

DARLINGTON STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT

Final Report

Darlington Borough Council
March 2009

Prepared by:
Planning & Environmental Policy, Regeneration Division, Chief Executive's Department, Darlington
Borough Council
30th March 2009

CONTENTS

1.	INTRODUCTION	4
	What is this document ?	4
	What is the purpose of this document ?	4
	Who has been involved in its preparation ?	4
	When was the assessment carried out ?	5
2.	CONTEXT FOR THE ASSESSMENT	6
	Meeting the Regional Spatial Strategy Requirement	6
	Implications of Housing Growth Point Status	7
	Implications of the Downturn in the Housing Market	7
	Guidance on Carrying Out Strategic Housing Land Availability Assessments	8
3.	METHODOLOGY	9
	Defining the Scope of the Assessment	9
	Sources of Supply	9
	Managing the Process and Agreeing the Methodology	11
	Agreeing an approach to estimating the Housing Potential of Each Site	11
	Approach to Suitability, Availability and Deliverability	12
4.	FINDINGS: SITES ALREADY IN THE PLANNING SYSTEM	12
	Sites in the Planning 'Pipeline'	12
	Discussion about sites in the 'Planning Pipeline'	17
	Sites with Planning and Development Briefs in Place	17
	Planning Application Refusals	18
	Windfalls	18
	Conclusions	19
5.	FINDINGS: POTENTIAL HOUSING SITES	19
	Sites Identified as Suitable	20
	Sites Identified as Available	20
	Achievable Sites	21
	Sites Identified as Deliverable	21
	Sites Identified as Developable in 6-10 years time	22
	Sites Identified as Developable in 10-15 years time	22
	Forecast Completions Arising from Potential Housing Sites	22
	Overcoming Constraints	22
	Summarising the SHLAA findings for Potential Housing Sites	24
	Conclusions	24
6.	BRINGING THE FINDINGS TOGETHER	24
	Discussion	26
	Housing Provision for the First 10 Years of the Plan period	26
	Identifying a Five Year Supply of Deliverable Sites	26
	Meeting Housing Growth Point Commitments	26
	Risk Factors	27
	Addressing the Shortfalls Identified and Ensuring Housing Delivery	27
	Conclusions	27
7.	KEEPING THE ASSESSMENT UP TO DATE	28
	LIST OF TABLES	Page No
	Table 1.1: Composition of the Darlington SHLAA Steering Group	4
	Table 1.2: Steering Group Involvement in SHLAA Preparation	5
	Table 1.3: Organisations and interests that provided information on potential housing sites	5
	Table 2.1: RSS Requirement for Darlington Borough	6
	Table 2.2: Net additional dwellings in Darlington Borough 2004-2011.	7
	Table 2.3: RSS Examination in Public Panel Report Suggested Housing Requirement for Darlington	7

Table 2.4: Housing Completions by Quarter for Darlington Borough, 2007/08 and 2008/09	8
Table 2.5: Annual housing starts over the last four years	8
Table 2.6 Core Outputs for a SHLAA (DCLG Guidance, August 2007)	8
Table 3.1: Showstopping Policy Constraints	10
Table 3.2: Supply of Sites from the Darlington Urban Capacity Study 2004	10
Table 3.3: Net Developable Area and Site Area Thresholds	12
Table 4.1: Remaining Dwelling Capacity on sites with Planning Permission as at 31st March 2009*	13
Table 4.2: 2008 and 2009 Forecasts for Dwelling Completions on Five Larger Housing Schemes in Darlington	17
Table 4.3: Sites for which Planning and Development Briefs have been Prepared	17
Table 4.4: Current Commitments: Non Windfall Sites	18
Table 5.1: Potential Housing Sites Considered Suitable For Housing Development	20
Table 5.2: Potential Housing Sites Considered Available For Housing Development	20
Table 5.3: Potential Housing Sites Considered Deliverable in 2011-2016	21
Table 5.4: Potential Housing Sites Considered Developable 2016-2021	22
Table 5.5: Potential Housing Sites Considered Developable, 2021-2026	22
Table 5.6: Potential Delivery of New Housing on Achievable Sites, 2011-2026	22
Table 5.7: Housing Sites In Darlington with Constraints on Delivery	23
Table 6.1: Relative Contribution of Sites in the Planning 'pipeline' and Potential Housing Sites to Housing Delivery, 2004-2026.	25
Table 6.2: Assumptions used in projecting future completions on sites with planning permission	25
Table 6.3: Forecast supply of housing supply from deliverable sites, 1st April 2009 to 31st March 2015	27
Table 7.1: Sites Pending Assessment as Potential Housing Sites in the SHLAA.	28

LIST OF FIGURES

	Page No.
Figure 4.1: Contribution of Existing Commitments to meeting the RSS Requirement and the Notional Housing Growth Point Uplift.	13
Figure 1a - h. Location of Actual and Potential Housing Sites at:	
a. Central and South East Darlington	14
b. North and North-East Darlington	14
c. West and North West Darlington	15
d. Middleton St. George area	15
e. Hurworth and Hurworth Place	16
f,g h; Brafferton, Summerhouse and West & East Newbiggin	16
Figure 6.1: Potential contribution of sites in the 'planning pipeline' and potential housing sites identified in this assessment to meeting the RSS requirement and the notional Housing Growth Point uplift.	26

APPENDICES

Appendix 1: Information Required with Submission of Sites for Inclusion in the SHLAA.	
Appendix 2	
a. list of all sites submitted for inclusion in the SHLAA and whether they were included or not and reasons	
b. Location of sites submitted for inclusion in the SHLAA: Darlington urban area.	
c. Location of sites submitted for inclusion in the SHLAA: Middleton St. George	
d. Location of sites submitted for inclusion in the SHLAA: Hurworth	
e. Location of sites submitted for inclusion in the SHLAA: Heighington	
f. Location of sites submitted for inclusion in the SHLAA: Bishopton	
g. Location of sites submitted for inclusion in the SHLAA: Merrybent and High Coniscliffe	
h. Location of sites submitted for inclusion in the SHLAA: Coatham Mundeville	
i. Location of sites submitted for inclusion in the SHLAA: Sadberge, Bishopton and ??	
Appendix 3: Summary of Responses to Consultation on draft SHLAA Methodology.	
Appendix 4: Darlington SHLAA methodology: final.	
Appendix 5: Notes of SHLAA Steering Group Meeting, 5th February 2009.	
Appendix 6a: Schedule of Comments received on the draft SHLAA and the Steering groups responses.	
Appendix 6b: Note of SHLAA Steering Group Meeting, 26th March 2009.	
Appendix 7: Actual and Forecast Housing Completions on Sites with Planning Permission	
Appendix 8: Planning application refusals for sites of 5 or more dwellings over the last 3 years	
Appendix 9	
a: Summary of the suitability, availability, achievability and infrastructure capacity of each site assessed.	
b. Potential Housing Sites: Summary of Deliverability and Developability Findings	

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. This document is the strategic housing land availability assessment (SHLAA) for Darlington Borough. It 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 (the date by when it is anticipated that the Darlington Local Development Framework (LDF) Core Strategy will be adopted), but also providing information about anticipated housing delivery in 2009/10 and 2010/11.

What is the purpose of this document ?

- 1.2 The findings of this assessment will inform the development of policies relating to the delivery of new housing over the next 15 years or so in the emerging Core Strategy and in a subsequent LDF allocations document. It will also indicate the sites that need to be developed in order to maintain a five year supply of deliverable housing sites.
- 1.3 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 Regional Spatial Strategy for the North East and the locational strategy of the emerging LDF 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.

Who has been involved in its preparation ?

- 1.4 The SHLAA has 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, 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: Composition of the Darlington SHLAA Steering Group

Name	Organisation
Valerie Adams/ Andrew Carter	Regeneration Division, Darlington Borough Council (Chair)
Tony Cooper	Bussey & Armstrong (local housebuilder)
Simon Miller/Simon Usher	Persimmon Homes (on behalf of the Home Builders Federation)
Rob McLackland	Taylor Wimpey North Yorkshire (on behalf of the Home Builders Federation)
Della Adams	Prism Planning (local planning consultant)
Andrea Abbott	Railway Housing Association (local registered social landlord)
Dave Coates	Development Control, Darlington Borough Council
Derek Watkins	Estates Division, Darlington Borough Council

- 1.5 The Council contributed Planning Officer and Estates Officer time to the project steering group, and the Planning & Environmental Policy team took overall control of the management and administration of the assessment. A deadline was set for completion of the assessment by the end of March 2009, so that the work would be available to inform the preparation of the LDF Core Strategy and so that the Council qualified for additional Housing and Planning Delivery Grant to

be awarded by the Government in 2009/10.

Table 1.2: Steering Group Involvement in SHLAA Preparation

Stage	Nature of Involvement	Timing
Finalising the methodology	<ul style="list-style-type: none"> Steering Group meeting and exchange of emails. 	<ul style="list-style-type: none"> At outset and through review of methodology as assessment proceeded.
Assessing Potential Housing Sites	<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 on 5th February 2009. 	<ul style="list-style-type: none"> Database of site information circulated to Steering Group in December 2008. Database of stakeholder and other site information circulated to Steering Group one week prior to meeting on 5th February 2009.
Considering delivery on existing sites.	<ul style="list-style-type: none"> Considering information on sites in the 'planning pipeline' as set out in draft SHLAA report. 	<ul style="list-style-type: none"> Draft SHLAA report circulated to Steering Group on 10th March 2009. Information discussed at SHLAA Steering Group meeting on 26th March 2009.
Making comments on the draft SHLAA report	<ul style="list-style-type: none"> Comments made in writing and in person at SHLAA Steering Group Meeting. 	<ul style="list-style-type: none"> 10-23rd March 2009 SHLAA Steering Group meeting on 26th March 2009.
Considering comments made on the draft SHLAA report.	<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.

- 1.6 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 Development Control Parks and Open Spaces Section 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, English Heritage also invited to contribute, but were unable to provide detailed responses.

When was the assessment carried out ?

- 1.7 Work commenced on the study in August 2008 and was completed in March 2009. Stakeholders provided the information about sites in January 2009 and site visits were made during February 2009. Stakeholder consultations were carried out on the draft SHLAA in mid March 2009.

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, November 2006)
- Regional Spatial Strategy (RSS) for North East England (GO-NE, 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 PPS3 is part of the 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 Policy 28 of the RSS identifies a requirement for the provision of the following net additional dwellings per annum in Darlington Borough in the period 2004-2021. This amounts 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	2004-2021
525	340	265	395

2.4 Darlington’s LDF Core Strategy, which is currently at the Preferred Options stage of preparation, plans for the period 2011-2026. The RSS allows for local planning authorities to make an assumption about the average annual rate of provision beyond 2021 that is equal to the average rate for 2004-2021. So for the LDF plan period, the net additional dwellings for which provision should be made is 5000 dwellings.

2.5 There are three additional factors that also need to be taken into account:

- (a) The extent to which there will be a shortfall or surplus against the RSS requirements, prior to the LDF Core Strategy being adopted.
- (b) Darlington’s status as part of the Tees Valley Housing Growth Point, recently awarded an initial £6.2 million of funding by the Government for schemes to accelerate housing delivery;
- (c) The recent downturn in the housing market and the ability of both private developers and registered social landlords to deliver new dwellings over the short-medium term.

Meeting the Regional Spatial Strategy Housing Requirement

2.6 Table 2.2 shows the net additional dwellings in the Borough in the period 2004-2011, and compares it with the RSS requirement.

2.7 Table 2.2 shows that during the seven years to 2011, there is likely to be a 27% shortfall (979 dwellings) compared to the RSS requirement (3675). Provision will need to be made in the first ten years of the LDF Core Strategy plan period if this shortfall in delivery is to be addressed by the end of the RSS plan period.

Table 2.2: Net additional dwellings in Darlington Borough 2004-2011.

Year	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10*	2010/11*	2004-2011
RSS requirement	525	525	525	525	525	525	525	3675
Completions	372	525	522	622	232	287	204	2764
Demolitions	4	7	0	33	24	N/k	N/k	68
Net additional dwellings	368	518	522	589	208	287	204	2696

Notes

Data for 04/05 to 07/08 is from updated DBC housing monitoring and may be different to HFR returns.

*figures include estimates based on evidence collected from housebuilders/developers in January 2009.

Years are 2004/05, 2005/06, etc, 1st April- 31st March.

Implications of Housing Growth Point Status

- 2.8 Housing Growth Point (HGP) status commits the Tees Valley to delivering new housing at a level that is 20% above that set out in RSS in the period to 2016. The RSS was not published in its final form at the time the bid for HGP status was sought, and the figures that provided the baseline for that bid and that were submitted with the Programme of Development were the ones suggested in the RSS Examination in Public (EIP) Panel Report, published in July 2006 (see Table 2.3).

Table 2.3: RSS EIP Panel Report Suggested Housing Requirement for Darlington

	Net additional dwelling provision			
	2004-2011	2011-2016	2016-2021	2004-2021
EIP Panel Report	480	315	75	310
20% uplift	576	378	(90)	
Finalised RSS	525	340	265	395

- 2.9 However, the delivery of the 20% uplift is to be across the Tees Valley as a whole and not necessarily to be apportioned across the Tees Valley as per the housing requirement set out in the RSS. That said, the Tees Valley Strategic Housing Market Assessment¹ confirms that Darlington is one of the strongest housing market areas in the Tees Valley. As such, it was considered appropriate to plan to accommodate at least 20% uplift of housing delivery in Darlington in the period to 2016, and this, together with making good the shortfall against the RSS requirement to date, was the approach that was set out in the Core Strategy Preferred Options, published by the Council in October 2008.
- 2.10 At the time of writing, it is not known how the Housing Growth Point funding is to be apportioned across the Tees Valley, continuing to cast some doubt on the timing of delivery of some key housing sites in Darlington, like Central Park.

Implications of the Downturn in the Housing Market

- 2.11 The housing market in Darlington has not escaped the effects of the downturn in the housing market. The national and global 'credit crunch' has severely restricted the ability of potential homeowners to secure the mortgages that would enable them to purchase a home or trade up to a better home, has also affected the ability of housebuilders to access funding from the market to finance the delivery of new housing schemes, and has reduced the willingness of some landowners to sell. Table 2.4 shows how the level of house building in Darlington has declined over the last year.

Table 2.4: Housing Completions by Quarter for Darlington Borough, 2007/08 and 2008/09

¹ Tees Valley Strategic Housing Market Assessment, January 2009

Year	2006/07				2007/08				2008/09			
Quarter	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4*
No. completions	157	109	160	92	105	193	204	64	65	64	87	16

*estimate, using actuals for Jan and Feb + estimate for March 09

source: data in this table is from DBC Housing Monitoring Database, not updated to include retrospective information provided in Jan 09 by housebuilders.

- 2.12 The pattern of housing starts over the last two years is also revealing (see Table 2.5), illustrating well the marked decline in housebuilding activity in the Borough.

Table 2.5: Annual housing starts over the last four years

Year	2005/06	2006/07	2007/08				2007/08	2008/09				2008/09
Quarter			Q1	Q2	Q3	Q4	Year	Q1	Q2	Q3	Q4*	Year*
No. starts	439	325	117	46	80	49	292	31	56	41	18	146

2005/06 and 2006/07 = CLG statistics

*these are estimated figures, based on statistics available in late February 2009.

- 2.13 Representatives of the housebuilding industry on the SHLAA Steering Group reiterated market intelligence gathered by the Council during October 2008 that indicated that very little housebuilding activity is currently taking place in Darlington. The market is not expected to begin to recover for another 12 to 18 months, and it may be 7-10 years before the market recovers to anything approaching the levels of housebuilding seen at the top of the market a years ago.
- 2.14 This significant change in market conditions since the RSS was prepared has had several effects on the ability of the Council to meet the housing requirement set out in the RSS:
- The ability to bring forward several key sites in the short term that are central to the delivery of new housing is not certain;
 - Sites with planning permission and where development is underway are not being built out at the rate that was originally envisaged, and in some cases, activity has ceased altogether pending some evidence of market recovery;
 - There is unlikely to be any windfall sites being built out in the next two years, because of the lack of private finance available to housebuilders to progress these;
 - Because of the increased demand for affordable housing, there is some optimism for, and already evidence of, grants to registered social landlords for the provision of affordable housing being more readily available from the Homes and Communities Agency than they have been in recent years from its predecessor, the Housing Corporation.

Guidance on Carrying Out Strategic Housing Land Availability Assessments

- 2.15 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 2.6 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 2.6: 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.

- 2.16 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 (see <http://www.northeastassembly.gov.uk/document.asp?id=806>).

- 2.17 A Tees Valley Strategic Housing Land Availability Assessment Sub-Regional Implementation Guide was also prepared and published in February 2008 (see http://www.stockton.gov.uk/citizenservices/buildingregulations/dev_plans/suppinfo/shlaa/tvshlaa/) 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 outlines 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 outset of work of the SHLAA, in August 2008, developers, landowners, local agents and planning consultants were invited to submit potential housing sites for inclusion in the assessment of potential housing sites. 268 letters and e-mails were sent out, and those submitting potential sites were asked to provide a range of information about their sites by completing a 'SHLAA site assessment pack' that was available to download from the Council's website (see **Appendix 1**). Contact details were drawn from the Council's LDF consultees database, and from the list of agents, developers and landowners who have submitted planning applications in recent years.
- 3.3 The call for sites was open between 1st and 26th September 2008, and 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 prior to stakeholders being contacted to provide information about all the sites in December 2008. All the sites submitted are listed and located on plans set out in **Appendix 2**.
- 3.4 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. The sites submitted that were below this threshold are identified as such in **Appendix 2**.
- 3.5 No sites submitted were subject to the 'showstopping' policy constraints set out in Table 3.1.
- 3.6 The following types of sites were also included in the study:
- (a) *sites allocated for residential use in the adopted Borough of Darlington Local Plan*. There is only one that has not yet been granted planning permission, namely Proposal H5.8 which is an allocation of 2.2 hectares at Clifton Road, Darlington, which is currently occupied by Darlington Farmers Auction Mart and a long stay car park. A planning application has recently been submitted but has not yet been determined for the relocation of the cattle mart as part of a agricultural and equine centre proposed at Humbleton Farm, to the north west of the main urban area. The Council has also been in discussions with the owners of the cattle mart over the last year regarding other alternative locations, but these have not been conclusive.
 - (b) *sites which were included in the Darlington Urban Capacity Study 2004* (see

www.darlington.gov.uk/planningpolicy) and identified in that study as 'attractive' or 'needs intervention' and for which no planning permission has yet been granted, and there was some indication of intention by the landowner to dispose. These sites are listed in Table 3.2.

- (c) *Larger areas where mixed use development is planned*, but where the proportion and location of new housing has not yet been established. The two areas of this type that were included in the assessment process were Lingfield Point (SHLAA ref. 72) and the Town Centre Fringe (SHLAA ref. 71).

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'

Table 3.2: Supply of Sites from the Darlington Urban Capacity Study 2004

Site Name	DUCS Ref No.	SHLAA Ref No.	DUCS Panel Verdict	DUCS Timing	Comment
Richmond Close	110		Attractive	Short term	Council owned: no current proposals to dispose.
North Road/Albert Road	158		Attractive. Current interest.	Long term	No known current interest.
Albert Road	161	48	Attractive	Long term	Capacity now estimated at 30 dwellings.
Alexander Street	264	64	Needs Intervention	Long term	Completion of Eastern Transport Corridor has improved visibility of this site.
Rear of 3-25 Smithfield Road	391		Attractive	Long term	In employment use. No known intention to dispose.
East of railway line, Whessoe Road northern site (Corus)	460	41(pt)	Needs Intervention	Short term	Planning application pending determination. Site could be available now.
East of Hurworth House School	523		Attractive	-	No known current intention to dispose.
Town Farm, Sadberge	531		Attractive	Long term	Council owned: no current proposals to dispose.

- 3.7 Sites that are allocated for other non residential uses were generally not included, as work to establish whether they will continue to be needed for those uses is not sufficiently advanced; the Darlington Employment Land Review will not be completed until Summer 2009, and the audit of open spaces that underpins the Open Spaces Strategy needs to be updated. Any sites arising from these sources will be included in an update of the SHLAA.
- 3.8 Sites that are already in the planning system were considered separately. These were not subject to detailed site assessments, but further information about the housing delivery programme for each of them was sought by way of a postal questionnaire. Further details on this are set out in Chapter 4.

- 3.9 A total of 57 sites were surveyed and information was sought from the stakeholders identified in Table 3 to populate the SHLAA database. **Appendix 2** indicates the sites submitted that were surveyed for the SHLAA.

Managing the Process and Agreeing the Methodology

- 3.10 Consultations took place on the draft methodology from 1st to 26th September 2008. All those from whom site submissions were invited were also invited to comment on the draft methodology, and in addition, 35 letters consulting on the methodology were sent to stakeholders, potential steering group members and adjacent local authorities. The draft methodology was also available on the Council's website, www.darlington.gov.uk/planningpolicy, together with details of how to respond. A summary of the consultation responses received is set out in **Appendix 3**.
- 3.11 Following discussion of the SHLAA methodology and the comments received by the SHLAA Steering Group at its meeting on 21st October 2008, the methodology was published. Further changes were made to the methodology in February 2009 to clarify it and streamline the process. The proposed changes to the methodology were circulated to the SHLAA Steering Group prior to its meeting on the 5th February and comments were invited on it up until 23rd February. No comments were received. The finalised methodology was issued and placed on the website. It is reproduced here as **Appendix 4**.
- 3.12 At the meeting on 5th February where potential housing sites were assessed, 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. A note of that meeting is attached as **Appendix 5**.

Agreeing an Approach to Estimating the Housing Potential of Each Site

- 3.13 The RSS indicates that development should take place at an average density of 30-50 dwellings per hectare across the Borough as a whole, whilst draft Policy CS10: Housing in the Council's LDF Core Strategy: Preferred Options suggests the average density across the Borough should be 30-40 dwellings per hectare, on the basis that the Tees Valley Strategic Housing Market Assessment (SHMA) found that to achieve a balanced housing market and meet the aspirations of the people who will drive and underpin economic growth, new housing provision in the area should include a higher proportion of larger family homes, as demand currently exceeds supply for this type of housing.
- 3.14 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 3.3 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, as was the dwelling estimate that would have been generated if the sites were developed at the densities set out in the Council's draft Design of New Development Supplementary Planning Document.
- 3.15 However, little weight was accorded to the draft SPD as the consultation period was still running, and 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 (see **Appendix 5**). 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.

Table 3.3: 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

- 3.16 The steering group took account of national, regional and sub-regional guidance in assessing whether sites should be considered suitable, available and achievable. Because the Darlington LDF Core Strategy is not expected to be adopted before early 2011, the decision was taken that for sites to be considered deliverable, these would need to be deliverable in the 5 year period from April 2011, and sites considered developable would be assigned to the five year periods 2016-2021 or 2021-2026. Sites that would be deliverable in the two years prior to April 2011 (2009/10 and 2010/11) would also be recorded in the SHLAA.
- 3.17 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.
- 3.18 All those who submitted sites were given the opportunity to comment on a draft SHLAA, and to provide additional information about suitability, availability and achievability. The comments received and the Steering Group's responses to them are set out in **Appendix 6a**. A note of the Steering Group meeting is provided at **Appendix 6b**.

4. Findings: Sites Already in the Planning System

Sites in the Planning 'Pipeline'

- 4.1 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 4.1 shows that contribution of sites with planning permission towards meeting the RSS requirement and the notional 20% Housing Growth Point uplift figure.
- 4.2 Table 4.1 summarises the remaining housing capacity of all sites with planning permission. This information has been drawn the Council's five year supply evidence, updated in March 2009, taking account of housebuilders' latest forecasts of annual dwelling completions. Details of the outstanding capacity and forecast build out rates on individual sites with permission for more than five dwellings is included in **Appendix 7**, together with a summary of the remaining capacity and build out rates on sites of five or less dwellings.
- 4.3 Table 4.1 shows that only 56% of the RSS requirement will be provided from the remaining capacity on sites that already have planning permission. To meet the RSS requirement, sites capable of accommodating 1777 dwellings will have to be identified and brought forward. The amount of net additional homes required on new sites rises to 2197 dwellings if the shortfall of 420 dwellings from 2004/5 - 2008/09 is also taken into account (see Table 2.2)
- 4.4 In the period to 2004-2016, Housing Growth Point uplift (see Table 2.3) indicates that 5922 net additional dwellings are required. Table 2.2 shows that 2696 net additional dwellings were delivered in from 2004 to 31st March 2011², and that 1557 dwellings are forecast to be delivered in 2011-2016 from sites with planning permission. This means that to meet the HGP uplift target, sites to accommodate an additional 1669 dwellings will need to be identified and delivered by April 2016.

Figure 4.1: Contribution of Existing Commitments to meeting the RSS Requirement and the Notional Housing Growth Point Uplift.

² estimate for last quarter of 2008/09

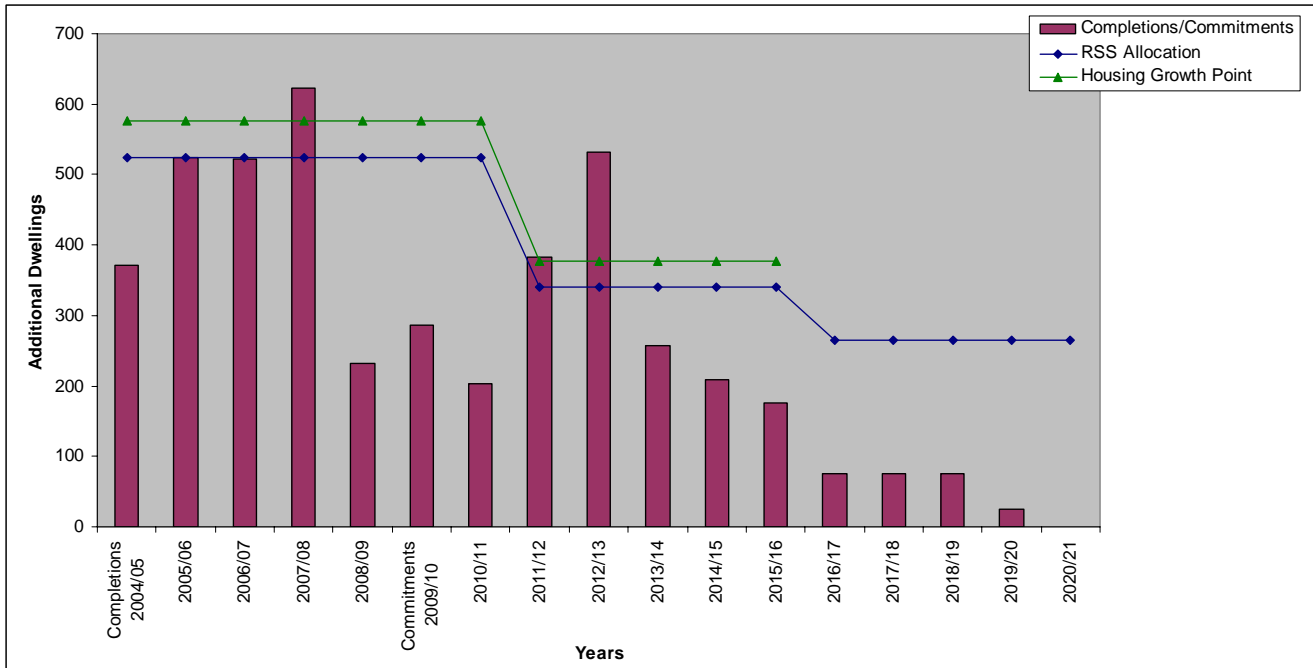


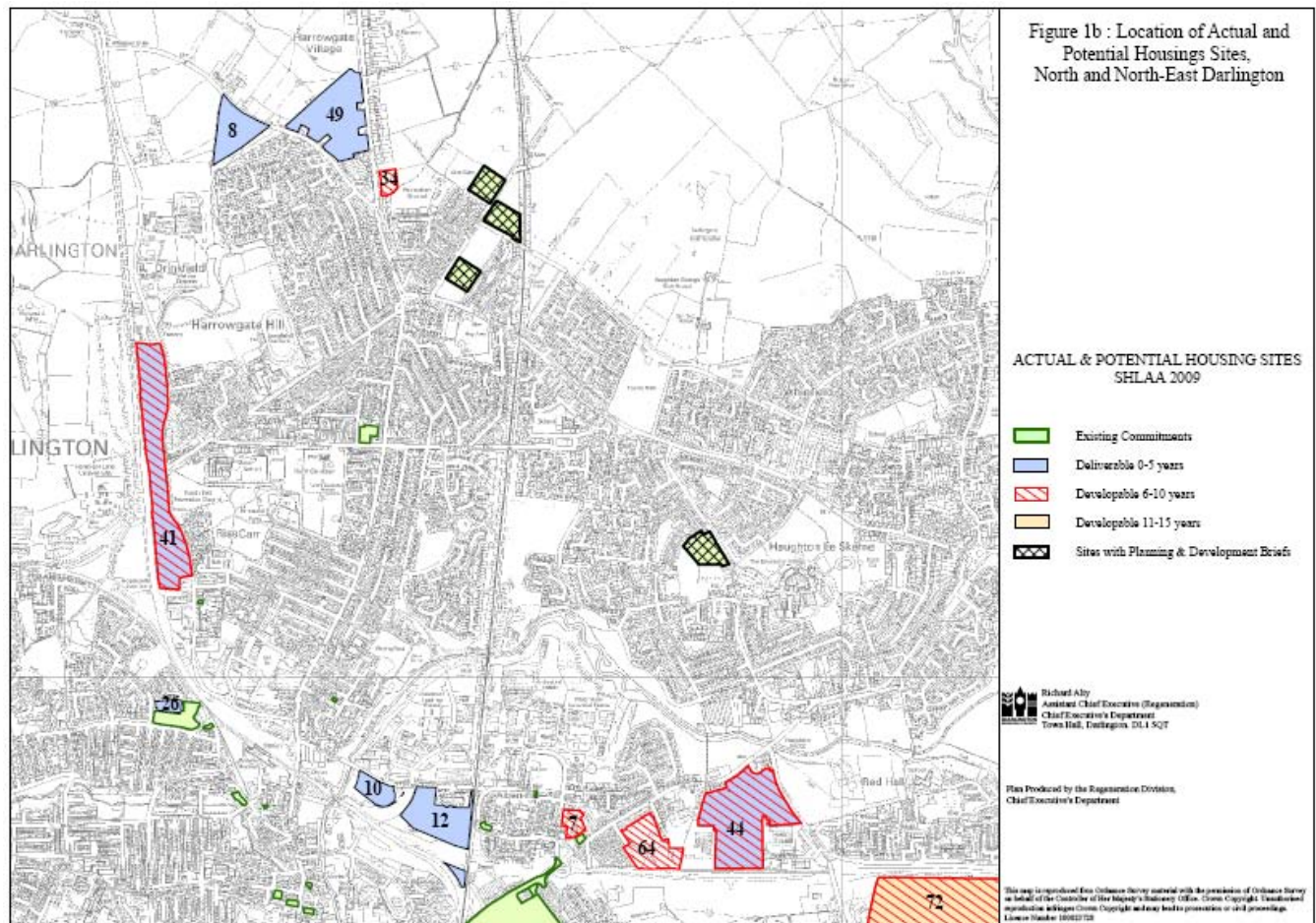
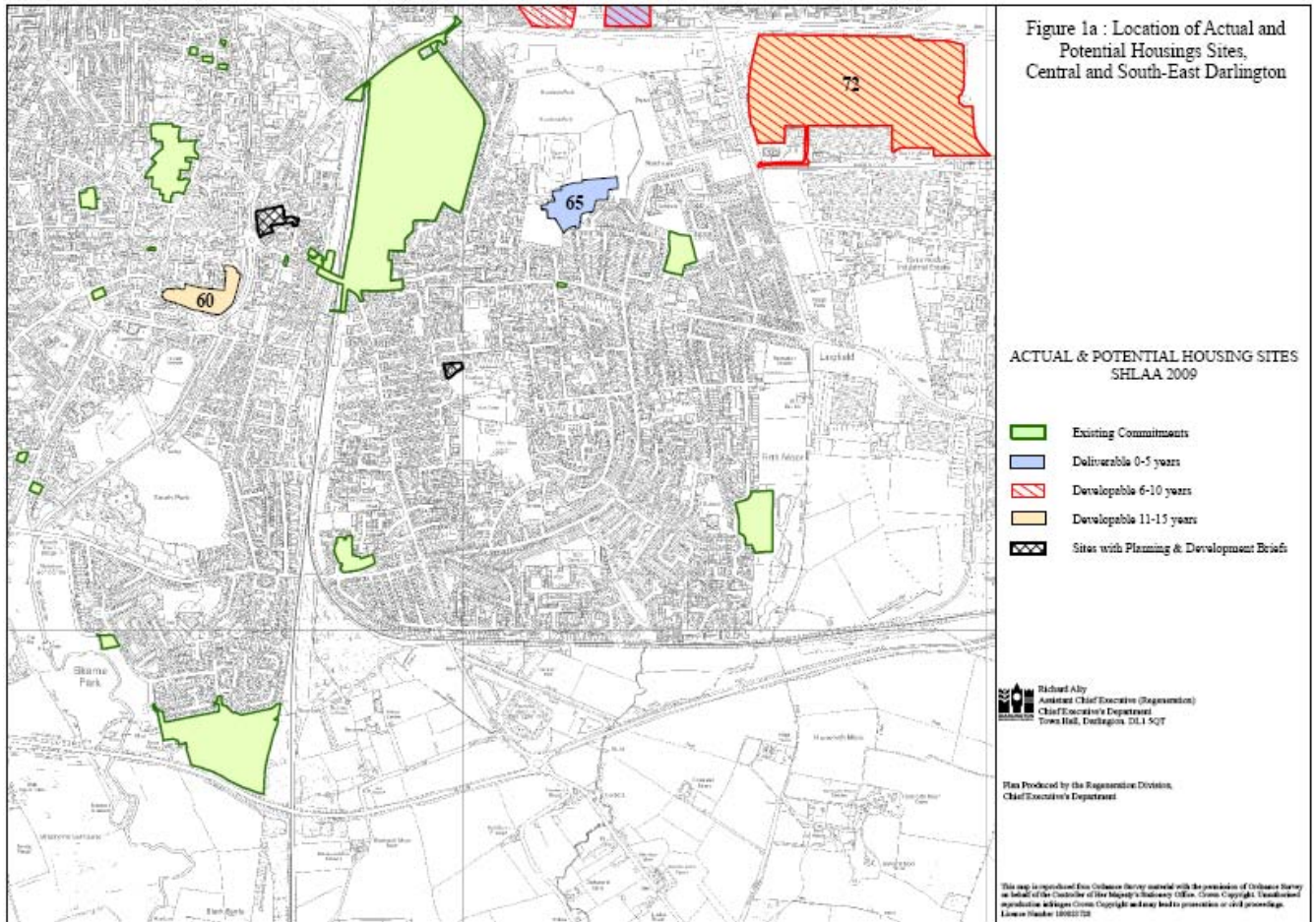
Table 4.1: Remaining Dwelling Capacity and Forecast Dwelling Completions on Sites with Planning Permission as at 31st March 2009*

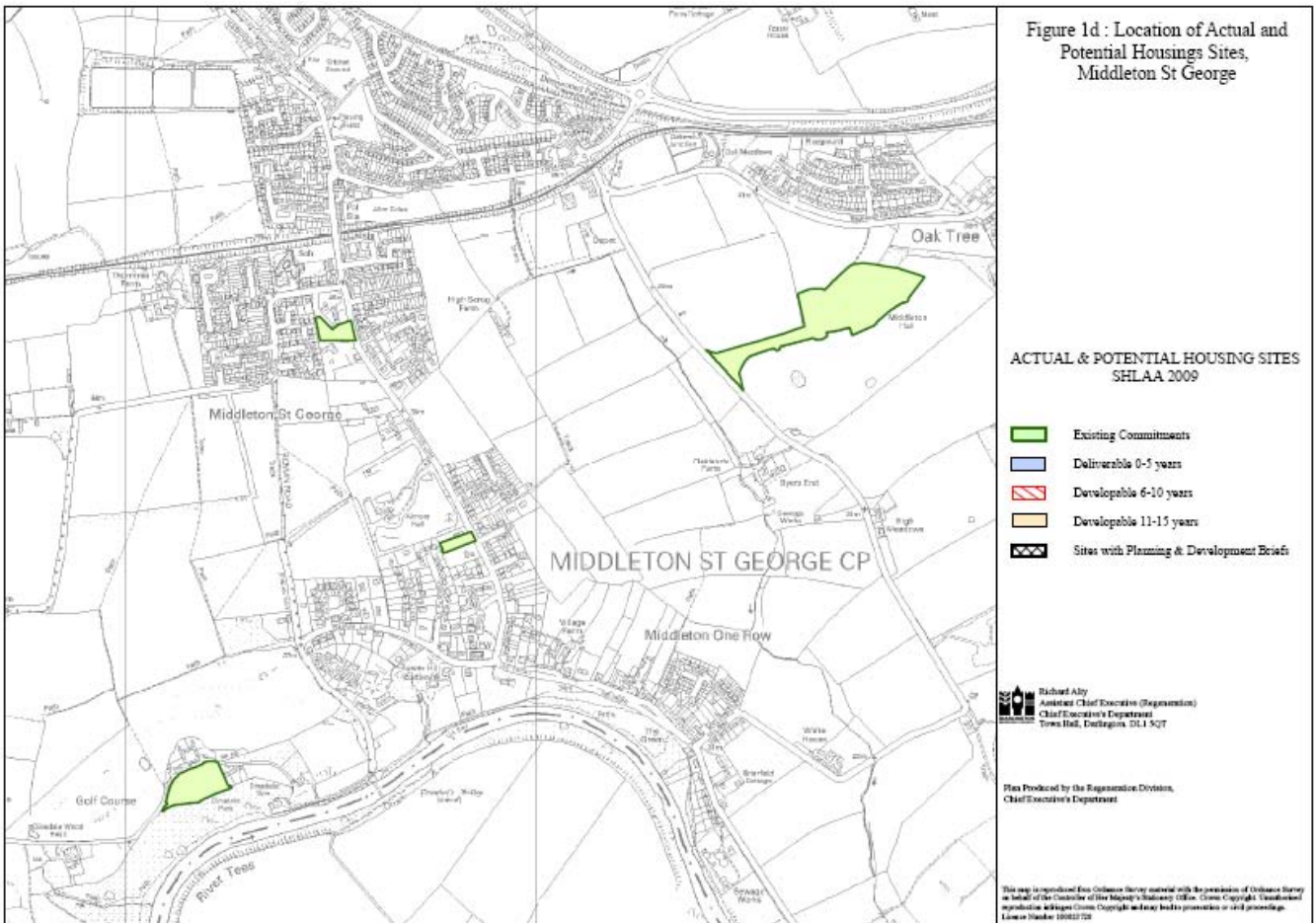
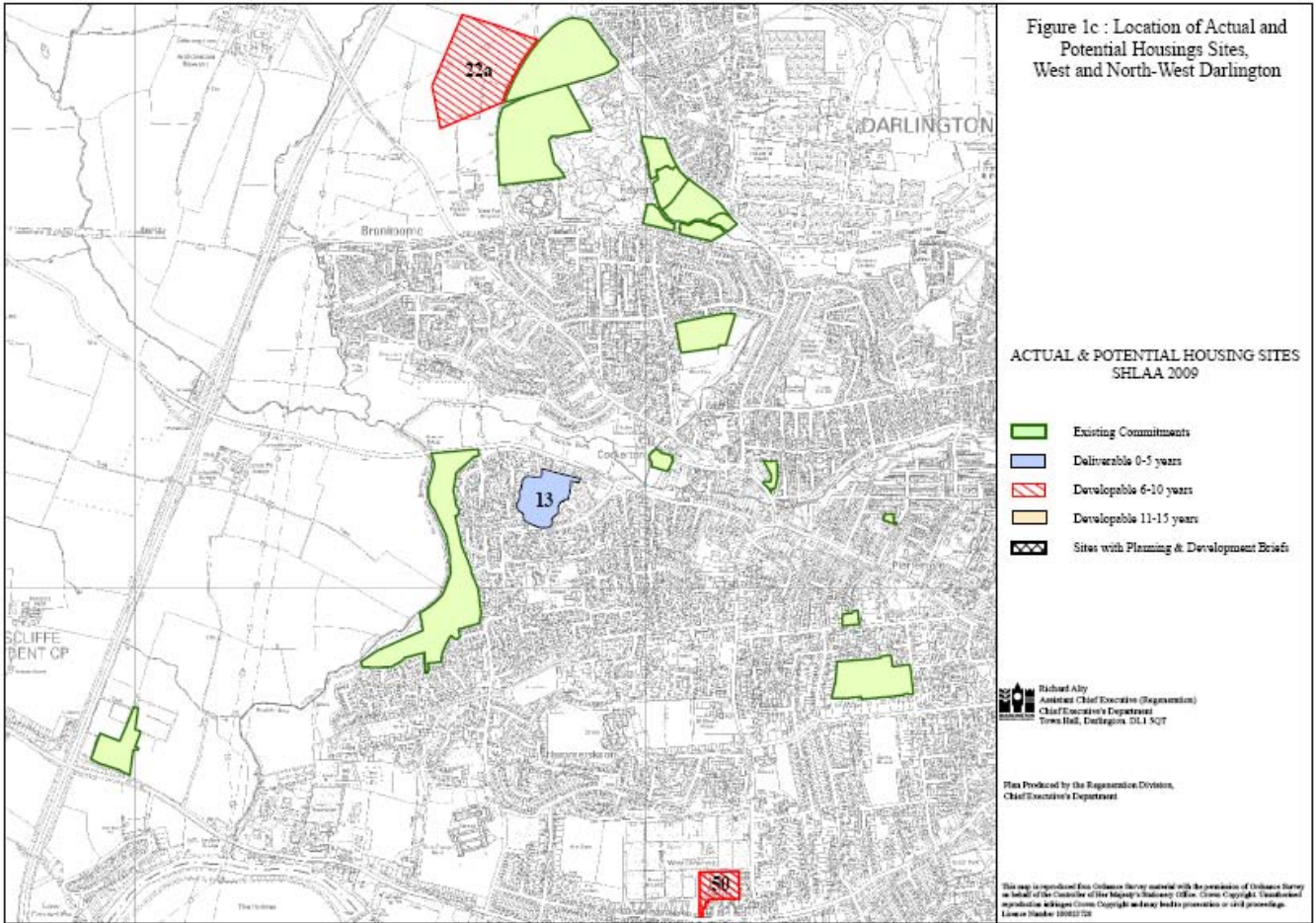
Type of Site	Remaining Dwelling Capacity	Forecast Completions			
		2009/10-2010/11	2011/12-2015/16	2016/17-2020/21	2021/22-2025/26
All	2576	491	1557	250	0
Urban PDL			1637		
Urban Greenfield			580		
Villages PDL			98		
Villages Greenfield			69		
Rural PDL			16		
Rural Greenfield.			176		
RSS requirement		1050	1700	1325	(1975)
% contribution to RSS		46.8	91.6	18.9	0

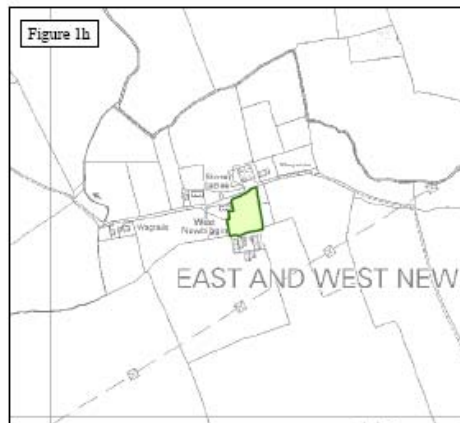
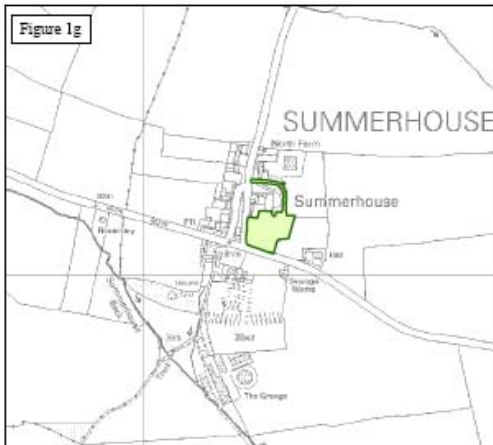
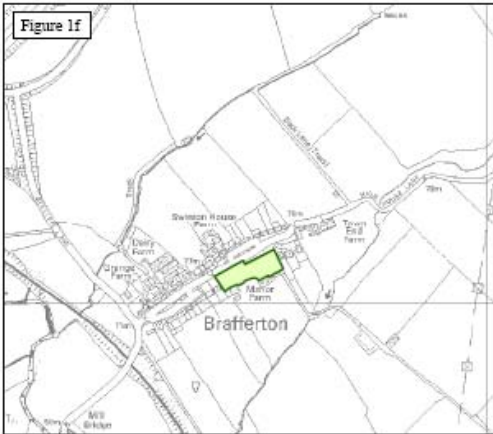
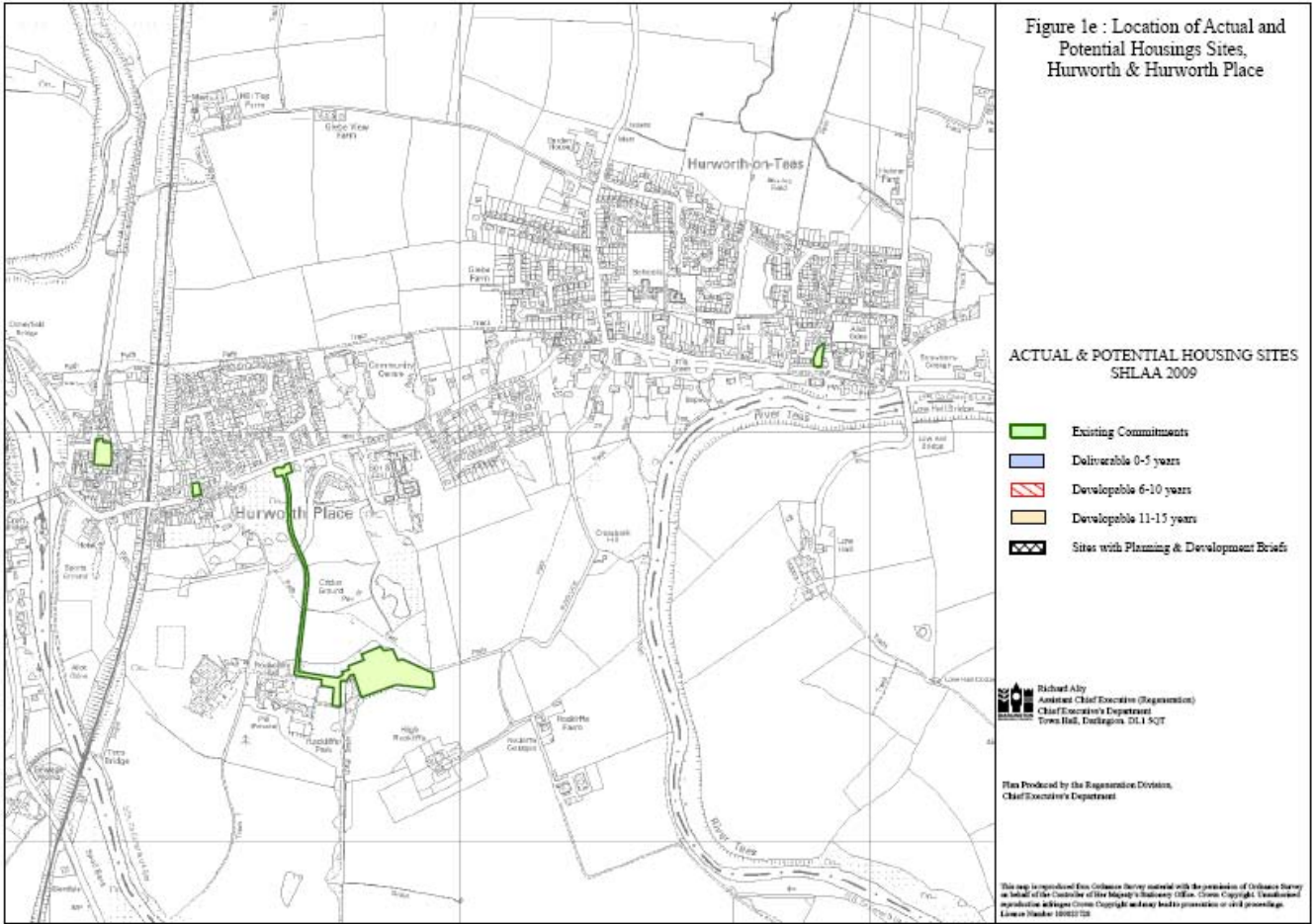
*figures include estimates of completions from Jan-Mar 09.

Remaining dwelling capacity is higher than forecast completions because given the current market conditions, it is assumed some sites with planning permission will not be built out.

4.5 There is remaining capacity of sites with planning permission throughout the Borough, with the largest concentrations at Central Park, West Park and Snipe House Farm, and Harrogate Hill. The location of sites with planning permission for more than five dwellings and with remaining capacity on them are shown on Figures 1a to 1h.







Discussion about Sites in the Planning 'Pipeline'

- 4.6 The forecasts of housing completion rates provided by housebuilders and developers are markedly lower than the estimated completion rates that informed earlier housing trajectories, including that presented in the Council's five year housing supply note³, published in Spring 2008. In addition, the developers of several smaller sites have indicated that they are not now intending to implement their planning permissions. Table 4.2 sets out the combined difference in forecasts made in 2008 and 2009 for five schemes in Darlington whose capacity is greater than 50 dwellings and where completions are forecast in the period to 2016.

Table 4.2: 2008 and 2009 Forecasts for Dwelling Completions on Five Larger Housing Schemes in Darlington

	Completions							
	2009/10	2010/11	2011/12	2012/13	2013/14	2009-2014	20014/15	2015/16
2008 forecast	184	256	229	198	148	1015	97	97
2009 forecast	17	39	112	182	154	504	131	110
Difference	167	217	117	16	-6	511	-34	-13

Sites contributing to this table are Central Park, West Park, Yiewsley Drive, Snipe House Farm and Bates Avenue.

- 4.7 Table 4.2 shows that over the five years to 2014, the forecast number of dwellings coming forward is about half that forecast only a year ago. These significantly reduced forecasts of housing completions mean that the contribution that sites with planning permission is expected to have in ensuring a five year supply of deliverable sites is much reduced. This increases the contribution that will need to come, in the short to medium term, from potential sites not yet in the planning process, or through interventions to accelerate delivery on the sites with planning permission, if the shortfall of housing completions against the RSS housing requirement is to be minimised.

Sites with Planning and Development Briefs in Place

- 4.8 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 4.3, and their locations are shown on the plans at Figure 1.

Table 4.3: 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. Clearance of bus station part of site underway.
Former Beaumont Hill Senior School, Middle School and Junior School Sites, Harrowgate Hill	100 dwellings.	Planning permission granted.
Former Springfield Primary School, Salters Lane South, Haughton	78	Planning permission granted, March 2008
Former Sadberge C of E School, Sadberge village.	16	Development completed
Former Albert Hill Nursery.	8	Development completed.
Former Eastbourne Nursery.	Yes	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.

- 4.9 Table 4.3 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,

³ Housing Supply in the Borough of Darlington: Demonstrating a Five Year Supply of Deliverable Sites (as at 31st March 2008)

because the interest that has been expressed in the site has been for 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

- 4.10 There have been no planning applications for housing that have been refused on the grounds of prematurity. The 6 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:
- (a) effect on the character and appearance of the localities;
 - (b) residential amenity; and
 - (c) affordable housing.
- The relevant applications are set out in **Appendix 8**.
- 4.11 There is therefore nothing in the refusals to indicate a potential source of housing supply that has been overlooked.

Windfalls

- 4.12 PPS3 sets a clear expectation that the supply of land for new housing should be based upon specific sites, and where necessary, broad locations. No agreed Darlington SHLAA methodology indicates that no account will be taken of windfall in this SHLAA but that if any unforeseen windfalls occur these will be taken into account in a subsequent review.
- 4.13 Because the housing allocations set out in the adopted Local Plan in Darlington were only intended for the period to 2006, most of the sites that have come forward in recent years have been windfalls; only 17 sites are not windfalls. It is expected that this position would change once an adopted LDF allocations document is in place. Sites that are not windfalls are indicated in Table 4.4.

Table 4.4: Current Commitments: Non Windfall Sites

Site Ref	Site Name
DC002	Snipe House Farm
DSU315	Rosemary Court
DSU320	Land to Rear of 265 - 289 Neasham Road
DU007a	East Haven
DU140bi	Parkside
DU178ai, aii, aiii, aiv, av, avi,	West Park Combined Sites
DU179	Cleveland Terrace
DU180	Neasham Road
DU206	Clarks Yard
DU286	Central Park (Combined)
DU287	Rosemary Court Elderly Flats
DU306	North Of Parkside
DU308	Albert Hill Nursery School
DU317	Former Beaumont Hill Middle School
DU321	Queen Street Shopping Centre
DV031	Aycliffe Hospital
DV067	Rockcliffe Park

Conclusions

- 4.14 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:
- (a) Only 56% of the annual RSS requirement will be provided from the remaining capacity on sites that already have planning permission.
 - (b) Sites with planning permission have delivered 2205 net additional dwellings in the five year period April 2004 to April 2009. This is 84% of Darlington's total RSS requirement for that period, and a 420 dwelling shortfall against that requirement.
 - (c) Sites that already have planning permission are expected to contribute 2298 new dwelling completions over the next five years, from 1st April 2009;
 - (d) 68% of new dwellings with planning permission but not yet completed will deliver new homes on previously developed land;
 - (e) To meet the Housing Growth Point uplift target, sites to accommodate an additional 1669 dwellings will need to be identified and delivered by April 2016.
 - (f) There is remaining capacity of sites with planning permission throughout the Borough, with the largest concentrations at Central Park, West Park and Snipe House Farm, and Harrowgate Hill;
 - (g) Sites where planning and development briefs have been prepared and where there is no planning permission in place are not expected to contribute a significant number of new dwellings.
 - (h) Only 17 sites currently in the planning pipeline are not windfall sites. This is because the adopted Local Plan only identified sites to 2006. This situation will only be improved once a LDF Allocations DPD is in place.
 - (i) No additional potential sources of housing supply were identified from examining planning application refusals over the last five years.

5. FINDINGS: POTENTIAL HOUSING SITES

- 5.1 Policy 3 of RSS states that Local Planning Authorities should adopt a sequential approach to the identification of land to give priority to previously developed land and buildings in the most sustainable locations. Sites and locations should be selected in the following priority order:
- a) suitable previously developed land and buildings within urban areas, particularly around public transport nodes;
 - b) other suitable locations within urban areas not identified as land to be protected for nature or heritage conservation or recreational purposes;
 - c) suitable sites in locations adjoining urban areas, particularly those that involve the use of previously developed land and buildings; and
 - d) suitable sites in settlements outside urban areas, particularly those that involve the use of previously developed land and buildings.
- 5.2 Policy 3 is relevant to the SHLAA because it helps inform the assessment of whether a potential site is suitable for housing. Arising from Policy 3, the approach adopted in the Darlington SHLAA has been to group the sites that are considered suitable and either available or achievable into the following categories:
- Urban Area : Previously Developed (UPD)
 - Urban Area: Greenfield (UGF)
 - Urban Area: Extension (UE)
 - Rural Settlement (RS)
 - Rural Countryside (RC)
- Sites in more than one category were labelled according to where the majority of the site was located.
- 5.3 All the sites assessed as part of the SHLAA are listed as such in **Appendix 1** and can be identified on the plans at **Appendix 2**.

Sites Identified as Suitable

5.3 The sites listed in Table 5.1 were considered suitable by the SHLAA Steering Group.

Table 5.1: Potential Housing Sites In Darlington Considered Suitable For Housing Development

SHLAA Ref	Site Name	Dwelling Capacity	Category	Comment
10	Green Street Motors (part)	35	UPD	Balance of site subject to Cross Town Route reservation.
11	Eastmount Road	38*	UPD	Affordable housing.
12	Ward Bros (part)	88	UPD	Balance of site subject to Cross Town Route reservation.
26	Hopetown Park	14	UPD	Affordable housing
41	Whessoe Road	250	UPD	
45	Memorial Hospital	25*	UPD	
60	Feethams	48	UPD	Affordable housing
61	Park Place South	10*	UPD	
62	Park Place North	7*	UPD	
63	Police Station	19*	UPD	
7	Darlington Timber Supplies	18	UPD	
13	Mowden Hall	60	UPD	
50	Woodburn Nurseries	15	UPD	
44	AMEC	140	UPD	
64	Blackett Road	50	UPD	Affordable housing. Improvement of retained open space.
65	Eastbourne School	60	UPD	
71	Town Centre Fringe	200**	UPD	
72	Lingfield Point	1200	UPD	
53	Sherbourne Close	17	UGF	Affordable housing.
55	Mayfair Road Open Space	30	UGF	Development of small part to improve rest of open space.
58	Sparrow Hall Drive	15	UGF	Development of small part to improve rest of open space.
66	Banks Road Open Space	0	UGF	To provide access to site 65.
8	Harrowgate Hill	50	UE	
34	Beaumont Hill	16	UE	
49	Harrowgate Village (part)***	97	UE	
22	West Park (part)***	100	UE	
	TOTAL	2602		

* see table 3.3 for how this was calculated

** indicative estimate.

***only small parts of the sites submitted are currently considered suitable for housing development.

Sites Identified as Available

5.4 The sites listed in Table 5.2 were considered available by the SHLAA Steering Group.

Table 5.2: Potential Housing Sites In Darlington Considered Available For Housing Development

SHLAA Ref	Site Name	Dwelling Capacity	Category	Comments
10	Green Street Motors (part)	35	UPD	
11	Eastmount Road	38*	UPD	
12	Ward Bros (part)	88	UPD	
26	Hopetown Park	14	UPD	
60	Feethams	48	UPD	
41	Whessoe Road	250	UPD	
44	AMEC	140	UPD	
48	Albert Road	34*	UPD	
64	Blackett Road	50	UPD	
65	Eastbourne School	60	UPD	

SHLAA Ref	Site Name	Dwelling Capacity	Category	Comments
72	Lingfield Point	1200	UPD	
29	Burtree Lane	8*	UE	Previously developed
38	Rushpool Cottage	16*	RC	Previously developed
8	Harrowgate Hill	50	UE	
14	Hall Farm	416*	UE	
19	Bishopton Lane	528*	UE	
20	Great Burdon	1998*	UE	
22	West Park	1176*	UE	
32	Land at Snipe Lane	38*	UE	
34	Beaumont Hill	16	UE	
39	East of Whessoe Road	174*	UE	
40	Skerningham	2516*	UE	
42	Coniscliffe Road	1960*	UE	
43	Neasham Road	91*	UE	
49	Harrowgate Village	97	UE	
15	The Paddock	10*	RS	Part PDL: rural
17	Roundhill Road	78*	RS	
18	Middleton Lane	40*	RS	
23	Heighington	74*	RS	
24	Redworth	42*	RC	
25	Middleton St. George	85*	RS	
27	Maxgate Farm	117*	RS	
30	Durham Road (Grangefields)	28*	RC	Part PDL: rural
46	Merrybent Full	106*	RC	
47	Merrybent Frontage	38*	RC	
	All available sites: TOTAL	11,659		

* see table 3.3 for how this was calculated

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 Deliverable

- 5.6 The sites listed in Table 5.3 were considered deliverable in the period 2011-2016 by the SHLAA Steering Group. For the reasons set out elsewhere in this document, the Steering Group generally felt that no potential sites would be developable in 2009/10 or 2010/11, unless specific information was provided by those submitting the sites. Specific information provided of delivery in 2009-2011 was as follows:

- (a) Site 41: Whessoe Road: an outline planning application has been submitted for 250 dwellings on this site and the landowners have confirmed a proposed build out rate of 35 dwellings per year. An indicative figure of 35 dwellings has been applied for 2009-2011.

Table 5.3: Potential Housing Sites In Darlington Considered Deliverable in 2011-2016

SHLAA Ref	Site Name	Dwelling Capacity	Category	Comments on Deliverability
8	Harrowgate Hill	50	UE	
10	Green Street Motors	35	UPD	Balance of site currently subject to Cross Town Route reservation.
12	Ward Bros	88	UPD	Balance of site currently subject to Cross Town Route reservation.
13	Mowden Hall	60	UPD	Available from 2012.
26	Hopetown Park	14	UPD	
41	Whessoe Road	175	UPD	Could deliver in 2009-11 also. Planning application submitted in March 2009.

44	Amec	70	UPD	Likely to be available in 2011. .
49	Harrowgate Village	97	UE	
65	Eastbourne School	60	UPD	Completions from 2010/11. Council owned land; resolution to dispose.
	TOTAL	649		

Sites Identified as Developable in 6-10 years time

- 5.7 The sites listed in Table 5.4 were considered developable in the period 2016-2021 by the SHLAA Steering Group.

Table 5.4: Potential Housing Sites In Darlington Considered Developable 2016-2021

SHLAA Ref	Site Name	Dwelling Capacity	Category	Comments
7	Darlington Timber Supplies	18	UPD	
22	West Park (part)	100		
34	Beaumont Hill	16	UE	
41	Whessoe Road	40	UPD	Completion of site likely to be begun in 2010.
44	Amec	70	UPD	Continuation from 2011-16
50	Woodburn Nurseries	15	UPD	Council owned land; no resolution to dispose.
64	Blackett Road	50	UPD/UGF	No Council resolution to dispose.
72	Lingfield Point	400	UPD	Decision on planning application pending.
	TOTAL	709		

Sites Identified as Developable in 10-15 years time

- 5.8 The sites listed in Table 5.5 were considered developable in the period 2021-2026 by the SHLAA Steering Group.

Table 5.5: Potential Housing Sites In Darlington Considered Developable, 2021-2026

SHLAA Ref	Site Name	Dwelling Capacity	Category	Comments
60	Feethams	48	UPD	Planning & development brief
72	Lingfield Point	400	UPD	Decision on planning application pending.
	TOTAL	448		

Forecast Completions Arising from Potential Housing Sites

- 5.9 Table 5.6 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 5.6: Potential Delivery of New Housing on Achievable Sites, 2011-2026

	2009-2011	2011-2016	2016-2021	2021-2026
	Years (i) and (ii)	0-5 Years	6-10 years	11-15 years
Forecast number of dwellings completed.	35	649	709	448

Overcoming Constraints

- 5.10 The sites listed in Table 5.7 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 5.7 below. More detail on specific sites is given in **Appendix 7**. 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 5.7: 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 its surplus schools sites forward, 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. Downturn expected to endure for next 18 months to 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	Further consideration to be given by DBC as to whether to resolve to dispose of any of these sites. Future of Sites 61 and 62 may become clearer when draft Parking Strategy is finalised.	??
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 an LDF Core Strategy and in due course, an Allocations DPD.	A LDF Core Strategy is expected to be adopted in 2011, and an allocations DPD within 12-18 months after that.
d. Uncertainty about the likelihood of completion of the remaining sections of the Darlington Cross Town Route, as identified on the Local Plan Proposals Map.	10: Green Street Motors 12: Ward Bros 48: Albert Road (22: West Park)	Consultants due to be engaged in March 2009 to (amongst other things) review the need to continue to reserve land for the Cross Town Route.	Commission due for completion in July 2009.
e. Sewage capacity constraints in the Middleton St. George area in the short term.	Sites in the Middleton St. George and Oak Tree area.	Northumbrian Water are carrying out capacity improvements in their current programme.	Due for completion during 2010.
f. Contaminated land. Because there is less value in land now compared to the recent past, 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: Whessoe Road 44: AMEC 48: Albert Road 64: Blakett Road 71: Town Centre Fringe 72: Lingfield Point	Survey and remediation are for the owners/potential developers to address. Site 71: a study into contamination in this area is likely to be commissioned. Site 44: site investigation and gas monitoring results will be available in April 2009 and September 2009 respectively.	Study due to be commissioned in 2009/10.
f. Relocation of existing businesses and uses.	7: Darlington Timber Supplies 10: Green Street Motors 12: Ward Bros 13: Mowden Hall 41: Whessoe Road 43: Neasham Road 44: Amec 48: Albert Road	Site 12: occupants have secured a planning permission s for relocation. Site 13: DBC working with occupants of Site 13 to relocate to the town centre. Site 41: occupants do not have security of tenure beyond 2012. Site 61 & 62: Future may	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.

Nature Constraint	Sites Affected	How Constraint is Being Addressed	Timescale
	50: Woodburn Nurseries 60: Feethams 61: Park Place South 62: Park Place North 63: Police Station	become clearer when draft Parking Strategy is finalised.	
g. Major industrial hazards	11: Eastmount Road 71: Town Centre Fringe 42: Coniscliffe Grange Farm	Feasibility of removing the Transco gas holder on Valley Street likely to be investigated as part of DBC work to bring forward Action Area Plan for the Town Centre Fringe.	Timing of Action Area Plan work to be confirmed in revised Local Development Scheme which is currently being prepared by DBC.
h. Impact on the strategic highway network	71: Town Centre Fringe 72: Lingfield Point Large urban extensions: sites 14, 19, 20, 22, 40, 42 and 49. Large village extensions: sites 25, 27 and 46.	Work underway to resolve highway issues for Site 72 as part of current planning application.	Site 72: likely to be resolved in 2009. Site 71: 'Connections Study' currently being tendered by DBC will provide more information. Due to complete June/July 2009.

- 5.12 It is anticipated that some Housing Growth Point funding will be available to address some of the constraints identified over the next few years or so. Whilst the Tees Valley has only received £6.2 million initially from the Government compared to its bid for £25 million, it is hopeful of receiving significant additional funding in future years. 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 HGP 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 9a** to this report, and summary of the potential dwellings from deliverable and developable sites is given at **Appendix 9b**.

Conclusions

- 5.14 26 potential housing sites are identified as suitable for housing development, capable of delivering 2602 dwellings, and 35 potential housing sites are considered available for housing development, capable of delivering some 11,659 dwellings.
- 5.15 A total of 9 sites, capable of delivering 649 dwellings in the period 2011-2016 have been identified as deliverable, with a further 8 sites, capable of delivering 709 dwellings considered developable in the period 2016-2021 and 2 sites delivering 448 dwellings considered developable in the period 2021-2026.
- 5.16 Nine 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 the uncertainty over whether the remaining sections of the Darlington Cross Town Route will be completed or not. Cleaning up contamination is likely to constrain development on several urban sites identified until the value of land rises again.

6. BRINGING THE FINDINGS TOGETHER

- 6.1 Table 6.1 sets out and Figure 6.1 illustrates the relative contribution of sites in the planning 'pipeline' and potential housing sites to meeting the RSS requirement, and the notional 20% uplift on the RSS EIP Panel report figures that Housing Growth Point status could deliver.

6.2 These are considered to paint a realistic picture of likely housing delivery over the next 15 years or so, as the assumptions used (see Table 6.2) about the build out rates on sites over the next few years and the likelihood of schemes with planning permission actually coming forward are based on the views of housebuilders given through the SHLAA steering group, the views expressed at a LDF Housing Issues Stakeholder Event on the 10th February 2009, and the feedback by developers on specific sites given in January 2009. There were strong indications that many schemes were being delayed for 2-3 years, that the market was not likely to recover for another 18 months to two years, and not expected to fully recover until about 2015.

Table 6.1: Relative Contribution of Sites in the Planning ‘pipeline’ and Potential Housing Sites to Housing Delivery, 2004-2026.

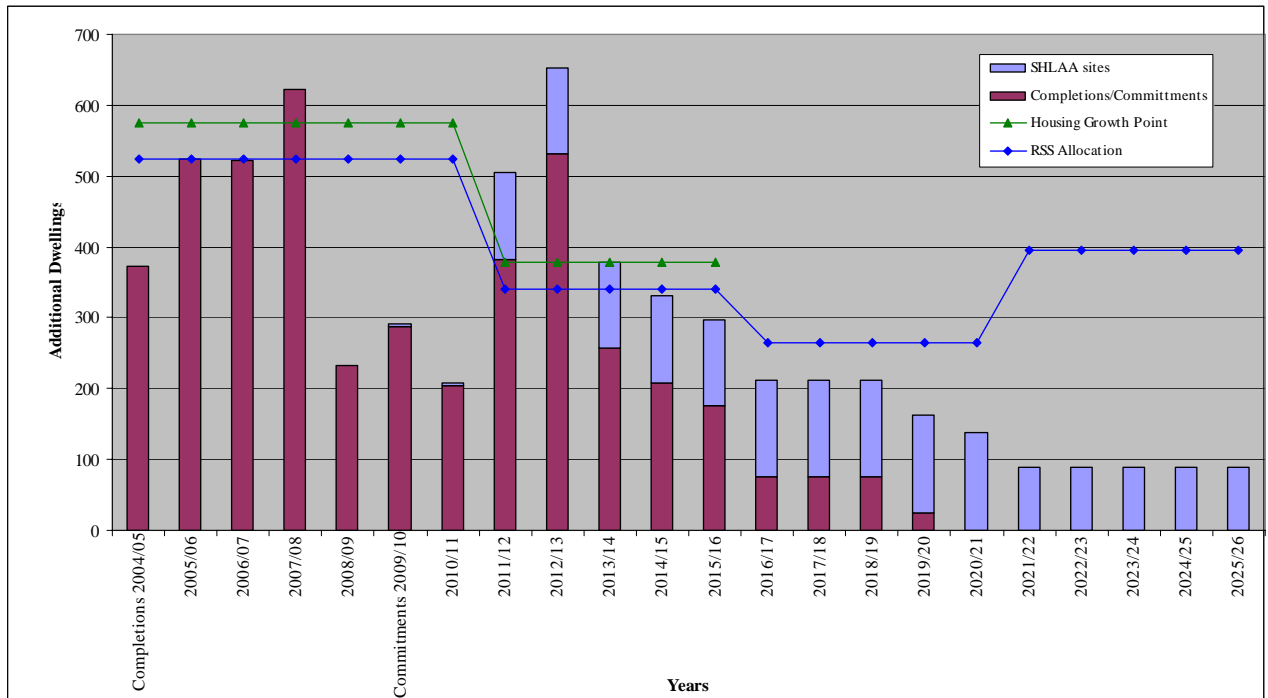
	Forecast Dwelling Completions																
	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Planned Dwellings with Planning Permission	287	204	383	532	257	209	176	75	75	75	25	0	0	0	0	0	0
Achievable Potential Housing Sites	17	18	129	130	130	130	130	141	142	142	142	142	89	89	90	90	90
Total potential dwellings	304	222	512	662	387	339	306	216	217	217	167	142	89	89	90	90	90
	First 10 years of LDF Core Strategy plan period.																
RSS Requirement	525	525	340	340	340	340	340	265	265	265	265	265	395	395	395	395	395
Comparison with RSS requirement	-221	-303	+172	+322	+47	-1	-34	-49	-48	-48	-98	-123	-306	-306	-305	-305	-305
Housing Growth Point Uplift	576	576	378	378	378	378	378	90									
Comparison with HGP uplift	-272	-354	+134	+284	+9	-39	-72	+126									

Table 6.2: Assumptions used in Projecting Future Completions on Sites with Planning Permission

No	Assumption
1	All sites where development has not commenced and planning permission expires before December 2010 were considered as not likely to come forward, unless contrary information was available, e.g. through the questionnaire responses circulate in January 2009. No dwellings were forecast on these sites.
2	Where planning permissions were valid beyond March 2011, then completions were not forecast on these sites until 2011/12.
3	Sites with more than one developer, e.g. West Park were assumed to build out at twice the rate forecast for other sites.
4	Completions were forecast as half occurring in the year of any projected start, and half in the following year, where only starts information was provided by the housebuilder.
5.	Maximum completions forecast for any site in any year were as follows, unless contrary information provided by the housebuilder: 2009/10: 30% of 2008 forecast (50 units) = 15 units 2010/11: 50% = 25 units 2011/12: 68% = 35 units 2012/13: 74% = 40 units 2013/14: 100% = 50 units 2014-2026: 100% = 50 units
6.	Sites which have technically commenced will be completed.

Figure 6.1: Potential contribution of sites in the ‘planning pipeline’ and potential housing sites

identified in this assessment to meeting the RSS requirement and the notional Housing Growth Point uplift.



Discussion

Housing Provision for the For the First 10 Years of the Plan Period

- 6.3 Table 6.1 shows that in the first 10 years from the anticipated adoption of the Local Development Framework Core Strategy (2011-2021), a total of 1807 dwellings are forecast to come forward from sites with planning permission and a further 1358 from potential housing sites identified as suitable and achievable in this study. This is a surplus of 140 against the RSS requirement (3025) for this period.
- 6.4 Table 2.2 showed that in the period up to 2011, there is forecast to be a shortfall of 979 net additional dwellings against the RSS requirement. This finding, together with the forecast completions from sites with planning permission set out in Table 6.1 above, indicates that land needs to be identified for at least an additional 2197 dwellings to meet the RSS requirement to 2021.
- 6.5 However, taking into account the sites identified as suitable and achievable in this study in the first 10 year of the plan period, together with the 35 dwellings that could be brought forward in 2009-11 (on Site 41), land for a further 804 dwellings needs to be identified to deliver the required RSS net additional dwellings before 2021.

Housing Provision to Meet Housing Growth Point Commitments

- 6.6 If the uplift in housing numbers was delivered by Housing Growth Point (HGP) status in proportion to RSS requirements across the Tees Valley, then Darlington would be expected to deliver 3132 dwellings in the period from 1st April 2009 to 31st March 2017. Table 6.1 shows that only 2886 new dwellings would be delivered from sites with planning permission and sites identified as suitable and achievable in this study, a shortfall of 184 dwellings. This shortfall could be met through the acceleration of housing delivery on sites already identified or through the identification of further sites.

Identifying a Five Year Supply of Specific Deliverable Sites

- 6.7 Table 6.3 sets out the forecast supply of new housing over the next five years. It shows that the five year supply of specific deliverable sites is 17 dwellings above the RSS requirement for the same period.

Table 6.3: Forecast Supply of Housing Supply From Deliverable Sites 1st April 2009 - 31st March 2015

Source of Housing Supply	2009/10	2010/11	2011/12	2013/14	2014/15	Total
Site with planning permission	287	204	383	535	257	1666
Sites identified in this study as suitable and deliverable.	17	18	129	130	130	424
RSS requirement	525	525	340	340	340	2070
Shortfall/surplus of supply compared to RSS requirement	-221	-303	+172	+322	+47	+17

Risk Factors

- 6.8 The analysis and findings of this study are based on the assumptions set out in Table 6.2, which reflect the current understanding of market activity in Darlington and the forecasts for recovery are based on what we know now. Factors outside the planning system could be brought into play at any time to alter this outlook. For example, sites with planning permission that are expected to lapse, be delayed or be built out at a much slower rate than previously anticipated may come forward earlier than currently expected if Government intervention results in the ready availability of finance to developers and potential homeowners once again.
- 6.9 One risk factor to delivery that has not been taken into account is the impact that development of one site may have on the phasing and release of another, e.g. where large sites are close to one another and offering a similar product. This is unlikely to be a factor in the current market but will be kept under review as the SHLAA is updated.

Addressing the Shortfalls Identified and Ensuring Housing Delivery

- 6.10 There are a number of plans and programmes in the pipeline that may help to address housing supply in the short to medium term and ensure that sites are available when the market recovers:
- Housing Growth Point (HGP) Funding. The Council is likely to be promoting investment in Central Park and the surplus school sites at Beaumont Hill as the locations where HGP funding could help to accelerate housing delivery.
 - Planning applications pending: An outline planning application at Lingfield Point for mixed use development is pending a decision. It includes 1200 new dwellings.
 - Sites where availability is expected to be confirmed. This includes land at the Memorial Hospital and in the medium term, some Council owned sites.
 - There is some optimism that increased levels of funding for affordable housing completions will be available from the new Homes and Communities Agency;
 - Planning Briefs will be prepared for Council owned sites where there is a resolution to dispose, e.g. Eastbourne School, Brook Terrace, former Eastbourne Nursery.
 - An update of this SHLAA will commence in late summer 2009 (see Section 7 below) and include consideration of any additional sites that are put forward, a review of the availability and achievability of the sites assessed this time around, and revised forecasts of completions based on the latest information about housing market activity.

Conclusions

- 6.11 At the time this assessment was carried out, there were insufficient sites suitable, available and deliverable to achieve the levels of new housing required over the short to medium term to meet either the RSS housing requirement or the Housing Growth Point uplift, but a five year supply of deliverable sites has been identified.
- 6.12 A number of plans and programmes have been identified that could ameliorate the situation, but the key to reversing the current downturn in housing market activity and accelerate housing delivery back towards the levels seen in 2004-2007, would be a return to the ready availability of affordable finance for potential home buyers, particularly first time buyers, which is beyond the scope of the planning system to address.
- 6.13 Specific conclusions from this study are as follows:

- (a) There is currently surplus of 140 dwellings against the RSS requirement for the first ten years of the LDF Core Strategy plan period, assuming that the sites identified as suitable and achievable in this study are delivered;
- (b) Taking into account the sites identified as suitable and achievable in this study, there is currently a shortfall of 804 dwellings against the RSS requirement for the period 2004-2021.
- (c) There is currently a shortfall of 184 dwellings against the notional Housing Growth Point target for the period April 2009 to March 2017, assuming that the sites identified as suitable and achievable in this study are delivered;
- (d) There is a five year supply of specific deliverable sites from April 2009, capable of delivering 17 dwellings more than the RSS requirement for the same period.

7. Keeping the Assessment Up To Date

- 7.1 This initial SHLAA provides a snapshot of the availability of land for new housing in Darlington over the next 15 years, but as the discussion in the document highlights, circumstances can change considerably over a matter of months rather than years. The granting or lapsing of planning permissions for significant numbers of new dwellings can have a big effect on the contribution of sites with planning permission to the overall housing supply, whilst as recent events have shown, changes in market conditions can affect the rate of progress on developing out existing sites and can delay (or in strong market conditions accelerate) the commencement of development on sites not yet started.
- 7.2 There may be further sites to assess if the Employment Land Review shows that there is a surplus of employment land in the Borough, or if an update of the open space audit shows that there is a surplus of open space in a particular locality.
- 7.3 There will also likely to be a continuous supply of additional sites proposed by landowners and agents as suitable, available and deliverable/developable, including Council owned sites where more certainty has been secured as to the likely timing of their disposal and availability. Sites that have been submitted for inclusion in the SHLAA but were not considered this time are set out in the Table 7.1.

Table 7.1: Sites Pending Assessment as Potential Housing Sites in the SHLAA

Site No.	Site Name	Location	Submitted By
-	Land at High Stell	Middleton St. George	Miller Homes
-	Darlington Memorial Hospital (north)	Darlington	Co. Durham & Darlington NHS Foundation Trust
5	Rear of 11-17 High Street	Bishopton	Appletons Chartered Surveyors
21	Rear of 50 Durham Road	Coatham Mundeville	R.E.R.Stone

- 7.4 In due course, additional sites for housing development will be allocated in the LDF and these will also need to be reflected in the SHLAA.
- 7.5 PPS3 indicates that local planning authorities should monitor the supply of deliverable sites on an annual basis, linked to the LDF Annual Monitoring Report review process. It is therefore proposed that an update of this SHLAA takes place from late summer 2009 so that a revised and up to date list of specific deliverable sites can be included in the AMR, which the Council submits to Government and publishes in December. The SHLAA group would be reconvened to:
- (a) consider any additional sites to be assessed;
 - (b) to review the suitability, availability, deliverability/developability and progress of sites that have already been identified in the SHLAA;
 - (c) to review the contribution of sites with planning permission and sites where planning and development briefs have been prepared to the overall housing supply;
 - (d) consider what progress has been made on removing constraints on bringing sites forward and if any new constraints have come to light, how to address them; and
 - (e) consider whether there is a local case to include windfalls.

- 7.6 Because a shortfall of sites against RSS requirements has been identified, and a shortfall against projected requirements to the end of the LDF plan period (2026), the Council and SHLAA Steering Group will need to consider how the additional dwellings will be identified, taking account of the findings of the SHLAA and other housing monitoring information.
- 7.7 It is proposed that annual review of the SHLAA take place from late summer every year, with publication of the SHLAA update coinciding with the publication of the Council's LDF Annual Monitoring Report.