
			analysis of open space needs in this area more generally.		dispose		of the playing field is compensated for- therefore, not deliverable now. However, in principle a viable area and site.	to be compensated. Needs to be looked at collectively with changes to other open space in locality. Traffic impact would probably need to be assessed and junction works required.
<b>122</b>	<b>Former Beaumont Hill Middle School Playing Field</b>	No	Possibly, pending analysis of open space needs in this area more generally. Also constrained by the proximity of the railway	No	No resolution to dispose	Yes		Needs to be looked at collectively with changes to other open space in locality. Railway noise and potential sources of contamination in the vicinity.
<b>123</b>	<b>DSMS</b>	Yes	.	No	No resolution to dispose	No	Needs further investigation	Potential sources of contamination in the vicinity. It is likely that improvement works would be required at accesses to the site.
<b>124</b>	<b>Argon/Spencer IE land</b>	No	Contamination and proximity to industrial uses	Yes		No	Contamination and proximity to industrial uses likely to render site unviable and unmarketable for housing	Major environmental health concerns re noise from industrial estate. Site investigation and likely remediation. Significant contribution to improvement works on A68 likely required. Noise Assessment, Transport Assessment and Travel Plan needed. Wildlife concerns. Poor proximity to services.
<b>125</b>	<b>Former</b>	Yes	Provided that a	No	No resolution to	Yes	Not achievable until the loss	Loss of the playing field has

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
	<b>Springfield School/Bamburgh Place</b>		significant element of green space is retained.		dispose		of the playing field is compensated for- therefore, not deliverable now. However, in principle a viable area and site.	to be compensated. Requirement for open space provision on site and off site. Improvements to local highway network.
<b>127</b>	<b>Blackwell Grange West</b>	Yes	Conditional on design and density respecting the character of the area	No	Golf club has now resolved to sell the site to the Council, who are buying it with the intention to sell on for development in accordance with cabinet resolution C45, 11.09.2012. However this does not constitute a formal resolution to dispose.	Yes		Need to consider character of the area. Access should be from Briar Close and for a limited number of houses otherwise highways issues likely to arise.

- 4.2 Information that may have implications for the suitability, availability and achievability of existing sites was submitted to the Council as part of the consultation with key stakeholders.
- 4.3 This new information was presented to the Darlington SHLAA steering group at the meeting on 2nd November 2012. The implications of this new information on the assessment of existing SHLAA sites was discussed and these are illustrated in Table 4.2, below.

**Table 4.2 Update to existing sites**

Site ref	Site Name	New information	Implications for SHLAA assessment
<b>Sites without planning permission for housing</b>			
9	Oakmeadows	Submitted to the Council as a potential Gypsy or Traveller site during a consultation on that topic in the spring of 2012. Investigated and it was decided not to take it further. Further environmental health and especially highways constraints identified.	Confirms the site as unsuitable.
13	Mowden Hall	DfE once again seeking to leave the site.	Now available again.
15	The Paddock	12/00241/CU: Planning application refused for the replacement of a garage on this site by a holiday cottage, on the grounds of conflict with countryside and design policies.	Confirms the site as unsuitable.
22	West Park	DMRFC now intend to move to the Darlington Arena rather than to this site.	There may be a possibility to increase the number of dwellings on this site, depending on requirements for open space.
42	Coniscliffe Grange	25 metre wind turbine permitted and built at the farm itself. Parts of site proposed as potential executive housing site allocations, currently being examined by the council.	Continues to be in principle not suitable for development.
50	Woodburn Nursery	Now has resolution to dispose.	Site can now be considered as deliverable in the first five year period.
54, 56, 64	Stag House Farm, Salters Lane East, Blckett Road	Included as potential locations for Gypsy or Traveller site allocations in consultation earlier this year.	None of these sites are to be taken forward as Gypsy and Traveller site allocations.
60	Eastbourne School	No playing field constraint on the majority of this site.	Site can now be considered as deliverable in the first five year period.
92	Land to the rear of Tyne Crescent	Planning permission for new play area to the west of the site blocks off the potential road access.	Confirms site as unsuitable.
102	Eggleston View	Assessment revealed development of the site would cause harm to ecology (loss of higher quality wildlife meadow, possible future LWS) and degradation of landscape quality for the local area	Confirms site as unsuitable
103	Hammond Drive	Assessment revealed development of the site would have a significant landscape impact, excluding attractive views of the river and wider countryside from the residential area.	Confirms site as unsuitable. Potentially investigate reduced version of site



10, 12, 48	Cross Town Route Sites West of ECML	Small part of site 87 remains after the building of new junction- merge into site 48. New cycle path granted permission along the riverbank, through site 48. Suitability of land for employment purposes currently being considered through the Business Sites and Premises Review	Site 48 retains the same dwelling capacity as previously. Reassess sites on the basis of Sites and Premises Review next year.
<b>Sites with planning permission for housing</b>			
72	Lingfield Point	Planning permission granted for first phase of reserved matters, 9 October 2012: 271 dwellings, plus two dwellings not in the original permission.	Add two dwellings onto total.
90	Central Park	Planning permission granted in full for first phase of 327 dwellings, and in outline for a further 180 dwellings. (Extra 20 dwellings also expected as live work units)	Confirms site as a commitment though numbers now reduced.

## 5. FINDINGS: POTENTIAL HOUSING SITES

5.1 Policies CS1 and CS10 of the Core Strategy lay out orders of priority for the locations in which housing should be allocated and take place.

5.2 Policy CS1 states that new development will be concentrated on sustainable, accessible locations within the main urban area.

The policy gives priority for development in three strategic locations:

- the Town Centre (though not for housing development)
- Central Park (including housing development),
- the Town Centre Fringe (including housing development).

The rest of the urban area and two strategically chosen urban extensions follow, with priority amongst them to be as laid out in policy CS10.

Next in priority comes development within the development limits of villages, where development which supports the vitality and viability of the village, its services or the rural economy will be supported.

The last priority is areas outside development limits, where development will be limited to that required to meet identified rural needs.

5.3 Policy CS10 states that land for new housing will be allocated in accordance with the locational strategy in CS1:

- Rest of Urban Area
- Town Centre Fringe
- North Western Urban Fringe
- Eastern Urban Fringe

It states that if housing delivery does not come forward as envisaged, then development will be brought forward in the next priority location with various conditions including that it should contribute as far as possible to meeting the target for new housing on previously developed land.

5.4.1 Policies CS1 and CS10 are relevant to the SHLAA because they help inform the assessment of whether a potential site is suitable for housing. Arising from the two policies, the approach adopted in the Darlington SHLAA has been to group the sites into the following categories:

- Central Park (CP)
- Town Centre Fringe (TCF)
- Rest of Urban Area: Previously Developed (UPD)
- Rest of Urban Area: Greenfield (UGF)
- North West Urban Fringe (NWUF)
- Eastern Urban Fringe (EUF)
- Other Urban Fringe (OUF)

- Large Rural Settlement (LRS)
- Other Rural Settlement (RS)
- Rural Countryside (RC)

Sites in more than one category were labelled according to where the majority of the site was located.

5.2 All the sites assessed as part of the SHLAA are listed in **Appendix 4**.

**SHLAA Sites which are also Commitments**

**Table 5.1: Sites assessed through the SHLAA which are counted as commitments** (*treated as commitments rather than deliverable/developable sites for counting purposes, and consequently the committed dwelling number is used*)

SHLAA Ref	Site Name	Dwelling Capacity (SHLAA assessment)	Committed dwelling number	Category	Status
90	Central Park	450	527	CP	Planning permission received for 507 dwellings. Council expects that a further 20 dwellings will be delivered later in the period as live-work units, within the outline planning permission.
11	East Mount Road	38	30	TCF	S106 signed on outline permission 14/01/2011
81	Former DFC football ground (part)	45	146	TCF	S106 signed on full permission 01/07/2011. Dev. started 27/09/2011
41	Whessoe Road	250	250	UPD	S106 signed on outline permission 02/06/2010
72	Lingfield Point	1315	1200	UPD	S106 signed on outline permission 18/08/2010. First phase of Reserved Matters pending approval as of 30/09/2012.
106	Harrowgate Hill Infant School	16	16	UPD	Full planning permission granted 11/05/2015
105	Rear of Heron Drive	48	48	UPD	S106 signed on full permission 07/03/2011
104	22 Yiewsley Drive	67	67	UGF	S106 signed on full permission 15/03/2006. Technical start to works confirmed 2011.
43	Neasham Road	91	160	OUF	As of 29/07/2009, Council minded to grant outline permission subject to S106 agreement
<b>Total</b>		<b>2304</b>	<b>2428</b>		

### Sites Identified as Suitable

- 5.3 Table 5.2 shows a breakdown by locational category of the capacity of sites considered suitable by the SHLAA Steering Group. A list of all available sites can be seen in **Appendix 5**.

**Table 5.2: Potential Housing Sites considered suitable for housing development**

Site Name	Dwelling Capacity
<b>Town Centre Fringe Sub-total</b>	<b>202</b>
<b>Urban Previously Developed Sub-total</b>	<b>942</b>
<b>Urban Greenfield Sub-total</b>	<b>386</b>
<b>North West Urban Fringe Sub-total</b>	<b>1212</b>
<b>Eastern Urban Fringe Sub-total</b>	<b>1320</b>
<b>Total potential dwellings on suitable sites</b>	<b>4062</b>

### Sites Identified as Available

- 5.4 Table 5.3 shows a breakdown by locational category of the capacity of sites considered available by the SHLAA Steering Group. A list of all suitable sites can be seen in **Appendix 5**.

**Table 5.3: Potential Housing Sites considered available for housing development**

Site Name	Dwelling Capacity
<b>Town Centre Fringe Sub-total</b>	<b>78</b>
<b>Urban Previously Developed Sub-total</b>	<b>574</b>
<b>Urban Greenfield Sub-total</b>	<b>176</b>
<b>North West Urban Fringe Sub-total</b>	<b>4373</b>
<b>Eastern Urban Fringe Sub-total</b>	<b>1320</b>
<b>Other Urban Fringe Sub-total</b>	<b>5921</b>
<b>Large Rural Settlements Sub-total</b>	<b>394</b>
<b>Other Rural Settlements Sub-total</b>	<b>96</b>
<b>Rural Countryside Sub-total</b>	<b>280</b>
<b>Total potential dwellings on available sites</b>	<b>13,212</b>

### Achievable Sites

- 5.5 Sites which are achievable are identified as either being capable of delivery in 0-5 years from April 2011 (referred to as deliverable), or in the two five-year periods (2016-2021 and 2021-2026) after that (referred to as developable). Larger sites that will be developed out over several years could stretch over more than one time period.

### Sites Identified as Suitable, Available and Deliverable

- 5.6 The sites listed in Table 5.4 were considered deliverable in the period 2013-2018 by the SHLAA Steering Group.

**Table 5.4: Potential Housing Sites Considered Deliverable in 2013-2018**

SHLAA Ref	Site Name	Dwelling Capacity in period	Category	Comments on Deliverability
<b>108</b>	<b>Town Centre Fringe: Former Wentworth Self Drive</b>	<b>30</b>	<b>TCF</b>	
10	Green Street Motors	29	UPD	
12	Ward Bros	118	UPD	
13	Mowden Hall	65	UPD	
26	Hopetown Park	55	UPD	No longer counted as a commitment since the currently permitted scheme on this site (for a much higher density) is not considered deliverable
50	Woodburn Nursery	15	UPD	Now has resolution to dispose-moved forward into deliverable

				sites.
65	Eastbourne School	60	UPD	
84	Former Springfield School (residual)	15	UPD	
	<b>Urban Previously Developed: Sub-total</b>	<b>357</b>	<b>UPD</b>	
100	Emley Moor Road	20	UGF	
109	Rear of Minors Crescent	8	UGF	
	<b>Urban Greenfield: Sub-total</b>	<b>28</b>	<b>UGF</b>	
<b>Total anticipated deliverable dwellings</b>		<b>415</b>		

### Sites Identified as Suitable, Available and Developable in 6-10 years time

- 5.7 The sites listed in Table 5.5 were considered developable in the period 2018-2023 by the SHLAA Steering Group.

**Table 5.5: Potential Housing Sites In Darlington Considered Developable 2018-2023**

SHLAA Ref	Site Name	Dwelling Capacity in period	Category	Comments
7	Darlington Timber Supplies	18	UPD	
12	Ward Bros	23	UPD	Continuation from 2011-16
48	Albert Road	20	UPD	
45	Darlington Memorial Hospital	60	UPD	Phasing likely to be delayed to after 2016.
85	Land to rear Scargill Shops	6	UPD	
86	Former Eastbourne Nursery	12	UPD	
88	Land to south of Bowes Court	40	UPD	
	<b>Urban Previously Developed Sub-total</b>	<b>179</b>	<b>UPD</b>	
64	Blackett Road	50	UGF	
116	Former Alderman Leach School Playing Field	38	UGF	No resolution to dispose, and playing field requires compensation, so cannot be classed as deliverable.
118	Former Eastbourne School Playing Field	35	UGF	No resolution to dispose, and playing field requires compensation, so cannot be classed as deliverable.
125	Former Springfield School Playing Field	58	UGF	No resolution to dispose, and playing field requires compensation, so cannot be classed as deliverable.
127	Blackwell Grange West	23	UGF	No resolution to dispose.
	<b>Urban Greenfield Sub-total</b>	<b>204</b>	<b>UGF</b>	
22	West Park	111	NWUF	Timing as in Core Strategy
54	Stag House Farm	39	NWUF	Timing as in Core Strategy
	<b>North West Urban Fringe Sub-total</b>	<b>150</b>	<b>NWUF</b>	
<b>Total anticipated developable dwellings (6-10 years)</b>		<b>533</b>		

### Sites Identified as Suitable, Available and Developable in 10-15 years time

- 5.8 The sites listed in Table 5.6 were considered developable in the period 2023-2028 by the SHLAA Steering Group.

**Table 5.6: Potential Housing Sites In Darlington Considered Developable, 2023-2028**

SHLAA Ref	Site Name	Dwelling Capacity in period	Category	Comments
60	<i>Town Centre Fringe: Feethams</i>	48	TCF	Planning & development brief
48	<i>Urban Previously Developed: Albert Road</i>	10	UPD	
22	West Park	408	NWUF	Timing as in Core Strategy
54	Stag House Farm	142	NWUF	Timing as in Core Strategy
	<b>North West Urban Fringe: Sub-total</b>	<b>550</b>	<b>NWUF</b>	
20	<i>Eastern Urban Fringe: Great Burdon</i>	150	EUF	<b>Constraints and CS phasing policy likely to delay first completions to this period. (Overall capacity of site is much greater)</b>
<b>Total anticipated developable dwellings (11-15 years)</b>		<b>758</b>		

### Forecast Completions Arising from Potential Housing Sites

- 5.9 Table 5.7 below sets out how the potential housing sites identified as being suitable, available and achievable could be delivered across the next 15 years, 2013-2028.

**Table 5.7: Potential Delivery of New Housing on Achievable Sites, 2013-2028**

	2013-2018	2018-2023	2023-2028
	0-5 Years	6-10 years	11-15 years
Forecast number of dwellings completed.	415	533	758
Average per year for each period	83	107	152

### Overcoming Constraints

- 5.10 The sites listed in Table 5.8 were considered to have constraints on their development that either meant that they were not considered developable within the 15 year plan period of the Local Plan or that their delivery would be later in the plan period than would otherwise have been considered the case. The constraints identified are not 'showstoppers' and can normally be overcome with mitigation measures. However, the agreement, costs and implementation of mitigation measures can often delay projects and sometimes lead to them stalling completely if the costs prove prohibitive.
- 5.11 The key constraints identified that are affecting the deliverability and developability of sites are set out in Table 5.8 below. More detail on specific sites is given in **Appendix 4a**. Northumbrian Water have pointed out that in all cases, they advise that capacity checks for both water supply and wastewater/sewerage would be needed as development plans become more certain.

**Table 5.8: Constraints on the Deliverability and Developability of Potential Housing Sites.**

Nature Constraint	Sites Affected	How Constraint is Being Addressed	Timescale
a. Current lack of appetite amongst housebuilders, developers and owners of land to sell and progress development of suitable sites in the current market conditions.	All.	DBC is looking at ways of bringing forward affordable housing at locations around the Borough, and is working with partners to bring forward development at Central Park. Also looking at how its own land could contribute to this, and other delivery vehicles, for example bundling together smaller council owned sites.	Within next 12 months.  Poor market conditions expected to endure for next two years at least.

Nature Constraint	Sites Affected	How Constraint is Being Addressed	Timescale
		Factors affecting the housing market largely outside the control of the planning system.	
<b>b.</b> Availability: DBC has not resolved to sell some of the sites in Council ownership that were identified as suitable.	53: Sherbourne Close 55: Mayfair Road 58: Sparrow Hall Drive 61: Park Place South 62: Park Place North 64: Blaxtett Road 66: Banks Road 95. North of Stooperdale Offices 98: Adj. Carmel College	Further consideration to be given by DBC as to whether to resolve to dispose of any of these sites. Intention will be indicated in Making and Growing Places DPD Preferred Options.	Within next 12 months.
<b>c.</b> Lack of an up-to-date adopted development plan with housing allocations.	All potential housing sites outside development limits and sites within limits identified as E3 open land in the Local Plan.	Preparation of Making and Growing Places DPD, which will allocate new sites for housing and review development limits.	Adopted DPD expected within next 2 years.
<b>d.</b> Contaminated land. Because there is less value in land now, sites with particular costly constraints to overcome, such as contaminated land, have become much less viable.	10: Green Street Motors 12: Ward Bros 26: Hopetown Park 38: Rushpool Cottage 41: Whesoe Road 48: Albert Road 64: Blaxtett Road 71: Town Centre Fringe 72: Lingfield Point 94: Ruck, Cockerton Club 105: Rear of Heron Drive 107: Cattle Market 108: Former Wentworth Self Drive	Survey and remediation are for the owners/potential developers to address. DBC may be able to assist in some cases. Some ideas on how to bring forward brownfield sites included in Local Brownfield Strategy, completed for DBC/HCA in Nov 2011.	Consider options to develop on contaminated land within next 2 years as part of work to prepare MGP.
<b>e.</b> Relocation of existing businesses and uses.	7: Darlington Timber Supplies 10: Green Street Motors 11: North of Eastmount Road 12: Ward Bros 41: Whesoe Road 43: Neasham Road 48: Albert Road 50: Woodburn Nurseries 60: Feethams 61: Park Place South 62: Park Place North 63: Police Station 90: Central Park 107: Cattle Market 114: Royal Mail Depot	Site 12: relocation imminent. Site 41: occupants do not have security of tenure beyond 2012. Site 61 & 62: Future will become clearer when draft Parking Strategy is finalised-Spring next year. Site 107: Permission extant for replacement facility but financial challenges. Site 114: would need a replacement site.	Site 12: could be available within 12 months. Site 41: part of site with existing occupiers could be available from 2012. Sites 61 & 62: draft DBC Parking Strategy due to be finalised during 2013.
<b>f.</b> Major industrial hazards	11: Eastmount Road 71: Town Centre Fringe 42: Coniscliffe Grange Farm	Feasibility of removing the Transco gas holder on Valley Street is being investigated as part of DBC work for the Town Centre Fringe Masterplan.	Masterplan due for publication in March 2013
<b>g.</b> Impact on the strategic highway network	71: Town Centre Fringe 72: Lingfield Point Large urban extensions: sites 14, 19, 20, 22, 40, 42, 49, 97. Large village extensions: sites 25, 27, 46, 110, 111.	Work undertaken to resolve highway issues for Site 72 as part of planning application. Transport modelling carried out for Town Centre Fringe.	Impacts being considered through current work on Tees Valley Transport Area Action Plan, and transport modelling for the MGP Preferred Options

- 5.12 Where sites have been identified in this study as suitable for new housing development but subject to constraints, the Council will be able to use this document and the evidence that underpins it to argue the case for allocation of Government funding to 'unlock' the sites and accelerate their housing delivery.

### **Summarising the SHLAA findings for Potential Housing Sites**

- 5.13 A summary of the general performance of each site assessed in relation to the framework of suitability, availability, achievability and infrastructure capacity appears at **Appendix 4a** to this report, and summary of the potential dwellings from deliverable and developable sites is given at **Appendix 4b**.

### **Conclusions**

- 5.14 42 potential housing sites are identified as suitable for housing development, capable of delivering 4062 dwellings, and 55 potential housing sites are considered available for housing development, capable of delivering some 13,212 dwellings.
- 5.15 However, only 10 sites, capable of delivering 415 dwellings in the period 2013-2018 have been identified as suitable, available and deliverable, with a further 14 sites, capable of delivering 533 dwellings considered suitable, available and developable in the period 2016-2021 and 5 sites delivering 758 dwellings considered suitable, available and developable in the period 2021-2026.
- 5.16 Seven key constraints were identified as likely to delay or prevent sites assessed as suitable or available from being brought forward for development, and actions are identified as being in place to address some of these. The willingness of landowners to sell and housebuilders to build in the current market was identified as a key constraint, as was the lack of resolutions to sell on some Council owned sites and also the need to reprovide any former playing fields which are built on. Cleaning up contamination is likely to constrain development on several urban sites identified, until the value of land rises again or public funding becomes available.

## **6. FINDINGS: SITES ALREADY IN THE PLANNING SYSTEM**

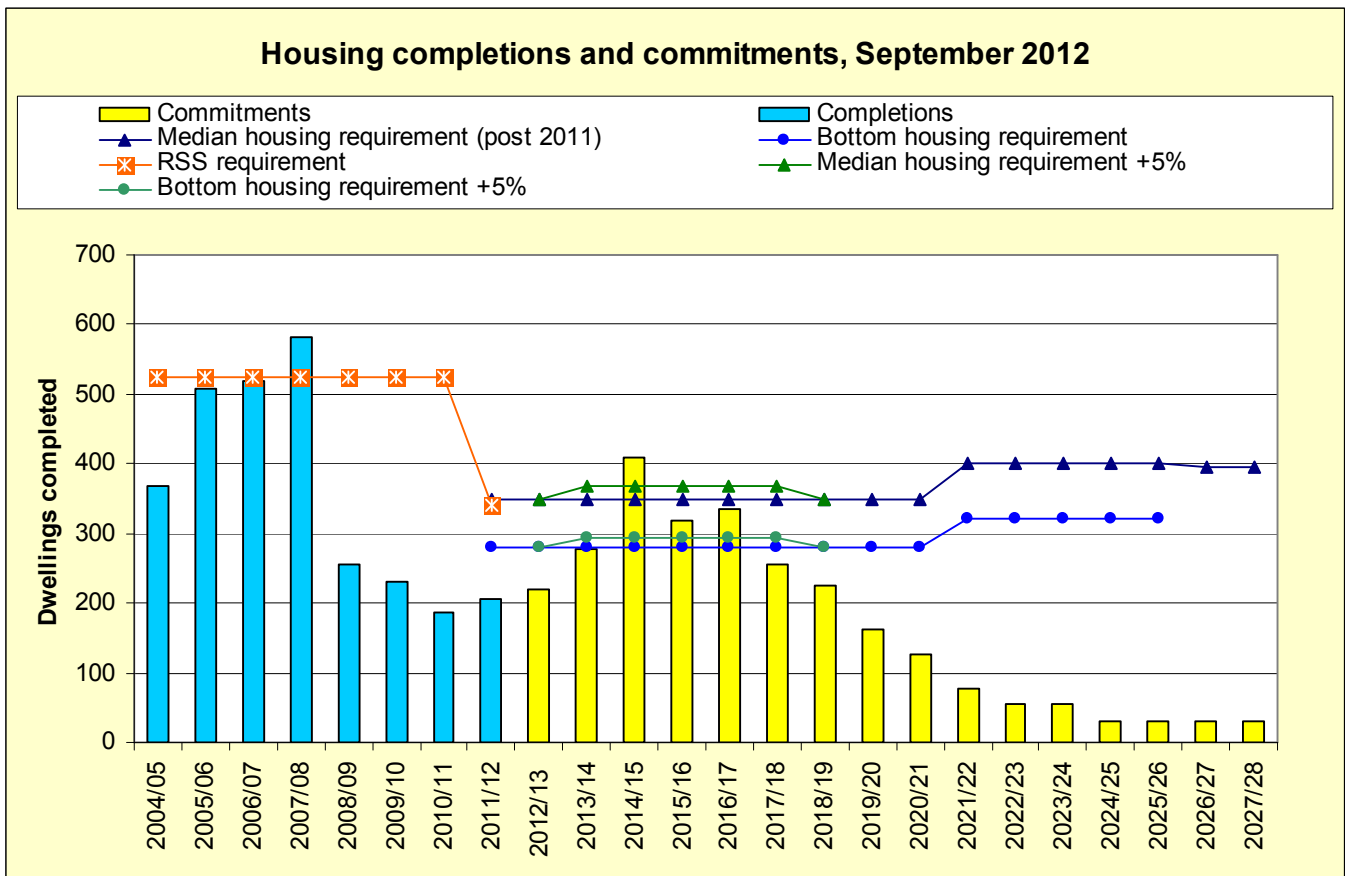
### **Sites in the Planning 'Pipeline'**

- 6.1 Sites which hold planning permission for housebuilding, where that permission is expected to be implemented - committed sites- form a significant element of the total number of new dwellings that will be required, particularly over the early years of the LDF plan period. Figure 6.1 shows the contribution of committed sites (including those committed sites that have also been assessed in the SHLAA) towards meeting the Regional Spatial Strategy (RSS) and Core Strategy (CS) targets. The net figures are shown, with actual dwelling losses subtracted from the figures up to 2011 and projected dwelling losses from the figures afterwards, and a general allowance made in the first five-year period for expected lower completion rates of one-dwelling sites.
- 6.2 From Table 6.1 it can be calculated that in the eight years to 2012 there has been a 29% shortfall (1168 dwellings) compared to the RSS requirement (up to 2011) and CS requirement (for 2011/12). This shortfall is due to the collapse of the housing market, rather than a lack of suitable sites, which is demonstrated in the very low completions from 2008/09 onwards.
- 6.3 Table 6.2 summarises the remaining housing capacity of all committed sites. This information has been drawn from the Council's housing permissions database, taking account of housebuilders' latest forecasts of annual dwelling completions and applying the new (2012) housing trajectory assumptions arrived at through wide consultation with developers in 2011, and updated in 2012 through the SHLAA process- see **Appendix 3**. One large development which does not currently have planning permission but where the Council is minded to grant permission upon the signing of a Section 106 agreement is also included as a commitment (Neasham Road). Details of the outstanding capacity and forecast build out rates on individual sites with permission for more than

five dwellings is included in **Appendix 6**, together with a summary of the remaining capacity and build out rates on sites of five or less dwellings. Note that since the original SHLAA, a number of sites have moved from the deliverable and developable categories into the pipeline of committed housing developments since they have secured planning permission. On the other hand, the site at Hopetown Park which has an undeliverable planning permission for high density housing development has moved from the commitments pipeline to being rated a deliverable site, since it is considered that a lower density development there would be deliverable.

- 6.4 *Local Plan:* Table 6.2 shows that, with expected losses taken into account, only 51% of the Core Strategy target for the plan period will be provided from the combination of completed dwellings and remaining capacity on sites that already have planning permission. This is 82% of the requirement in 2011-16, 63% of the requirement for 2016-21 and 12% of the requirement 2021-26. To meet the target, sites capable of accommodating 2718 dwellings will have to be identified and brought forward.
- 6.5 *Housing Land Supply:* Table 6.3 shows that commitments alone are not enough to meet the five year housing land supply required by the NPPF: they will only provide 87% of the number of dwellings required, once the 5% buffer is taken into account. For years 6-10, there are enough current commitments to provide for 35% of the expected need; for years 11-15, current commitments will provide for only 9% of the expected need. We have now reached the point where years 14 and 15 (2026/27 and 2027/28) lie beyond the current plan period. The housing need for those years has been estimated by projecting forward the need for 2021-26 as calculated in the RSS Dwelling Provision Technical Annex 2007, which forms the basis for the Core Strategy figures. This gives a need of 395 dwellings per annum for each of those years.

**Figure 6.1: Contribution of Existing Commitments to meeting the RSS/CS Requirements.**





**Table 6.1 Net additional dwellings 2004-2012**

	2004 /05	2005 /06	2006 /07	2007 /08	2008 /09	2009 /10	2010 /11	2011 /12	2004- 2012
<b>Completions</b>	372	516	520	581	256	232	205	232	<b>2914</b>
<b>Demolitions</b>	3	7	0	0	1	1	18	27	<b>57</b>
<b>Net additional dwellings completed</b>	369	509	520	581	255	231	187	205	<b>2857</b>
<b>Target</b>	525	525	525	525	525	525	525	350	<b>4025</b>
<b>Variance from target</b>	-156	-16	-5	+56	-270	-294	-338	-145	<b>-1168</b>

Note: data is based on DBC monitoring, and may differ slightly from HFR records.

**Table 6.2: Actual completions and commitments against Core Strategy requirements to 2026**

	Actual/forecast completions			Total
	2011/12- 2015/16	2016/17- 2020/21	2021/22- 2025/26	
Completions/commitments (gross)	1491	1126	273	2890
Actual/expected losses and other trajectory discounts	62	28	25	115
Completions/commitments (net)	1429	1105	248	2782
Median CS requirement	1750	1750	2000	5500
% contribution to CS	82%	63%	12%	51%

**Table 6.3: Commitments against targets for next fifteen years**

	Forecast Completions			Total
	2013/14- 2017/18	2018/19- 2022/23	2023/24- 2027/28	
Current commitments (gross)	1629	672	200	2501
Expected losses and other trajectory discounts	34	25	25	84
Current commitments (net)	1595	647	175	2417
Median CS requirement (+ 5% for first five years); estimated need for 2026-28	1838	1850	1990	4888
% contribution to target	87%	35%	9%	43%

### Sites with Planning and Development Briefs in Place

- 6.6 In addition, a number of planning and development briefs have also been prepared for Council owned sites, where an element of housing development is envisaged. Details of these are set out in Table 6.4

**Table 6.4: Sites for which Planning and Development Briefs have been Prepared**

Site Name	Housing Potential	Comments and Progress
Feethams/Beaumont Street	No figure given.	Brief agreed November 2008. Cleared of old bus station.
Former Beaumont Hill Senior School, Middle School and Junior School Sites, Harrowgate Hill	100 dwellings.	Development completed (106 dwellings)
Former Springfield Primary School, Salters Lane South, Haughton	78	Planning permission granted, March 2008. Subsequently different permission granted on N half of the site and built out; S half entered into the SHLAA
Former Sadberge C of E School, Sadberge village.	16	Development completed

Former Albert Hill Nursery.	8	Development completed.
Former Eastbourne Nursery.	No figure given	Brief agreed October 2011.
8 St. Cuthberts Way (1.06ha)	No figure given.	Planning guidelines published June 2006. Suitable for housing as part of a mixed use development.
Brook Terrace	6 dwellings.	Brief agreed, planning permission granted and development underway.

- 6.7 Table 6.4 shows that there are three sites, Former Eastbourne Nursery, 8 St. Cuthberts Way and Feethams/Beaumont Street where planning briefs have been prepared but for which there is no current scheme with planning permission. Feethams (site no. 60) and the Former Eastbourne Nursery (site no. 86) are included in the SHLAA and St. Cuthberts Way was not, because the interest that has been expressed in that site has been for largely retail and commercial uses rather than housing.

### Planning Application Refusals

- 6.8 There have been no planning applications for housing that have been refused on the grounds of prematurity. The four applications for housing developments of five or more dwellings that have been refused in the last three years have been refused, in summary, for reasons of:
- effect on the character and appearance of the localities and on residential amenity;
  - inadequate proposals for dealing with car parking, pollution, land contamination and protected species and trees;
  - effect on highway safety
  - excessive intensification of small dwellings in particular neighbourhoods where that has been identified as a problem in planning policy.
- The relevant applications are set out in **Appendix 7**.

- 6.9 There is therefore nothing in the refusals to indicate a potential source of housing supply that has been overlooked.

### Conclusions

- 6.10 The information presented in this section allows the following conclusions to be drawn about the contribution of sites in the planning 'pipeline' to housing delivery:
- Only 51% of the median annual CS requirement will be provided on sites that have already been granted planning permission, but this source is expected to provide 87% of the five years' housing supply (2013-2018).
  - Sites with planning permission have delivered 2782 net additional dwellings in the eight year period April 2004 to March 2012. This was 70% of Darlington's total target from the Regional Spatial Strategy and Core Strategy for the relevant part of that period, and a 1168 dwelling shortfall against that requirement.
  - Committed sites are expected to contribute 1595 new dwelling completions over the next five years, from 1st April 2013;
  - There is significant remaining capacity on committed sites throughout the Borough, with the largest concentrations at Lingfield Point, West Park, Central Park and the former Corus site on Whessoe Road;
  - No additional potential sources of housing supply were identified from examining planning application refusals over the last three years.

## 7. FINDINGS: DARLINGTON HOUSING MARKET SINCE 1st OCTOBER 2011

- 7.1 Between 1<sup>st</sup> October 2011 and 30<sup>th</sup> September 2012, nine sites of more than five dwellings received planning permission, giving 604 dwellings in total. These are set out in **Table 7.1** below. Of these, one site with 6 dwellings was given a time-limit extension of an existing permission; two

with 523 dwellings between them were sites which had previously had planning permission, but where that permission had expired; another three sites received permissions for the expansion of already permitted schemes (49 additional dwellings in total); and only three (with 24 dwellings between them) were for sites new to the housing commitments pipeline. In addition, 23 applications of less than 5 dwellings have been permitted, with 44 dwellings between them - considerably fewer than the equivalent figure for last year (41 applications with 63 dwellings). In total, 648 dwellings have been permitted between 1<sup>st</sup> October 2010 and 30<sup>th</sup> September 2011, down from 451 dwellings last year. If the large permission at Central Park is discounted from this year's figures, and the signing of S106 agreements on a number of large schemes is discounted from last year's, the remaining numbers of permitted dwellings in each year are very similar: 141 this year, as against 147 last year.

**Table 7.1 Sites granted planning permission for new housing between 1st October 11 and 30th Sept 12**

Location	Applicant	Number of dwellings proposed	Details
Lingfield Point	Taylor Wimpey (NY) Ltd and Lingfield Investments Ltd	2	Erection Of 2 No Dwellings Including Access Arrangements And Landscaping. (Addition to a much larger site).
36-40 Clifton Road	Mr Charlie Moore	6	Conversion of redundant furniture showroom to 6 apartments.
Brook Terrace	Mr A Gregory	6	Erection of 6 No terraced dwellings
The Forge Tavern	A + G Developments (Yorkshire) Ltd	8	Demolition of former public house and erection of 8 no self contained apartments. Time limit extended with no change to plans, April 2012.
East Mount Road/Haughton Road Junction	Vela Group	12	Erection of 12 No dwelling houses in two and three storey form
Harrowgate Hill Infant School	Walter Thompson Construction	16	Erection of 16 No dwellings comprising 14 No houses and 2 No flats.
West Park	Bussey And Armstrong Projects Limited	38	Permission on 11/04/2012 to substitute 9 no. executive homes with 11 smaller houses at Bleath Ghyll (counted here as two additional houses). Subsequently also erection of 36 No dwellings with associated highway, parking, site works, means of enclosure and public amenity area.
Darlington Tech College	Charles Church	9	Application for Erection Of 9 No Additional Dwellings Within Existing Residential Development And Revisions To The Layout granted subject to S106, 24/11/2011; S106 signed 27/01/2012
Central Park	Commercial Estates Group Keepmoat Homes Limited Yuill Homes	507	Hybrid application for residential development of up to 180 units and <i>[various retail and commercial uses]</i> ; and erection of 327 No. residential units with associated landscaping, access and parking (in detail)

Total on sites over 5 dwellings:	604
On sites of 5 or fewer dwellings	44
Total	648

- 7.2 In addition to those sites granted planning permission, there were ten residential planning applications which were pending a decision. Those sites are identified in Table 7.2, below, and totalled 310 dwellings.

**Table 7.2 Outstanding residential planning applications at 30 September 2012**

Site address / Windfall	Proposal	Number of dwellings proposed	Decision / status as at 30 Sept 10
Mown Meadow, 64 Middleton Lane, Middleton St George	Extension Of Time Limit For Conversion Of Existing Dwelling To 4 No. Apartments And Erection Of 3 No. Townhouses In Three Storey Form	7	Pending (Unlikely to be taken further)
St James Court	Erection Of A Three Storey Block Of Apartments To Form 12 No Apartments	12	Pending
Lingfield Point	Details of external appearance, landscaping, layout and scale pursuant to outline planning permission 08/00638/OUT dated 18 August 2010 for mixed use regeneration scheme... 271 dwellings, electricity sub station and open space.	271	Pending
Garage Block Adjoining 31 Pendower Street	Residential Development Comprising 5 No Flats And 1 No Studio	6	Pending
100 - 104 Yarm Road	Conversion Of Public House To Form 8 No Self Contained Apartments	8	Pending
Windfall sites	5 small applications of under 5 dwellings each	6	Pending
<b>Total</b>		<b>310</b>	

## 8 BRINGING THE FINDINGS TOGETHER

- 8.1 Table 8.1 sets out, and Figure 8.1 illustrates, the relative contribution of sites in the planning 'pipeline' and potential housing sites to meeting the Core Strategy target.
- 8.2 The figures presented are considered to be a robust assessment of likely housing delivery over the next 15 years or so. The assumptions used regarding the build out rates on sites over the next fifteen years draw on those used in the original 2009 SHLAA but with significant amendments developed through the April 2011 Housing Issues Stakeholder Event and subsequent consultation. Table 8.2 illustrates the assumptions for build out rates on large sites, which have been applied where there are no dates provided by the developer. The likelihood of schemes with planning permission actually coming forward is based on the views of housebuilders given through the SHLAA steering group, the views expressed at a LDF Housing Issues Stakeholder Events in February 2009, January 2010 and April 2011, and the feedback by developers on specific sites given in January 2009, in October 2009, in early Spring 2010 (via Tees Valley Living), in October 2010 and late Spring 2011.

8.3 Through steering group discussions in preparing the initial SHLAA, there were strong indications that due to the economic downturn, many schemes were being delayed for up to three years, that the market was not likely to begin recovery until late 2010 or early 2011, and not expected to fully recover until about 2015. Consultation in preparing subsequent SHLAA Updates reveals that this forecast has been revised downwards. In late 2010, the SHLAA Steering Group members predicted that the housing market would not recover significantly until 2014/15. In 2011 and 2012, they continued to be pessimistic about the likelihood of local housing market recovery, especially prospects of recovery to the levels seen in 2007/08. In 2012, an increase in interest from potential house-buyers was noticed, though not accompanied by an equivalent increase in purchases.

**Table 8.1 Contribution of commitments and potential housing sites to housing delivery**

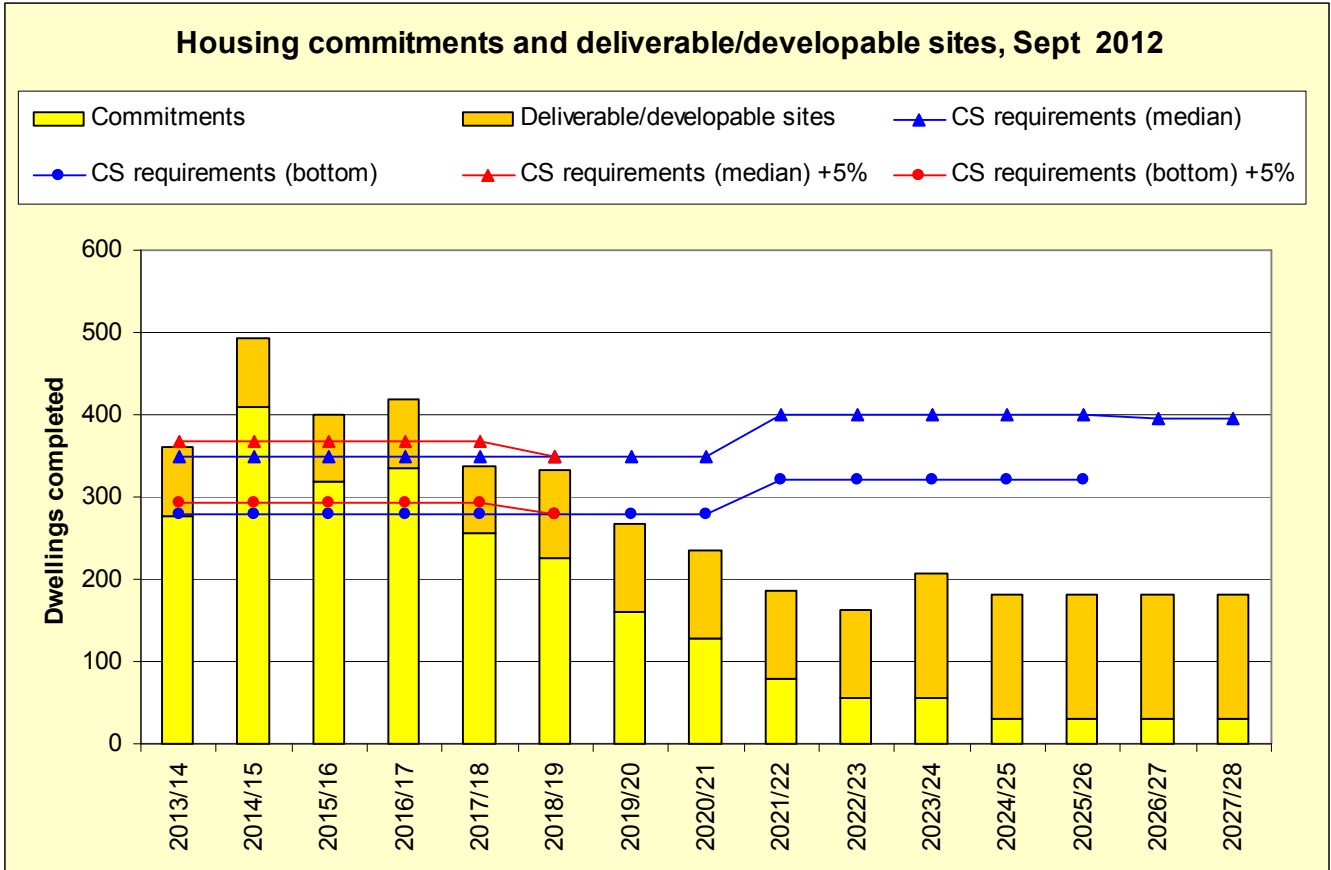
	Forecast Dwelling Completions															
	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Projected Dwellings on committed sites	234	284	416	325	339	258	231	166	132	83	60	60	35	35	35	35
Losses (assumed in CS)	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5
Allowance for loss of single dwelling schemes	0	-2	-2	-2	-2	-1	0	0	0	0	0	0	0	0	0	0
Remove 9 dwellings to compensate for historic double count	-9	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Allowance for non garden windfalls	0	0	0	0	4	3	0	0	0	0	0	0	0	0	0	0
Net	220	277	409	318	336	255	226	161	127	78	55	55	30	30	30	30
Achievable Potential Housing Sites	0	83	83	83	83	83	107	107	107	107	107	152	152	152	152	152
Total potential dwellings	220	360	492	401	419	338	333	268	234	185	162	207	182	182	182	182
Median CS10 requirement	350	350	350	350	350	350	350	350	350	400	400	400	400	400	395	395
Additional 5% buffer to achieve 5 years supply as required by NPPF	0	17.5	17.5	17.5	17.5	17.5	0	0	0	0	0	0	0	0	0	0
Comparison with median CS10 requirement	-130	+10	+142	+51	+69	-12	-17	-82	-116	-215	-238	-193	-218	-218	-213	-213
Comparison with median CS10 requirement + 5% buffer	-130	-7.5	+124.5	+33.5	+51.5	-29.5	-17	-82	-116	-215	-238	-193	-218	-218	-213	-213
Bottom CS requirement	280	280	280	280	280	280	280	280	280	320	320	320	320	320	320	320
Additional 5% buffer on bottom CS requirement	0	14	14	14	14	14	0	0	0	0	0	0	0	0	0	0

*'Projected Dwellings on Committed Sites' for 2012/13 includes recorded completed dwellings for the first two quarters*

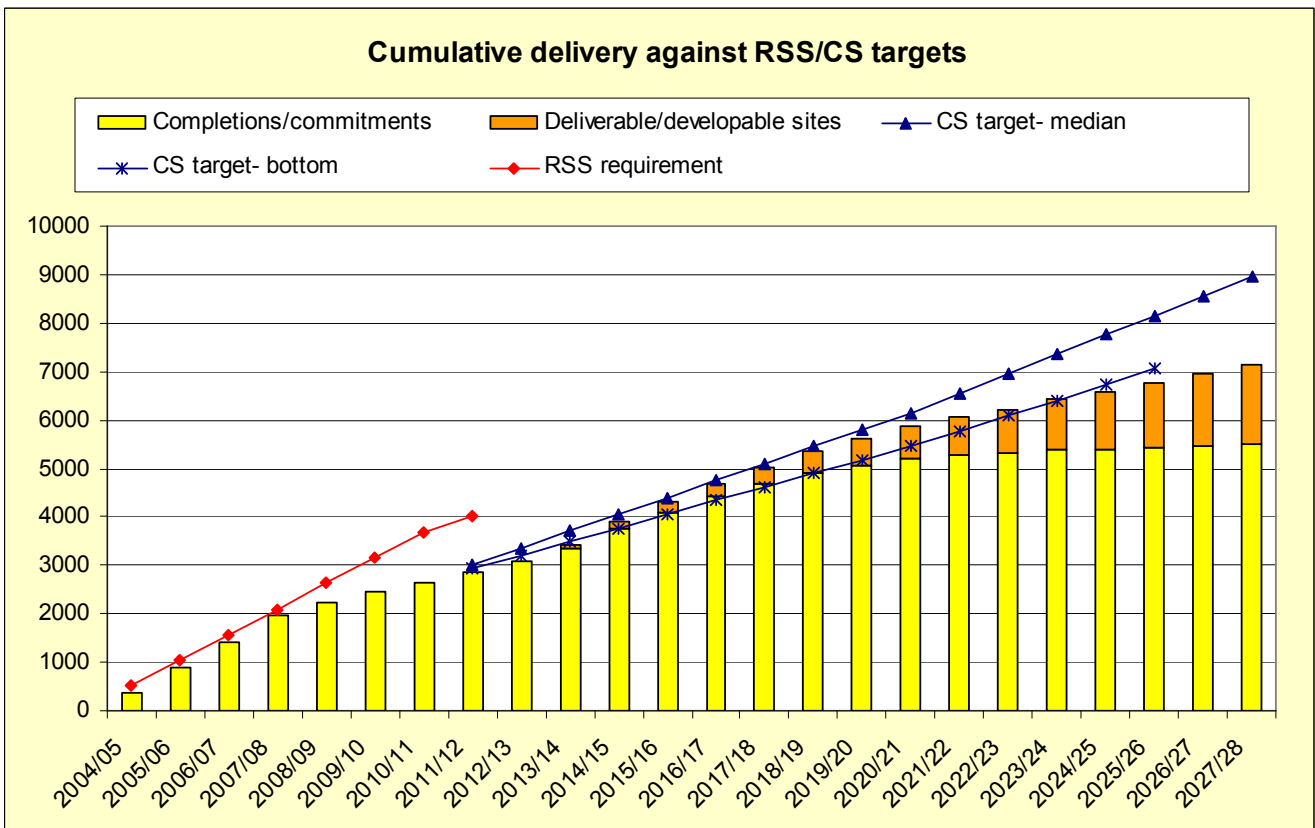
**Table 8.2 Assumed delivery rate for large sites (see housing trajectory assumptions, Appendix 3)**

Year	Expected dwelling delivery rate
2012/13	25
2013/14	25
2014/15	32
2015/16	32
2016/17	32
2017/18	40
2018/19	45
2019/20	50

**Figure 8.1 Potential contribution of committed sites and deliverable/developable (SHLAA) housing sites to meeting the CS targets for the remainder of the plan period**



**Figure 8.2 Cumulative potential contribution of committed sites and deliverable/developable (SHLAA) housing sites to meeting the RSS and CS targets**



## Analysis

### *Meeting the requirements of Core Strategy Policy CS10*

- 8.4 Policy CS10 of Darlington's Core Strategy, adopted May 2011, sets out to remedy the deficit in Darlington's housing need as it was identified in 2010, by raising the housing requirement for future years above the requirements that were in the RSS. The Core Strategy sets out yearly average requirements for housing numbers: about 350 dwellings per year between 2011 and 2021, and about 400 per year in 2021-26. For monitoring purposes, 'about' is taken to mean 'within 20% of'; the policy gives a lower limit of 20% below these figures, going below which could trigger the release of urban fringe land for housing in certain conditions. This lower limit is shown alongside projected dwelling completion numbers for the plan period in figures 8.1 and 8.2.
- 8.5 Taking into account deliverable and developable sites, and also the projected loss of dwellings, projected completions exceed the lower limit for all of the next six years (to 2019). Table 8.2 shows that the projected completions would exceed the median requirement figure of 350 dwellings in four of the years to 2019, and that by then the Borough would be 113 dwellings in excess of the median annual requirements. However, as can be seen in figure 8.2, last year's underperformance against the CS targets means that we have fallen behind the median annual requirement in terms of cumulative deliveries, and will have to make up this shortfall later in the plan period.
- 8.6 For the first five years of the plan period (2011-16), our current trajectory now shows that only 96% of the median CS requirement will be delivered- a deficit of 72 dwellings- although we are on track to exceed the CS lower limit by 20%. For years six to ten (2016-21), current commitments and deliverable/developable sites together account for 91% of the median requirement- a deficit of 158 dwellings- but exceed the lower limit by 14%. For years eleven to fifteen (2021-26), we currently only have enough housing land to provide for 45% of the median housing requirement- a deficit of 1092 dwellings- and 57% of the lower limit quantity. The total deficit against median requirements over the plan period, excluding both commitments and non-committed deliverable/developable sites, is therefore 1312 dwellings.

### *Identifying a five year supply of specific deliverable sites*

- 8.6 Table 8.3 sets out the forecast supply of new housing over the next five years, against our housing requirement as specified in the Core Strategy. Since this update is being produced in Autumn 2012, the five year supply is treated as a 'forward look' i.e. starting from the coming April, as per the Audit Commission guidance.<sup>1</sup> This forecast identifies a supply of sites that is 260 dwellings above the median CS target in the five years to 2017/18. The calculation takes into account committed sites, deliverable but non-committed sites, a windfall allowance, a discount for the expected non-delivery of a certain proportion of single dwelling sites, and the expected loss of five dwellings per year as set out in the Core Strategy. 260 dwellings is equivalent to a surplus of 14.9% against the Core Strategy housing requirements.

**Table 8.3 Forecast supply of housing sites from 1 April 2013 to 31 March 2018**

	2013/ 14	2014/ 15	2015/ 16	2016/ 17	2017/ 18	Total 2013-2018
<b>Committed sites</b>	284	416	325	339	258	1622
<b>Demolitions and other discounts</b>	-7	-7	-7	-7	-6	-34
<b>Allowance for non-garden windfalls</b>	0	0	0	4	3	7
<b>Other sites identified in this study as suitable and deliverable.</b>	83	83	83	83	83	415
<b>Net additional dwellings</b>	360	492	401	419	338	2010
<b>CS target</b>	350	350	350	350	350	1750
<b>Comparison with CS target</b>	+10	+142	+51	+69	-12	+260

<sup>1</sup> <http://www.audit-commission.gov.uk/performance-information/performance-data-collections-and-guidance/nis/Pages/NI159Supplyofreadytodevelopingsites.aspx>

## Conclusions

- 8.7 At the time of preparing this SHLAA update, there were sufficient committed and deliverable sites to provide a five year supply of housing land that meets the our housing requirement, with a surplus of 260 dwellings or 14.9%. This compares with the National Planning Policy Framework requirement that we meet our requirement with a buffer of 5%.
- 8.8 Although sufficient sites were identified to exceed the total minimum annual Core Strategy requirements in the first ten years of the plan period (3270 net dwelling completions expected in total, against a minimum of 2800), there is likely to be a deficit of 230 completions against the total median annual requirements for those ten years. For the last five years of the plan period, sites identified as developable in this exercise are not enough to meet the minimum Core Strategy housing requirement. The Local Plan preparation process will allocate sufficient housing sites to make up any deficit.
- 8.9 The estimated undersupply in housing land identified in this SHLAA update is larger than that identified in the Autumn 2011 SHLAA Update. The main reason for this is that estimates for the rate of delivery on some of the larger sites in the borough have been revised downwards, as a result of the conclusions of the steering group, with one site removed from the list of commitments altogether.
- 8.10 Specific conclusions from this study are as follows:
- a) There is a five year supply of specific deliverable sites from April 2013, capable of delivering a surplus of 260 dwellings against our housing requirement. This is a 14.9% surplus, and therefore well in excess of the 5% buffer that we are required to provide for under the NPPF.
  - b) There is likely to be a deficit of 230 dwellings against the median Core Strategy target (but a surplus of 470 against the minimum target) for the first ten years of the plan period (2011/12 to 2020/21), assuming that the sites identified in the SHLAA as suitable and achievable are delivered;
  - c) The undersupply of housing land has increased since the 2011 SHLAA update. This is largely due to revised (downwards) expectations about the rate of delivery of new housing on committed sites.