

**DARLINGTON
UPDATED STRATEGIC HOUSING LAND
AVAILABILITY ASSESSMENT:
Autumn 2011**

Third Update

Darlington Borough Council

Prepared by:
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30th January 2012

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1. INTRODUCTION

What is this document ?

- 1.1 The Government's Planning Policy Statement 3: Housing 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 2026, set out in five year periods from April 2011.
- 1.2 Darlington Borough Council published its first SHLAA in March 2009, followed by an update at the end of that year and another at the end of 2010 (see www.darlington.gov.uk/planningpolicy). Updating the SHLAA is an integral part of the Annual Monitoring process and, therefore, a SHLAA update is prepared on an annual basis.
- 1.3 This third 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 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 Places and Accommodating Growth Development Plan Document (DPD). It will also indicate the sites that constitute the five year supply of deliverable housing sites, and those that are expected to contribute to future housing supply.
- 1.5 The SHLAA Update 3 will deliver the following key outputs:
 - an assessment of the suitability, availability and achievability of the new sites submitted since the 2010 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 2011 to March 2016, the first five years of the LDF Core Strategy plan period, using information on new applications received and/or determined to September 2011 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 deliverable or developable does not automatically mean that the site will be allocated for housing in the LDF; 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 2011.

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)
Phil Toal	Frank Haslam Milan (registered social landlord)
Martin Jefferson	Tees Valley Unlimited (Local Enterprise Partnership)
Dave Coates	Development Management, Darlington Borough Council
Derek Watkins	Estates team, 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"> Steering Group meeting and exchange of e-mails. 	<ul style="list-style-type: none"> At outset and through review of methodology as initial assessment proceeded.
Assessing Potential Housing Sites (at initial SHLAA and all updates)	<ul style="list-style-type: none"> Review of material provided by other stakeholders. Provide expert advice on achievable densities, suitability, availability and achievability of potential housing sites prior to and at the Steering Group Meeting. 	<ul style="list-style-type: none"> Database of site information and stakeholder responses circulated to Steering Group in advance of meetings.
Considering delivery on existing sites (at initial SHLAA and all updates)	<ul style="list-style-type: none"> Considering information on sites in the 'planning pipeline' 	<ul style="list-style-type: none"> Draft SHLAA report circulated to Steering Group for comments Information discussed at SHLAA Steering Group meetings
Making comments on the draft SHLAA report (at initial SHLAA and all updates)	<ul style="list-style-type: none"> Comments made in writing and in person at SHLAA Steering Group Meeting (for initial SHLAA), in writing only (for subsequent updates) 	<ul style="list-style-type: none"> 10-23rd March 2009 (and equivalent periods for subsequent updates) SHLAA Steering Group meeting on 26th March 2009

Considering comments made on the draft SHLAA report (at initial SHLAA only)	<ul style="list-style-type: none"> • Discussion at SHLAA Steering Group Meeting of summary of comments received. 	<ul style="list-style-type: none"> • SHLAA Steering Group meeting on 26th March 2009.
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- 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

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

Note: Tees Forest, RSPB, Durham Constabulary, and English Heritage have also been invited to contribute to various editions of the SHLAA, but were unable to provide detailed responses.

When was the assessment carried out ?

- 1.11 Work commenced on the initial study in August 2008 and was completed in March 2009. The first SHLAA Update was begun in August 2009 and completed in November 2009. The second SHLAA Update was begun in September 2010 and completed in December 2010. This third SHLAA Update was begun in September 2011 and completed in January 2012.

2. CONTEXT FOR THE ASSESSMENT

- 2.1 This assessment has been carried out with regard to the policy context provided by the following documents:
- Planning Policy Statement 3 (PPS3): Housing (DCLG, June 2011)
 - Regional Spatial Strategy (RSS) for North East England (DCLG, July 2008)
 - Strategic Housing Land Availability Assessments: Practice Guidance (DCLG, August 2007)
 - North East England Strategic Housing Land Availability Assessment Regional Implementation Guide (NEA/GONE, March 2008)
- 2.2 The original PPS3 (subsequently reissued with minor amendments) was part of the last Government's strategy for delivering three million new homes nationally by 2020, in response to the findings and issues raised in Kate Barker's Review of Housing Supply, published in 2005. PPS3 places emphasis on increasing the rate of housing supply in order to meet growing demand, and

indicates that broad areas and specific sites should be identified to enable the continuous delivery of housing for 15 years from the date of adoption of the relevant LDF document.

- 2.3 The draft National Planning Policy Framework published in July 2011 proposed that local authorities should be obliged to identify land to meet all their housing requirements for five years ahead plus an additional allowance of twenty percent. Should this become national policy, it will be incorporated into the next SHLAA.
- 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 LDF 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 shortfall against the RSS target since 2004 (see Chapter 6 below), caused by much reduced levels of house building 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, supporting the advice contained in PPS3. 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 is part of a wider market area including other parts of the Tees Valley. However, because neighbouring authorities are at different stages of LDF 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 At the second and third SHLAA updates (2010 and 2011) 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 three 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:
- a) sites submitted as potential housing or mixed use sites to the public consultation on the

- ‘Accommodating Growth’ (site allocations) Development Plan Document;
- b) 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

Showstopping Policy Constraints
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 informed the housing trajectory used to provide commitments figures for the SHLAA.
- 3.11 A total of 28 sites were surveyed for the third update (or 23 excluding the committed sites noted above), bringing the total for all SHLAA editions to 97. 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.

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. The new 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 the Accommodating Growth and Making Places DPD. Many of these estimates were assessed by the Steering Group as still being excessively dense for development in the immediate future and lower dwelling capacities agreed upon for the purposes of the SHLAA. The reason for this was continued lack of market for starter apartments.

Table 3.2: Net developable area and site area thresholds

Gross site area (ha)	Percentage net
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 2011 SHLAA update 3 following discussions with the SHLAA Steering Group. Each site is considered in terms of its suitability, availability and achievability. **Appendices 1a-h** contain maps showing all of the SHLAA sites.

Table 4.1 Assessment of suitability, availability & achievability of new sites
(Committed sites highlighted in grey: dwellings on these sites will be counted towards the housing trajectory rather than towards the list of 'developable and deliverable' sites)

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
11	North of Eastmount Road (expanded)	Yes	Suitable if it can be assembled (though with gas holder constraint)	No	Willingness of all landowners to sell not known. Southern part in active employment use. Therefore not available (barring small part in north which has permission).	Yes	Some years ago Barratts were interested in this area, specifically looking beyond the land in one ownership. But unlikely to be viable in current market. Some development may be achievable when housing market recovers.	Gas holder currently limits the number of dwellings that can be built on the northern part of the site. (HSE Middle Zone). Noise. Proximity of active waste site with potential emissions to site. Wildlife buffer zones required. New bus stops required.
26	Hopetown Park (expanded)	Yes	Current permission	Yes	Landowner not contactable but no reason to believe they have intentions other than for housing development as permitted.	Yes	Not viable in short term. May come forward for 50-60 dwellings in year 6-10.	Most recent uses offices. May be contamination issues with residential use.
89	Land at Back Greenwell Street (expanded)	Yes	In residential area and in theory could be suitable for a small development.	No	Not clear if all owners willing to sell.	No	Access difficulties – would have to be via Chatsworth Terrace. Difficult to create an acceptable form of development with backs of housing on all sides. Constraints may render unviable.	Could be public open space to reduce POS requirements on any redeveloped Cattle mart/Car park site nearby. High risk of land contamination.

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
90	Central Park	Yes	Has been granted planning permission for mixed use (including housing) in the past. Included as a strategic site in new Core Strategy.	Yes	Great majority in public ownership and available.	Yes	Changes to the housing market since the original permission was granted mean this site is no longer likely to deliver as many dwellings, at least in the short term.	High risk of land contamination. Strong wildlife and open space constraints. Heritage constraints (listed buildings). Ownership issues remain on some land.
91	Harewood House and Lodge	Yes	Yes, though heritage considerations exclude anything other than conversion of the existing buildings.	No	Currently in use by Social services	No	Achievable, but not with the numbers required of a SHLAA site.	As only conversion likely to be possible, would be below the 5 dwelling threshold for this study.
92	Land to rear of Tyne Crescent	No	Not suitable – loss of public open space for the Pastures development would not be acceptable.	No	S106 restricts use of the site to public open space.			Railway noise; underlying water main and sewer; Snipe House Farm S106
93	Former depot, Grass Street	No	No- would entail loss of play area	No	Actively used as a children's play area.			Potential archaeology. Open space constraint (playground)
94	Ruck, Cockerton Club	Yes	Has previously been granted planning permission for housing.	Yes	Currently being marketed by administrators	No	Site size/shape makes a viable form of development difficult. Would be more achievable if combined with neighbouring Club land.	Adjacent to listed buildings and conservation area. Road noise. High risk of land contamination.
95	North of Stooperdale Offices	Yes	Yes, provided access problems could be overcome.	No	Could be available 6-15 years	No	Not developable as it stands due to lack of access.	Access problems would need to be overcome. Source Protection Zone. Proximity to nature reserve and Listed Building (LB). Possible issue of restrictive covenant.

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
96	Meadow south of Alverton Drive	Yes	Though some constraints on access.	Yes	Currently being marketed.	No	In current form, unlikely to accommodate 5 or more dwellings. Therefore remove from SHLAA.	No interest from marketing exercise. Access requirements would limit dwelling number.
97	St Modwen Site, Faverdale	No	Designated employment site. Poor proximity to services	Yes	Owner promoting for housing.	No	Access to site through significant employment area would make marketing of any new housing difficult.	Designated employment site. Some Grade 3a agricultural land. Access to site through significant employment area; highways constraints. No clear links to shops and services. Archaeologically sensitive. Significant open space, transport and biodiversity requirements.
98	Land adjacent to Carmel College	Yes	Yes. Good location.	Yes	Not in 0-5 years, but potentially further in future. Would require Council resolution to sell.	No	Unlikely to be deliverable in its current configuration, but an equivalent amount of land in this location could be brought forward, subject to access.	Negotiations required with Diocese/Sport England to secure acceptable access to the site. Distance from services and public transport. Major biodiversity impact.
99	Edgermoor Road	No	No. Culvert across site constrains housing numbers to below 5 dwellings.	Yes	Not in 0-5 years. Would require Council resolution to sell.	No	Below site size threshold.	Open space issues. Noise and possible archaeology. Culvert through centre of site.
100	Emley Moor Road	Yes	If there is not a shortfall of space overall in area.	Yes	Resolution to sell secured in Oct 11.	Yes	Yes – 1 st five years 22 dwellings. DBC in discussions with developer.	Culvert along western edge of site can be avoided through layout. Open space issues.
101	Opposite Maidendale House	Yes	Subject to there not being a shortfall of space overall in the area.	Yes	Not in 0-5 years. Would require Council resolution to sell.	Yes		Open space issues. More work needed on suitability. If the development on site 100 goes ahead then this site

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
102	Eggleston View	No	Suitability queried, regarding effect of making incursions into green wedge land. Also site not deep enough to provide frontage development onto the green area.	Yes	Not in 0-5 years. Would require Council resolution to sell.	Yes	6-15 social dwellings a sensible number. Developable if green wedge issues can be overcome.	may not be suitable. Therefore, of these two count only dwellings on site 100 towards the SHLAA total Open space, landscape and biodiversity constraints
103	Hammond Drive	No	Suitability queried, regarding effect of making incursions into green wedge land.	Yes	Not in 0-5 years. Would require Council resolution to sell.	Yes	An alternatively configured site could be developable if green wedge issues can be overcome. Numbers depend on site size/configuration that can be made suitable.	Open space, landscape and biodiversity constraints. Parts of site in Flood Risk Zone 3 need to be removed. Transport Assessment probably required.
104	22 Yiewsley Drive	Yes	Existing planning permission	Yes	Development has officially started.	Yes	Should be achievable, though covenant on land needs to be overcome.	Groundwater Source Protection Zone 2. Biodiversity and open space constraints. Link with relocation of rugby club to West Park vital for development to be acceptable to Sport England.

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
105	Rear of Heron Drive	Yes	Existing planning permission	Yes	No current use	Yes	Potential developer has secured HCA funding to bring forward a scheme for 44 dwellings. 0-5 years	Landfill gas is a problem though capable of remediation. Highway improvements required at access point.
106	Harrowgate Hill Infant School	Yes	Has been granted permission for housing	Yes	No current use	Yes	Landowner due to submit application to develop for a RSL provider in the next few weeks. 0-5 years	Historic character of surrounding area.
107	Cattle Market and Car Park	Yes	Has a planning brief.	No	Not currently available and will only become so when cattle mart relocation becomes viable.	Yes	Not a particularly attractive housing site, although close to station. Not likely to be delivered 0-5 years.	Numbers proposed reasonable. Archaeological and heritage constraints. Noise and high risk of land contamination. Transport Assessment required.
108	Former Wentworth Self Drive	Yes	Has previously been granted permission for housing	Yes		Yes	Eastern part – Dunelm Homes has secured HCA funding to develop for 26 units. Capacity of whole site = 30. Deliver 0-5 years.	Highway improvements required at access point. Noise, and high risk of land contamination. Historic character of much of surrounding area.
109	Rear of Minors Crescent	Yes	Providing play area can be replaced locally.	Yes	Council resolution to dispose.	Yes	HCA funding. Net increase of 12 units proposed taking into account this site and demolitions in adjacent streets as part of a more comprehensive regeneration. Mix of private and social housing.	Play area would have to be replaced locally.

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
110	Bridge House Middleton St. George East	No	Outside development limits. On the ground, the railway line forms a barrier in the village. Would not relate well to existing development.		In current employment use.		Deliver 0-5 years. -	Current policy constraint – outside development limits. Transport assessment required; significant works would be needed to provide adequate vehicle, public transport and pedestrian access. Open space requirements including on-site.
111	Bridge House Middleton St. George West	No	Outside development limits. On the ground, the railway line forms a barrier in the village. Would not relate well to existing development.		In current agricultural use		-	Current policy constraint – outside development limits. Transport assessment required; very significant works would be needed to provide adequate vehicle, public transport and pedestrian access. Open space requirements including on-site. Heritage constraints (Conservation Area (CA) adjacent and access would probably have to be through the CA.)
112	Heighington Lane, Heighington	No	Outside development limits.	Yes	In current agricultural use. Previous history of housing applications.			Policy constraint could be overcome through site allocations DPD. Groundwater Source Protection Zone. Archaeology. Heritage constraints: within

SHLAA site ref.	Site Name	Suitable?	Suitability details	Available?	Availability details	Achievable?	Achievability details	Constraints
113	Town Farm, Great Stainton	No	Outside development limits.	Yes	Yes, subject to relocation of farm operations.			Conservation Area, and LBs adjacent, therefore interior of site could not be developed. Policy constraint could be overcome through site allocations DPD. Groundwater Source Protection Zone. Serious highways constraints. Heritage constraints- adjacent listed buildings. Potential archaeology. On-site open space would be required.
114	Royal Mail Depot	No	Flood risk constraints would prevent development in isolation. Only suitable as part of wider masterplan proposals for the Town Centre Fringe. Premature to consider at this stage.	No	Would depend on plans of Royal Mail, unknown at this stage.			Most of site in Flood Risk Zone 3a, with nearly all the remainder projected to be in 3a taking climate change into account. Transport Assessment required. Historic character of much of surrounding area.

- 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 10th November 2011. 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
Sites without planning permission for housing			
20	Great Burdon	Included as part of a strategic development location in the adopted Core Strategy.	Now in principle suitable for development, though with constraints on various parts of the site and potential transport requirements that push it into delivery in the latter part of the 15 year period, and beyond.
22	West Park	10/00722/FUL New site for DMRFC occupying 8.8ha in the north/middle part of this site. Permitted 01/02/11. May 2011: Included as part of a strategic development location in the adopted Core Strategy.	Now in principle suitable for development. Relocated rugby club would normally reduce the number of dwellings that could be delivered on the site, but the need for such facilities was already known.
34	Beaumont Hill	Not included as an urban extension in Core Strategy. A site investigation is likely to be required due to the past industrial uses.	In principle unsuitable for development (due to location outside development limits).
39	East of Whessoe Road	10/00215/FUL: 'Anti-terrorist kiosks' to be installed on S part of site by Northumbrian Water.	Indicates commitment to the site by NWL. Part of site no longer available.
42	Coniscliffe Grange	Rejected as a strategic location for urban extension in the Core Strategy 2011. 10/00574/DC: Permission granted for bridleway crossing southern part of site, new bridleway bridge leading to Nunnery Lane.	Continues to be in principle not suitable for development.
45, 76	Darlington Memorial Hospital Sites 1 & 2	The first (more southern) of these sites is now more likely to go forward than the second (more northern).	Site 45 now available, Site 76 no longer available. Capacity of Site 45 revised upwards from 25 to 60 taking into account UDO and previous steering group advice
49	Harrowgate Village	Rejected as a strategic location for urban extension in the Core Strategy 2011.	Continues (along with the rest of sites outside development limits) to be in principle not suitable for development, though the development limits will be re-examined in preparing the Making Places and Accommodating Growth DPD.
50	Woodburn Nursery	Now adjacent to two newly listed buildings (296 & 298 Coniscliffe Road) as well as historic parkland (West Cemetery). Potential impact on bats (West Cemetery) identified.	Does not render the site unsuitable though stricter requirements for design and ecological surveys may have slight effect on timescales.
54	Stag House Farm	Included as part of a strategic development location in the adopted Core Strategy.	Now in principle suitable for development, though highways improvements would be required.
58	Sparrow Hall Drive Open Space	Planning permission granted for new access to golf course through this site.	Does not in itself change the suitability of the site, though it may reduce dwelling capacity.
59	Barmpton (<i>Rename to Muscar House Farm for greater</i>)	River floodplain, telegraph wires; telecom mast adjacent to site (N side). River valley with mature trees, hedges, scrub. Would change view of settlement edge from Bishopton Lane (across Skerne valley).	Remains unsuitable since it is outside development limits, but, if that were not the case, a development on part of the site (up to 150 dwellings) could be suitable without the northern bypass

	<i>precision)</i>	There is access to the allotments from Barmpton Lane wide enough for an access to this site. Access from the narrowed section of Barmpton Lane (north of Whinbush Way) may limit development possibilities. Up to 150 dwellings could be accommodated on the site within the capacity of the Whinbush Way/Whinfield Road junction. A development of 150 dwellings would need a Transport Assessment. Formal playspace required, footpath along river with min. 100m corridor either side of the river, extension of allotments and linkage to countryside PROW. Would need an environmental master plan.	which the original SHLAA identified a need for.
64	Blackett Road	Retail warehouse, aggregates batching plant, housing and highway. Part of the site has been remediated through the Council's Derelict Land Programme. Any remediation costs are likely to be high. EA do not expect any problems arising from landfill since no problems have been reported in surrounding resi areas. Need to retain/redesign existing open space with quality improvements. Potential for railway archaeology.	Remains suitable though potential dwelling numbers should be reduced now needs for open space have become clearer.
65	Eastbourne School	Continued Sport England opposition to housing development on the site. School building soon to be demolished.	Unsure whether Sport England objection can be overcome in the first 5-year period. Move starts to second 5-year period.
71	Town Centre Fringe	Production of a Masterplan for this area is underway and due to go out for consultation in the spring. The Core Strategy identifies the TCF as a location for 650 dwellings.	No change since various parts of the area remain unavailable or of unknown availability.
82	Elm Tree Farm	PP recently granted for new access to the golf club from Sparrow Hall Drive across part of the site.	Remains unsuitable since it is outside development limits. The moving of the golf course access does not affect site suitability.
86	Former Eastbourne Nursery	Eastbourne Park is a heritage asset. Should follow terraced form of surrounding streets.	Increase dwelling number to account for required density
87	Land at Southampton Street	11/00180/DC- Permission for new road, pavements, landscaping etc. occupies whole site	Site no longer suitable or available for housing development.
88	Land South of Bowes Court	Buffer zone to west boundary. GCN area.	Further reduce dwelling capacity.
10, 12, 48	Cross Town Route Sites West of ECML	Strong buffers required along railways and river. Stronger Environmental Health concerns about pollution raised.	Reduce no. of dwellings developable and deliverable on these sites. Since the sites are being looked at together and the exact location of these constraints has not yet been established, the reduced figure is split evenly between all three sites in proportion to their size, though this would not necessarily be the case if a comprehensive scheme came forward.
Sites with planning permission for housing			
41	Whessoe Road	Permission now granted and S106 signed. Landowner has indicated intention to complete first dwelling in 2012-13.	Confirms status of site as deliverable in first five year period (though now as a commitment rather than a SHLAA site).

72	Lingfield Point	Recent discussions with housebuilders regarding first stage of housing. Questionnaire response predicts first completions 2012/13.	Bring site into list of those deliverable in the first five years (but as a commitment rather than a SHLAA site).
81	Former DFC Ground	S106 signed. Permitted Dunelm development now officially started (though technical). Questionnaire predicted first completions in 2013/14. Heritage assets on three sides (West End and Victoria Embankment CA's, Polam Lane Bridge, South Park). Great majority of site now in Flood Risk Zone 3. Access to the site remains in cricket ground ownership.	Confirms number of dwellings to be delivered on this now committed site as 146.

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 4a**.

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	600	CP	Previous permission on this site has now expired, plans for replacement development are in place.
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
26	Hopetown Park	55	110	UPD	S106 signed on full permission 11/05/2011
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
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	Outline permission granted subject to S106 agreement 29/07/2009
Total		2359	2611		

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 Capacity of Suitable Sites By Location Type

Site Name	Dwelling Capacity
TCF Sub-total	202
UPD Sub-total	832
UGF Sub-total	200
NWUF Sub-total	1212
EUUF Sub-total	1320
Total potential dwellings on suitable sites	3316

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: Capacity of Available Housing Sites In Darlington

Site Name	Dwelling Capacity
TCF Sub-total	78
UPD Sub-total	429
UGF Sub-total	176
NWUF Sub-total	4373
EUF Sub-total	1320
OUF Sub-total	5931
LRS Sub-total	394
RS Sub-total	96
RC Sub-total	280
Total potential dwellings on available sites	13,077

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 2011-2016 by the SHLAA Steering Group.

Table 5.4: Potential Housing Sites In Darlington Considered Deliverable in 2011-2016

SHLAA Ref	Site Name	Dwelling Capacity in period	Category	Comments on Deliverability
108	TCF: Former Wentworth Self Drive	30	TCF	
10	Green Street Motors	29	UPD	Further constraints identified; dwelling no. revised downwards.
12	Ward Bros	118	UPD	Further constraints identified; dwelling no. revised downwards.
84	Former Springfield School (residual)	15	UPD	
106	Harrowgate Hill Infant School	16	UPD	
	UPD Sub-total	178	UPD	
100	Emley Moor Road	20	UGF	
109	Rear of Minors Crescent	12	UGF	
	UGF Sub-total	32	UGF	
	Total anticipated deliverable dwellings	240		

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 2016-2021 by the SHLAA Steering Group.

Table 5.5: Potential Housing Sites In Darlington Considered Developable 2016-2021

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	
50	Woodburn Nurseries	15	UPD	Council owned land; no resolution to dispose.
45	Darlington Memorial Hospital	60	UPD	Phasing likely to be delayed to after 2016.
65	Eastbourne School	60	UPD	Moved back to this period due to current uncertainty over playing pitch replacement issue.
85	Land to rear Scargill Shops	6	UPD	
86	Former Eastbourne Nursery	12	UPD	
88	Land to south of Bowes Court	40	UPD	
	UPD Sub-total	254	UPD	
64	UGF: Blakett Road	50	UGF	.
22	West Park	111	NWUF	Timing as in Core Strategy
54	Stag House Farm	39	NWUF	Timing as in Core Strategy
	NWUF Sub-total	150	NWUF	
Total anticipated developable dwellings (6-10 years)		454		

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 2021-2026 by the SHLAA Steering Group.

Table 5.6: Potential Housing Sites In Darlington Considered Developable, 2021-2026

SHLAA Ref	Site Name	Dwelling Capacity in period	Category	Comments
60	TCF: Feethams	48	TCF	Planning & development brief
48	UPD: Albert Road	10	UPD	
22	West Park	408	NWUF	Timing as in Core Strategy
54	Stag House Farm	142	NWUF	Timing as in Core Strategy
	NWUF Sub-total	550	NWUF	
20	EUUF: Great Burdon	150	EUUF	Now considered suitable and included in Core Strategy though constraints and CS phasing policy likely to delay first completions to this period. (Overall capacity of site is much greater)
Total anticipated developable dwellings (11-15 years)		758		

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 15 years of the LDF plan period, 2011-2026.

Table 5.7: Potential Delivery of New Housing on Achievable Sites, 2011-2026

	2011-2016	2016-2021	2021-2026
	0-5 Years	6-10 years	11-15 years
Forecast number of dwellings completed.	240	454	758
Statistical mean per year for each period (expressed as a decimal to allow spread across the five years, see table 8.1)	48	90.8	151.6

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 LDF 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. Factors affecting the housing market largely outside the control of the planning system.	Within next 12 months. Poor market conditions expected to endure for next two years at least.
b. Availability: DBC has not resolved to sell some of the sites in Council ownership that were identified as suitable.	50: Woodburn Nurseries 53: Sherbourne Close 55: Mayfair Road 58: Sparrow Hall Drive 61: Park Place South 62: Park Place North 64: Blakett 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, or intention will be indicated in Making Places and Accommodating Growth (MPAG) DPD Preferred Options.	Within next 12 months.
c. 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 Places and Accommodating Growth DPD, which will allocate new sites for housing and review development limits.	Adopted DPD expected within next 2 years.
d. Contaminated land. Because there is less value in land now, sites with particular costly constraints to	10: Green Street Motors 12: Ward Bros 26: Hopetown Park 38: Rushpool Cottage 41: Whessoe Road	Survey and remediation are for the owners/potential developers to address. DBC may be able to assist in some cases. Some ideas on	Consider options to develop on contaminated land within

Nature Constraint	Sites Affected	How Constraint is Being Addressed	Timescale
overcome, such as contaminated land, have become much less viable.	44: AMEC 48: Albert Road 64: Blackett 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	how to bring forward brownfield sites included in Local Brownfield Strategy, completed for DBC/HCA in Nov 2011.	next 2 years as part of work to prepare MPAG.
e. Relocation of existing businesses and uses.	7: Darlington Timber Supplies 10: Green Street Motors 11: North of Eastmount Road 12: Ward Bros 41: Whessoe Road 43: Neasham Road 44: Amec 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: occupants have secured a planning permission s for relocation. Site 41: occupants do not have security of tenure beyond 2012. Site 61 & 62: Future may become clearer when draft Parking Strategy is finalised. 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 13 likely to be available in 2012. 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 2009.
f. 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.	Consultation on draft Masterplan due in Feb 2012.
g. 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, due to be completed in Spring 2012.

- 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 36 potential housing sites are identified as suitable for housing development, capable of delivering 3766 dwellings, and 54 potential housing sites are considered available for housing development, capable of delivering some 13,527 dwellings.

- 5.15 However, only 7 sites, capable of delivering 240 dwellings in the period 2011-2016 have been identified as suitable, available and deliverable, with a further 12 sites, capable of delivering 454 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. 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 where planning permission has already been granted and where development has either not yet started or there are still outstanding dwellings to be completed 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 seven years to 2011 there has been a 29% shortfall (1081 dwellings) compared to the RSS requirement. 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 (2011) housing trajectory assumptions arrived at through consultation with developers- see **Appendix 3**. Large developments which do not currently have planning permission but will have it upon the signing of Section 106 agreements, or where permission has recently lapsed and a new application of the same size is known to be forthcoming, are also included as commitments (Neasham Road and Central Park). 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
- 6.4 Table 6.2 shows that, with expected losses taken into account, only 52% of the Core Strategy target for the plan period will be provided from the remaining capacity on sites that already have planning permission. To meet the target, sites capable of accommodating 2644 dwellings will have to be identified and brought forward.

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

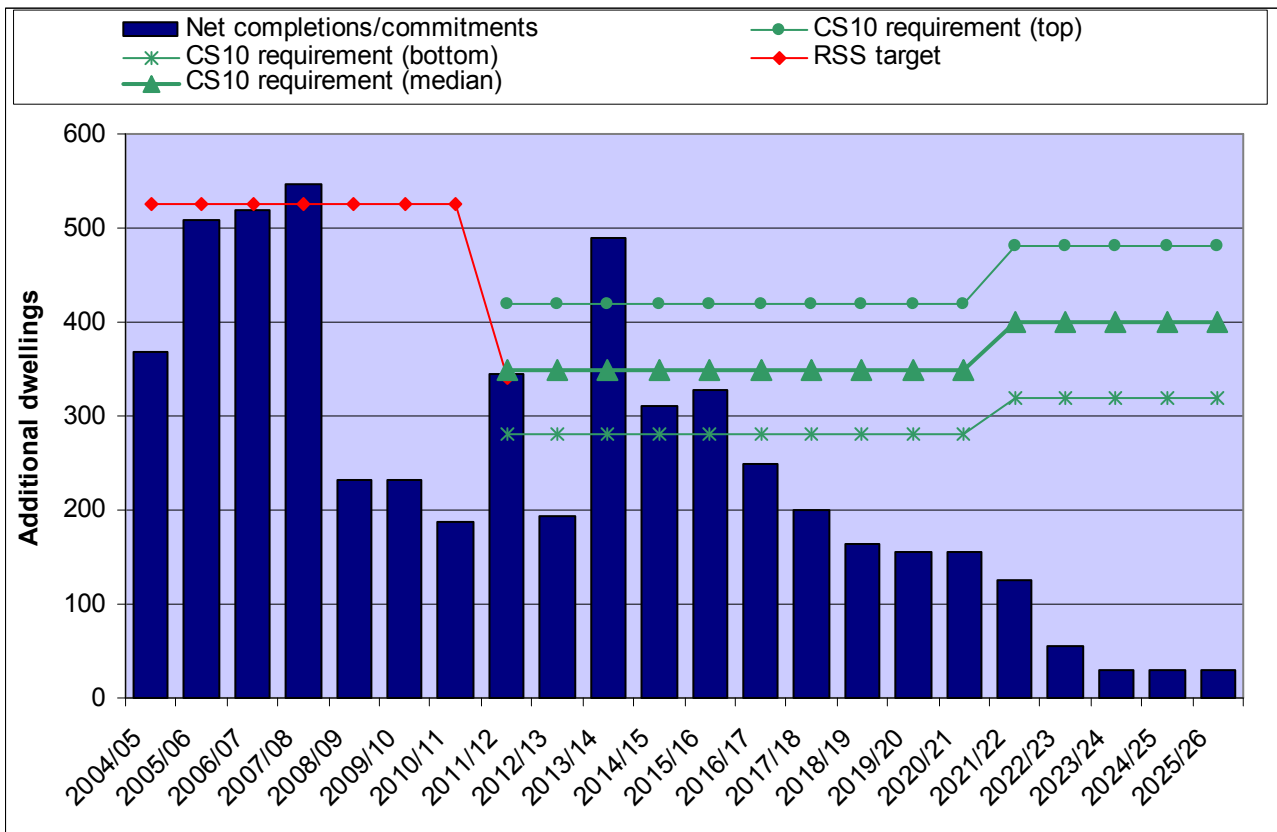


Table 6.1 Net additional dwellings 2004-2011

	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2004-2011
Completions	372	516	520	580	256	232	205	2681
Demolitions	4	7	0	33	24	1	18	87
Net additional dwellings	368	509	520	547	232	231	187	2594
RSS target	525	525	525	525	525	525	525	3675
Variance from RSS target	-157	-16	-5	+22	-293	-294	-338	-1081

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

Table 6.2: Forecast Dwelling Completions on Committed Sites as at 30 Sept 2011

	Forecast Completions			Total
	2011/12-2015/16	2016/17-2020/21	2021/22-2025/26	
Current commitments (gross)	1690	945	296	2931
Expected losses	25	25	25	75
Current commitments (net)	1665	920	271	2856
CS requirement (median)	1750	1750	2000	5500
% contribution to CS	95%	53%	14%	52%

Sites with Planning and Development Briefs in Place

6.5 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 6.3.

Table 6.3: 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.	Planning permission granted for 106 dwellings, currently building out.
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.	12	Draft brief in preparation.
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	About 8 dwellings.	Draft brief in preparation for 0.06ha site.

- 6.6 Table 6.3 shows that there are two sites, 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 is included in the SHLAA (site no. 60) and St. Cuthberts Way was not, because the interest that has been expressed in the site has been for largely retail and commercial uses rather than housing. These sites are not expected to yield significant numbers of dwellings, as housing is regarded as one element of a mixed use commercial development led scheme.

Planning Application Refusals

- 6.7 There have been no planning applications for housing that have been refused on the grounds of prematurity. The six 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;
 - affordable housing issues;
 - flood risk;
 - location outside development limits;
 - inadequate proposals for dealing with pollution, land contamination and protected species and trees;
 - effect on highway safety
- The relevant applications are set out in **Appendix 7**.
- 6.8 There is therefore nothing in the refusals to indicate a potential source of housing supply that has been overlooked.

Conclusions

- 6.9 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 52% of the median annual CS requirement will be provided from the remaining capacity on sites that already have planning permission, but this source is expected to provide 95% in the first five years, 2011-2016.
 - Sites with planning permission have delivered 2594 net additional dwellings in the seven year period April 2004 to March 2011. This was 70.6% of Darlington's total RSS target for that period, and a 1081 dwelling shortfall against that requirement.
 - Committed sites are expected to contribute 1690 new dwelling completions over the next five

- years, from 1st April 2011;
- (d) There is 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;
- (e) No additional potential sources of housing supply were identified from examining planning application refusals over the last five years.

7. FINDINGS: DARLINGTON HOUSING MARKET SINCE 1st OCTOBER 2010

- 7.1 Between 1st October 2010 and 30th September 2011, nine residential applications of five dwellings or more were granted planning permission, giving 388 dwellings in total. These are set out in Table 7.1 below. Of these permissions, three (with 31 dwellings between them) were for reserved matters, amendments to or time-limit extensions of existing permissions; another three (with 304 dwellings between them) comprised the signing of Section 106 agreements on applications which had already been provisionally approved; and only three (with 53 dwellings between them) were for sites new to the housing commitments pipeline. In addition, 41 applications of less than 5 dwellings have been permitted, with 63 dwellings between them - considerably more than the equivalent figure for last year (27 applications with 47 dwellings). In total, 451 dwellings have been permitted between 1st October 2010 and 30th September 2011, down from 740 dwellings last year.

Table 7.1 Approved residential applications between 1st October 10 and 30th Sept 11

Location	Applicant	Number of dwellings proposed	Details
53 Blackwell	Richard Hadland and Jenny Readman	5	Erection of dwelling (in outline). Superseded in 2005 by permission to demolish 2 No. existing dwellings and construct 5 No. detached dwellings, to include upgrading of the riverbank. The latter permission was altered in 2011 to allow substitution of house types.
39 Harris Street	Mr J Lee	5	Proposed Erection Of 5 No. Three Bedroomed Dwellings Along With Associated Garage And Car Parking Spaces (Amended Description)
1 Blackwell Lane	The Trustees Of The SRM Limited Pension Plan	9	Conversion of existing offices to residential use, forming 4 No. apartments and 5 No. houses with off street car parking provision (as amended by plans received 20 May 2008). Permission granted for extension of time limit, August 2011.
Croft House, Hurworth Place	Mr & Mrs J Hindmarsh	17	Conversion of existing dwelling to form 4 No. apartments and erection of 2 No. detached and 13 No. town houses with access road and associated landscaping (Outline application) (as amended by plans and information received 17 April 2007 and 26 April 2007). Reserved matters granted at appeal in 2011.
Rise Carr Club and Institute	Mr Dale Henderson-Thynne	18	Conversion of former working men's club to form 18 no. residential flats including external alterations (Revised scheme)
East Mount Road Coal Depot	Ward Bros (Steel) Limited	30	Outline application for residential development (Revised Application)
Rear of Heron Drive	McInerney Homes	48	Erection of 48 two storey dwelling-houses (amended plan received 25 April 2008) S106 signed 07/03/2011 by McInerney Homes, who went into administration less than a month later.
Hopetown House and Studios	Arkle Securities Ltd	110	Residential development consisting of 48 dwellings and 48 apartments and car parking (Hopetown House); Housing development of 14 No. residential dwellings (Hopetown Studios). Joint S106 signed for the two sites 11/05/2011.

Former Darlington Football Club	ESH Holdings	146	Development of former Feethams Football Ground to provide 146 units of residential accommodation including family housing apartments, retirement flats, open space and associated access road from South Terrace. S106 signed 01/07/2011.
	Total on large sites:	388	
	Windfall sites:	63	
	Total	451	

- 7.2 In addition to those sites granted planning permission, there were thirteen residential planning applications which were pending a decision. Those sites are identified in Table 7.2, below, and totalled 47 dwellings.

Table 7.2 Outstanding residential applications at 30 September 2010

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
St James Court	Erection Of A Three Storey Block Of Apartments To Form 12 No Apartments	12	Pending
Glaisdale Court	Erection Of 9 No Dwellings Within Existing Residential Development (Darlington Technical College site)	9	Pending
Windfall sites	10 small applications of under 5 dwellings each	19	Pending
Total no. dwellings in outstanding planning apps as at 30 Sept 10		47	

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 RSS/CS 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. 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. Subsequent consultation in preparing this SHLAA Update 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 late 2011, they

continued to be pessimistic about the likelihood of housing market recovery, especially prospects of recovery to the levels seen in 2007/08.

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

	Forecast Dwelling Completions														
	2011/12	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
Projected Dwellings on committed sites	349	199	495	315	332	253	204	168	160	160	131	60	35	35	35
Losses (assumed in CS)	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5	-5
Net	344	194	490	310	327	248	199	163	155	155	126	55	30	30	30
Achievable Potential Housing Sites	48	48	48	48	48	90	91	91	91	91	151	151	152	152	152
Total potential dwellings	392	242	538	358	375	338	290	254	246	246	277	206	182	182	182
Median CS10 requirement	350	350	350	350	350	350	350	350	350	350	400	400	400	400	400
Comparison with median CS10 requirement	+42	-108	+188	+8	+25	-12	-60	-96	-104	-104	-123	-194	-218	-218	-218
Top CS requirement	420	420	420	420	420	420	420	420	420	420	480	480	480	480	480
Bottom CS requirement	280	280	280	280	280	280	280	280	280	280	320	320	320	320	320

'Planned Dwellings on Committed Sites' for 2011/12 includes recorded completed dwellings for the first two quarters

Figure 8.1 Potential contribution of committed sites and deliverable/developable (SHLAA) housing sites to meeting the RSS and CS targets

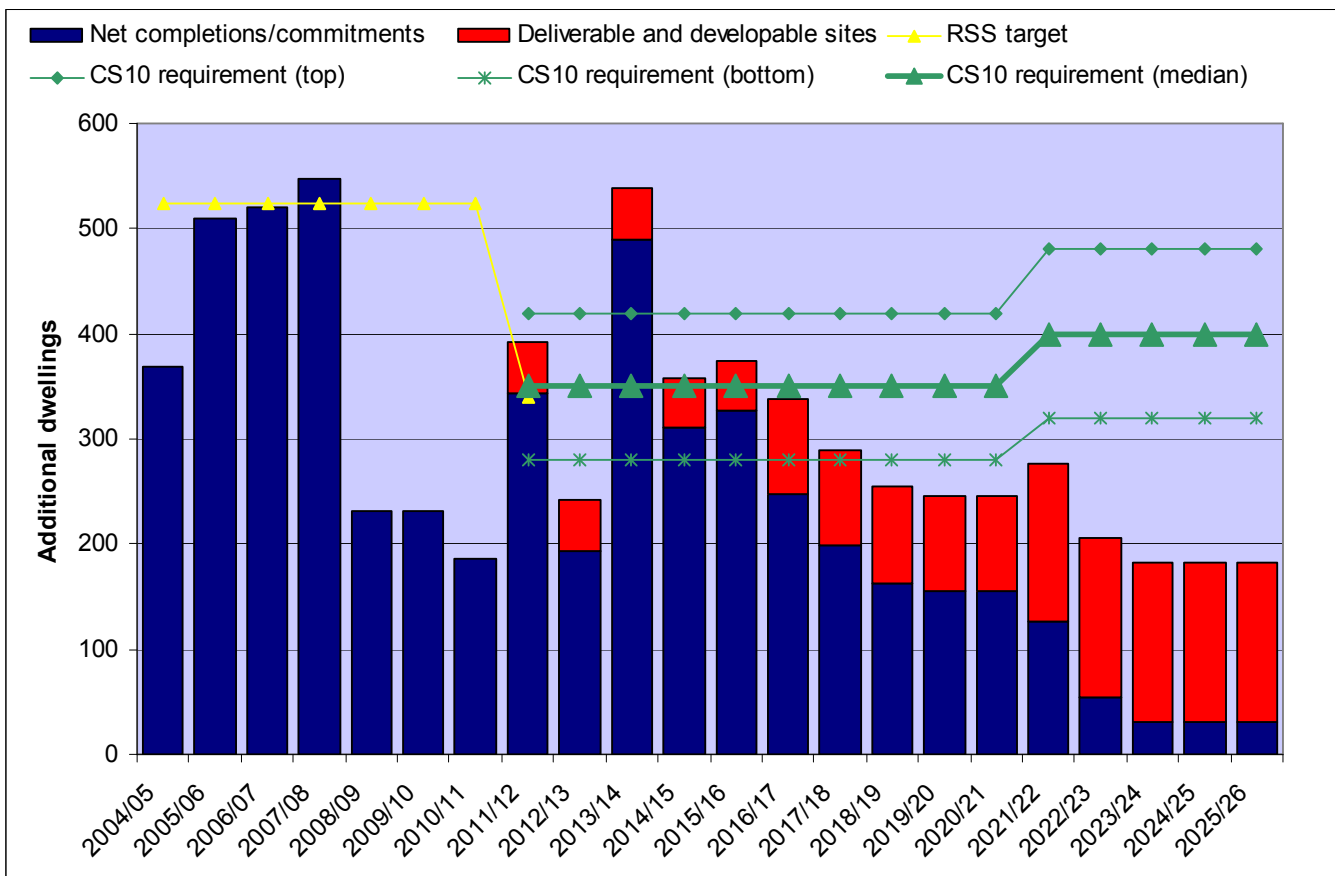
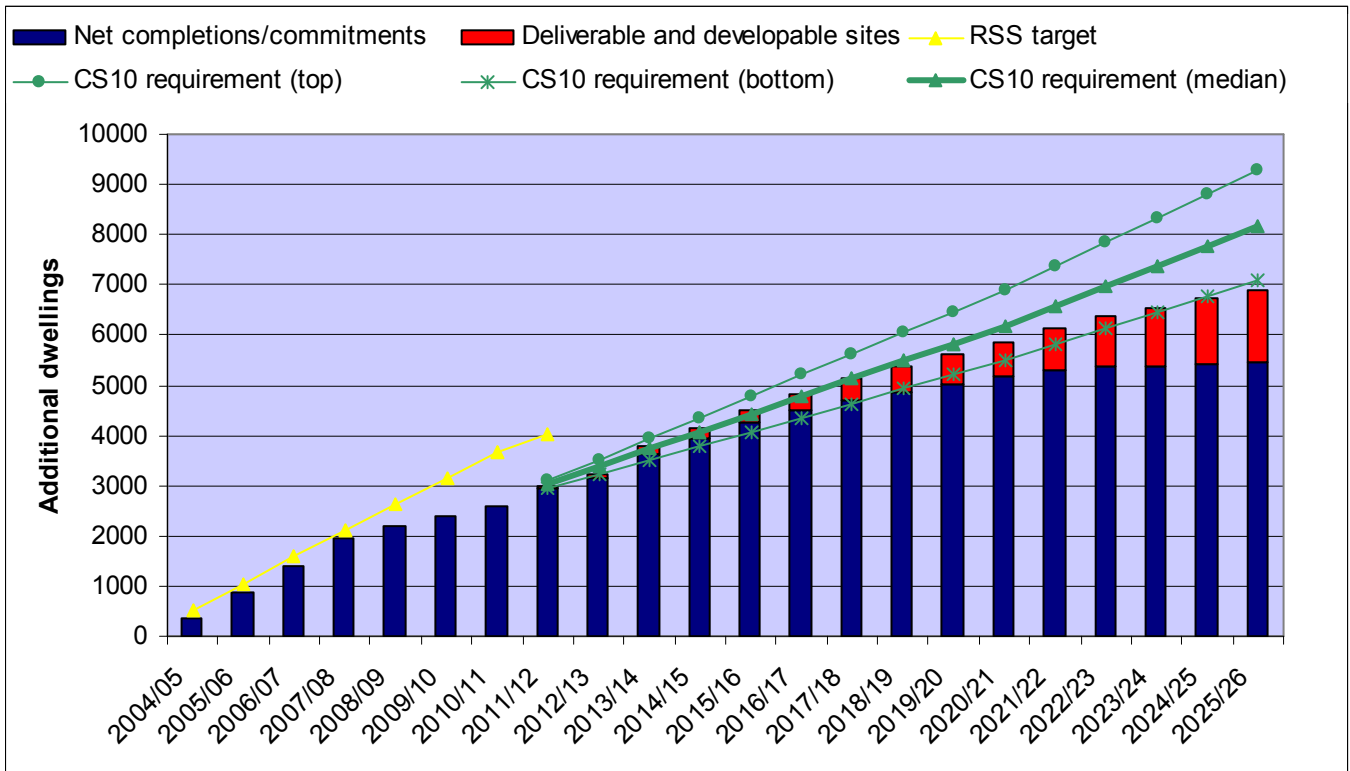


Figure 8.2 Cumulative potential contribution of committed sites and deliverable/developable (SHLAA) housing sites to meeting the RSS and CS targets



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. Correspondingly, we have defined 20% above the figures as the upper limit and these upper and lower limits are shown alongside projected dwelling completion numbers in figures 8.1 and 8.2. Taking into account deliverable and developable sites, and also the projected loss of dwellings, projected completions exceed the lower limit for all but one of the next seven years (to 2018), while they only reach the upper limit in one year, 2013/14. Table 8.2 shows that the projected completions would exceed the median requirement figure of about 350 dwellings in four of the seven years to 2018, and that the Borough would reach that year 83 dwellings in excess of the median annual requirements. From 2019 onwards, the sites identified in this SHLAA will cumulatively not satisfy the annual requirements of CS10 and further sites will have to be identified.

Housing provision for the first ten years of the plan period

8.5 From Table 8.1 it can be calculated that in the first ten years of the Local Development Framework Core Strategy (2011-2021), a total of 2,635 dwellings are anticipated to come forward from committed sites. Taking into consideration an assumption of five demolitions per year, this figure would become 2,585 net additional dwellings. With a further 694 dwellings delivered from other sites identified as achievable in this assessment the net total would be 3,279 dwellings. The sum of the median annual housing targets for these years is 3500, so there is likely to be a net deficit of 221 dwellings compared with the median CS housing target based on these sources alone. This deficit is due to the continuing poor performance of the housing market rather than a

lack of available land for housing. The preparation of site allocations through the MPAG DPD should address this deficit.

Identifying a five year supply of specific deliverable sites

- 8.6 Table 8.2 sets out the forecast supply of new housing over the next five years. As this update is being produced in Autumn 2011, the figures for 2016/17 are also shown, to allow the figures for 2012/13 to 2016/17 to be calculated at the next AMR as per the Audit Commission guidance.¹ This forecast identifies a supply of sites that is 155 dwellings above the median CS target in the five years to 2015/16, taking into account committed sites, deliverable sites, and the expected loss of five dwellings per year as set out in the Core Strategy.

Table 8.2 Forecast supply of housing sites from 1 April 2011 to 31 March 2017

	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015/ 16	2016/ 17	Total 2011-2016
Committed sites	349	199	495	315	332	253	1690
Forecast demolitions	-5	-5	-5	-5	-5	-5	-25
Other sites identified in this study as suitable and deliverable.	48	48	48	48	48	90	240
Net additional dwellings	392	242	538	358	375	338	1905
CS target	350	350	350	350	350	350	1750
Comparison with CS target	+42	-108	+188	+8	+25	-12	+155

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 Core Strategy requirements, with a surplus of 155 dwellings. Although sufficient sites were identified to exceed the total minimum annual Core Strategy requirements in the first ten years of the plan period (3279 net dwelling completions projected, against a minimum of 2800), there is likely to be a deficit of 221 completions against the total median annual requirements for those ten years.
- 8.8 The estimated undersupply in housing land identified in this SHLAA update is significantly larger than that identified in the Autumn 2010 SHLAA Update. There are two main reasons for this:
- Rather than using the requirements contained in the Regional Spatial Strategy, DBC is now using the annual requirements in Policy CS10 of the Core Strategy, which whilst being flexible are on average higher than those contained in the RSS.
 - There have been to changes to the assumptions (See para 3.14 and **Appendix 3**) used to calculate when dwelling completions can be expected to come forward on permitted housing developments, reflecting increased pessimism since the last SHLAA update about future prospects for housing market recovery. This together with new constraints identified, has reduced the dwelling capacity of some SHLAA sites which are expected to come forward in the first and second five year periods. On the other hand, adoption of the Core Strategy has made three urban extension sites now suitable; this reduces the deficit in the period 2021-26 and partly compensates for the reduced projections in 2016-21.
- 8.9 Specific conclusions from this study are as follows:
- There is likely to be a deficit of 221 dwellings against the median Core Strategy target (but a surplus of 479 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;
 - There is a five year supply of specific deliverable sites from April 2011, capable of delivering a surplus of 155 dwellings when compared with the median Core Strategy target.
 - The undersupply of housing land has increased significantly since the 2010 SHLAA update. This is largely due to the use of revised (downwards) assumptions about the rate

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

of delivery of new housing on identified sites and to comparison against the now adopted Core Strategy targets, rather than the RSS targets used previously.