

DARLINGTON STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT: UPDATE 6

September 2015

1. INTRODUCTION

Background

- 1.1** This strategic housing land availability assessment (SHLAA) Update 6 identifies sites with potential for housing development within Darlington Borough, assesses their potential suitability for development, and the likelihood of development coming forward (availability and achievability) on each.
- 1.2** The National Planning Policy Framework (NPPF, para. 159) indicates that a (SHLAA) should be prepared to establish realistic assumptions about the availability, suitability and likely economic viability of land to meet the identified need for housing over the plan period. It also states (para. 47) that local planning authorities (LPAs) should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements.
- 1.3** NPPF para 47 goes on to say that to the 5 year supply of sites should be added an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land, or 20% where there has been a record of persistent under delivery of housing, to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.
- 1.4** The NPPF also says that LPAs should identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15, and by means of a housing trajectory, set out the expected rate of affordable and market housing delivery for the local plan period.
- 1.5** National Planning Practice Guidance (PPG, para. 28) indicates that the core outputs for the SHLAA should be:
- a list of all sites or broad locations considered, cross-referenced to their locations on maps;
 - an assessment of each site or broad location, in terms of its suitability for development, availability and achievability including whether the site/broad location is viable) to determine whether a site is realistically expected to be developed, and when;
 - contain more detail for those sites which are considered to be realistic candidates for development, where others have been discounted for clearly evidenced and justified reasons;
 - the potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when;
 - an indicative trajectory of anticipated development and consideration of associated risks.
- 1.6** The assessment should also be made publicly available in an accessible form.

Purpose of this document

- 1.7** The Council prepared its initial SHLAA in 2009 and has updated it several times since. The purpose of this document is to meet all the requirements of NPPF and to accord where possible with national Guidance, the latter issued after the last version of the SHLAA, Update 5, was prepared. This document is Update 6.
- 1.8** This SHLAA Update 6 is also helpful in understanding the weight that can be given to the Council's local development plan policies in making decisions on planning applications. According to national planning policy (NPPF para 49), if the Council can demonstrate that there is a 5 year supply of deliverable housing land, then the Council's policies for the supply of housing can be regarded as up to date, and can carry significant weight in decision making.
- 1.9** In addition, the information in this document will provide a lot of the information that will underpin policies for new housing allocations in the development plan. It will inform but not dictate the new housing land allocations which are included in the emerging Making and Growing Places Development Plan Document (DPD) to meet the Borough's identified housing needs.

Scope

- 1.10** Because this work is being completed in late summer 2015, it sets out the five year deliverable land supply position for 2016-2021, and the long term developable supply position to 2031. In so doing, it encompasses all of the remainder of the adopted Darlington LDF Core Strategy plan period (2011-2026).
- 1.11** This Update 6 is based on responses received from developers, agents and landowners from late autumn 2014 to summer 2015, and housing completions data that was correct on 1st April 2015. Years 1-5 will be 2016-2021, Years 6-10 2021-2026 and Years 11-15 will be 2026-2031.
- 1.12** At the time of reporting, the Council had not agreed its up to date objectively assessed housing needs (OAN), or set a new housing requirement based on it. The SHLAA Steering Group considered what to do about this at its meeting in July 2015. It concluded that whilst the PPG suggests that the ONS 2012 household projections should be used as the starting point benchmark for assessing whether there is a five year supply of housing land or not, the projection for Darlington is 192 dwellings per annum, well below the Core Strategy target of about 350 dwellings per annum and the long term (17 year) average net completion rate, as monitored by DBC of about 330 dwellings per annum. As such, it was not considered appropriate and it was decided to benchmark against 350 dwellings per annum. This is only an interim position until the Council agrees an up to date housing requirement based on the emerging work on OAN, expected in autumn 2015.
- 1.13** The SHLAA splits its consideration of specific deliverable and developable housing supply into two broad categories of sites. :
- (i) sites with planning permission for new housing; and
 - (ii) sites without planning permission for new housing.
- 1.14** Sites in category (i) are drawn from the Council's own housing monitoring data on planning permissions and evidence, such as building control starts/completions and Council tax records.

These indicate the progress of any development on each site. **The information was correct as of 1st April 2015.**

- 1.15** Sites in category (ii) are drawn from sites specifically submitted to the Council for inclusion in the SHLAA¹. The Council also contacts those who submit sites through the Council's pre-application process to see if they wish them to be included, and regularly reviews its own land to see if any more of it should be included. It also includes any sites that have been suggested for new housing in representations received in response to consultations on emerging local planning documents.
- 1.16** The type of sites that can be included in both categories are greenfield land, previously developed land, and buildings (or parts of buildings) that are capable of conversion or subdivision into new homes. These sites may be urban sites, sites within villages, urban fringe sites, edge of village sites and sites in the open countryside. The threshold for specific mention and more detailed assessment (category (ii) sites) is a site area of 0.17ha or capable of delivering 6 dwellings or more.
- 1.17** The definitions of deliverable and developable used in this document are those used in the NPPF footnotes 11 and 12, and the definition of windfall sites is that in Annex 2 of the NPPF.
- 1.18** The remainder of this document is set out as follows:

Section 2: Methodology

Section 3: Darlington's Housing Delivery Record

Section 4: Assessment of Potential Housing Sites with Planning Permission

Section 5: Assessment of Potential Housing Sites without Planning Permission

a) sites first assessed this year

b) update on sites assessed previously

Section 6: Approach to Windfalls

Section 7: Bringing the Findings together

Section 8: Overall Conclusions

- 1.19** A separate executive summary of this document has also been published.

2. METHODOLOGY

Who has been involved in preparing the SHLAA?

- 2.1** The Council led the production of this Update 6. Work started in Autumn 2014 and was completed in September 2015. An outline and timeline for the process, which included a consultation on a refresh of the methodology², is set out in **Table 2.1**.

Table 2.1: SHLAA Update 6 Process and Timeline

- Winter 2014/15 house builder survey
- Winter 2015 methodology consultation
- March 2015 Steering Group meeting 1
- April 2015 minutes circulated
- July 2015 Steering Group meeting 2
- August 2015 consult Steering Group on draft SHLAA Update 6 report
- Early September 2015 finalise and publish final report

¹ this can be done at any time, and a form is available on the Council's website for this

² SHLAA Methodology Consultation, January-February 2015

- 2.2 The SHLAA Steering Group was refreshed this year. The membership of the Group for this SHLAA Update is set out in **Table 2.2** below. Meetings were held in March and July 2015.

Table 2.2: Membership of the Darlington SHLAA Steering Group for Update 6, Spring 2015

Name	Organisation	Type of business
Valerie Adams	Darlington Borough Council Planning Policy (chair)	Local Planning Authority
Andrea Abbott	Railway Housing	Housing Association
Richard Cook	Persimmon Homes	House Builder
Rob Mclackland	Taylor Wimpey	House Builder
Rod Hepplewaite	Prism Planning	Planning Agent
Roger Till	Fabrick Housing	Housing Association
Tony Cooper	Bussey and Armstrong	House Builder
Phil Toal	Keepmoat	Housing Association
Gordon Carver	Carver Commercials	Estate Agents
Bryan Huntley	Darlington Borough Council	Local Planning Authority
Derek Watkins	Darlington Borough Council	Local Planning Authority

What methods have been used?

- 2.3 The Council has been carrying out annual SHLAA updates since 2009, according to a methodology and assumptions agreed with key stakeholders, which are revised annually. This year, new national planning practice guidance (March 2014) informed this; it says that assessments should be thorough but proportionate and sets out a methodology for undertaking SHLAAs. It advises that where Councils wish to depart from the guidance, they should have good reasons for doing so.
- 2.4 The Council's reasons for deviating from the national guidance are set out in the original methodology consultation document³ and in its comments on the responses received. A summary of the main deviations from the NPPG methodology and the reasons for them are set out in **Appendix 1** of this document. This new methodology replaces all previous versions that have been published.
- 2.5 Wherever assumptions have been used, these have also been agreed with the SHLAA Steering Group. If agreement has not been reached, then dissenting voices and reasons have been noted.
- 2.6 This document has been finalised after a draft was circulated to the Steering Group for comments. Amendments to rectify factual inaccuracies have been made in response to comments received, but the Council has not agreed to all the suggested changes made in the response from the two HBF representatives, Taylor Wimpey and Persimmon Homes, where these related to the calculation of the five year supply. This is because the Council's approach to calculating the objectively assessed housing needs (OAN) is guided by the NPPF and the most up to date appeal decision on this in the Borough (APP/N1350/A/14/2217552) regarding any issues or otherwise with its method of calculating the five year supply. Also, the absence of an up to date OAN at the time of reporting means that this calculation is likely to be short lived (the OAN is expected to be published no later than mid October 2015), and the Council acknowledges it cannot be given significant weight.
- 2.7 The representation from Taylor Wimpey and Persimmon Homes (as representatives of the HBF) is published as **Appendix 2**.

3. DARLINGTON'S HOUSING DELIVERY RECORD

- 3.1 PPG⁴ indicates that the assessment of the local housing delivery record is likely to be more robust if a longer term view is taken, since this is likely to take account of the peaks and troughs of the housing

³ SHLAA Methodology Review, Consultation Statement, February 2015

⁴ Paragraph: 035 Reference ID: 3-035-20140306

market cycle. **Table 3.1** sets out the net housing completions achieved in the Borough going back 17 years to 1998. It shows that in only seven of the last seventeen years has the development plan target in place at that time not been achieved. It shows that under delivery has been almost exclusively confined to the years since the credit crunch, i.e. since 2008/09, rather than being persistent.

Table 3.1: Net additional dwellings completed compared to annual planned provision, 1998-2015.

Year	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Completions	471	474	490	350	229	465	372	516	520	581	256	232	205	230	170	232	557
Demolitions	0	176	174	12	41	56	3	7	0	0	1	1	18	27	5	42	78
Net additional dwellings completed	471	298	316	338	188	409	369	509	520	581	255	231	187	203	165	190	479**
Target*	297	297	297	297	297	297	240	240	285	285	525	525	525	350	350	350	350

*Borough of Darlington Local Plan, for years 1998-2004, Tees Valley Structure Plan for 2004-2008, Regional Spatial Strategy from 2008-2011 and Darlington Core Strategy from 2011.

**includes 117 completions for dwellings built prior to 2014/15, but with no DBC record of completion until 2014/15. This should be a one off adjustment as the Council is moving from relying solely on Building Control completion records, the Council is moving to a trusted sources approach, which allows other evidence, such as observed completions and Council tax records to trigger a dwelling completed entry in the database.

- 3.2** In addition, in his decision letter issued on 12th January 2015, the Inspector who considered the Gladman appeal⁵ highlighted that Darlington's inability to meet development plan targets since the onset of the recession in 2008 is not untypical. In the absence of evidence to suggest that low completion rates have been a product of housing land shortages, he was not persuaded that a buffer of more than 5% needed to be applied for previous under delivery.
- 3.3** Moreover, in 2014/15, there has been a significant recovery in housing delivery, so that net completions are once more above the development plan target. Whilst the figure cited includes 117 completions that had not been picked up in previous years, there were still 362 in-year net completions. This boost in new housing has been fuelled by affordable housing completions being delivered to meet HCA deadlines for payment of affordable housing grant in April 2015, by Government initiatives such as Help to Buy, and by greater availability of mortgages.
- 3.4** For these reasons, it is concluded that there has not been persistent under delivery of new housing in the Borough. A buffer of 5% buffer is therefore applied to the 350 dwelling per annum target (para 1.12 above) plus any shortfall in delivery from 2011-2016. This shortfall has been calculated from actual completions 2011-2015, and estimated completions for 2015-16 (328 dwellings) indicated by research for this update. As required by national policy the 5% buffer has been moved forward from later in the plan period. Meeting the shortfall from 2011-16 has been spread across the whole of the remaining plan period, 2016-2026, using what is known as the 'Liverpool' approach to addressing shortfall. The reasons for using this approach rather than the alternative 'Sedgefield' approach is because the Steering Group was not optimistic of any marked uplift in housing delivery before 2020, and these are the conditions that would be required to realistically make up all the shortfall in the first five years.
- 3.5** The effect of all this on the 5 year housing supply benchmark figure is set out in **Table 3.2**. It gives an overall target of 2270 net additional dwellings for Years 1-5.

⁵ APP/N1350/A/14/2217552, Land off Sadberge Road, Middleton St. George, Darlington.

Table 3.2: Core Strategy target + meeting shortfall using 'Liverpool' method + 5% buffer

Year	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Core Strategy	350	350	350	350	350	400	400	400	400	400
Shortfall 2011-2016	82	82	82	82	82	83	83	83	83	83
Sub total	432	432	432	432	432	483	483	483	483	483
+/- 5% buffer	22	22	22	22	22	24	24	24	24	24
5 year supply target	454	454	454	454	454	507	507	507	507	507

4. ASSESSMENT OF POTENTIAL HOUSING SITES WITH PLANNING PERMISSION

- 4.1** Sites with planning permission can be divided into those where development has not yet started and those where it has. All sites with planning permission for six or more dwellings are listed in **Tables 4.1 or 4.2** below. Sites with planning permission for less than 6 dwellings are listed in **Appendix 3**, and a summary for them appears at **Table 4.3**.
- 4.2** Where development is underway, the Council contacted the developer to get their forecast of when the outstanding completions on the site are expected, and this is the information set out in **Table 4.1**. Information on dwellings completed comes from the Council's housing monitoring database; this draws on building control completion notices, Council tax records, site visits and information provided by developers.

Table 4.1: Sites where development is underway, 6 or more dwellings on 1st April 2015

Site Ref	Site Name	Completions	Forecast completions			Total dwellings 2016-31	Dwellings beyond 2031
			2016-21	2021-26	2026-31		
DSV157	Manor Farm	6	4	0	0	4	0
DC003	Middleton Hall Retirement Village	15	9	0	0	9	0
DU178Bv	West Park (John Fowler Way)	0	20	0	0	20	0
DU324	Hopetown House	29	12	0	0	12	0
DU331	Former Darlington Football Club	0	56	0	0	56	0
DU328a	Lingfield Point Phase 1	52	175	16	0	191	0
DU286a	Central Park- phase 1	44	150	128	0	278	0
	TOTAL	146	426	144	0	570	0

- 4.3** Where development has not yet started (see **Table 4.2** below), forecast completions have been provided by the landowner and/or developer, where the Council has been able to make contact with them. Otherwise, assumptions about the timing of the development and the build out rate have been made, taking account of the annual build out rates agreed with the SHLAA Steering Group (see **Appendix 4**), the type of proposed development, the material submitted with the planning application, and the type of planning permission granted, e.g. outline, full, prior approval. Where no primary data was available, assumptions agreed with the Steering Group have been used (see **Appendix 4**).

Table 4.2: Sites where development has not yet started, 6 or more dwellings on 1st April 2015

Site Ref	Site Name	Forecast completions			Total Dwellings 2016-31	Dwellings beyond 2031
		2016-21	2021-26	2026-31		
DV068	Mown Meadows, 64 Middleton Lane, MSG	7	0	0	7	0
DSU297	The Forge Tavern	8	0	0	8	0
DU310	Alverton Drive	0	0	0	0	0
DV073	Croft House, Hurworth Place	4	0	0	4	0
DU343	St James' Court	12	0	0	12	0
DU347	Site Of Former Nestfield Unionist Club	8	0	0	8	0
DU349	129-133 Victoria Road	3	0	0	3	0
DU178aai	West Park (Catcastle Court - George Stevenson Drive)	40	0	0	40	0
DU354	Red Hall Courts	22		0	22	0
DU352	Northgate House	0	69	0	69	0
DU329	Neasham Road	25	125	10	160	0
DU333	Former Corus Works, Whessoe Road	0	120	0	120	0
DU178bi	West Park (Collingsway)	95	0	0	95	0
DC004	Sadberge Road, MSG	125	75	0	200	0
DU328b	Lingfield Point Phase 2	105	175	175	455	474
	TOTAL	454	564	185	1203	474

4.4 There are also a significant number of sites (71) of less than six dwellings with planning permission. These small sites are not identified as site allocations in the saved Borough of Darlington Local Plan, nor as commitments in the emerging Making and Growing Places DPD, and are regarded as **small windfalls**⁶. **Table 4.3** summarises the forecast completions from these. The Council made contact with as many of the potential and actual developers as possible, but with less success than for the larger sites, and assumptions about the timing of their delivery (set out in **Appendix 4**) have therefore been applied.

4.5 Evidence of previous planning permissions and information obtained from landowners and developers regarding specific sites suggests that a proportion of these will not be implemented. An allowance of 10% has been deducted to reflect this.

Table 4.3: Sites of less than 6 dwellings with planning permission on 1st April 2015.

	Forecast completions			Total dwellings
	2016-21	2021-26	2026-31	
Sites where development is underway	36	3	0	39
Sites where development has not yet started	69	3	0	72
SUBTOTAL	105	6	0	111
Allowance for non delivery	10%	10%	10%	10%
TOTAL	94	5	0	99

4.6 Reflecting all of the above, **Table 4.4** sets out a summary of the housing delivery of all the sites with planning permission on 1st April 2015.

⁶ The approach to considering windfalls overall and making an allowance for them is set out in **Section 7** of this report.

Table 4.4: Summary of actual and forecast housing delivery from all sites with planning permission on 1st April 2015

Type of Site	Dwellings completed	Forecast Completions			Total Dwellings	Dwellings beyond 2031
		2016-21	2021-26	2026-31		
Sites of 6 dwellings or more where development is underway	146	426	144	0	570	0
Sites of 6 dwellings or more where development has not yet started	0	454	564	185	1203	474
Sites of less than 6 dwellings	5	94	5	0	104	0
TOTAL	151	974	713	185	1877	474

5. ASSESSMENT OF POTENTIAL HOUSING SITES WITHOUT PLANNING PERMISSION

- 5.1** Since 2008/09, over 150 sites have been assessed through the SHLAA process. In this report, an update is provided on all sites assessed in previous SHLAAs, and 21 new sites have been assessed.
- 5.2** All sites assessed in this SHLAA and previously are shown on plans at **Appendix 5i; 5ii and 5iii**. A summary of the information collected on sites first assessed in SHLAA Update 6 and all previously assessed sites are set out in **Appendix 6**, and for sites previously assessed, but which still do not have the benefit of a planning permission, are in **Appendix 7**.
- 5.3** **Table 5.1** sets out both new sites and sites previously assessed that are suitable, available and deliverable within 5 years and/or developable within 6-15 years. Sites assessed through the SHLAA but which have subsequently achieved a planning permission by 1st April 2015 are now included in the analysis in Section 5 above. Sites which have previously had planning permission but where the planning permission has lapsed may now be included in Table 5.1.

Table 5.1: Sites without planning permission on 1st April 2015 that are suitable, available and achievable, 2016-2031

Ref.	Site Name	Forecast Completions			Beyond 2031	Total Dwellings
		2016-21	2021-26	2026-31		
20	Eastern Urban Fringe	150	250	250	600	1250
54 & 22	North West Urban Fringe/WPGF	300	400	400	100	1200
59	Muscar House Farm South	105	20	0	0	125
107	Cattle Mart & CP, Clifton Road	75	5	0	0	80
49a	North of White Horse Pub	80	0	0	0	80
118	Former Eastbourne School Playing Field	72	0	0	0	72
120	McMullen Road/Allington Way South	62	0	0	0	62
64	Alexander Street/Blackett Road	60	0	0	0	60
88	Rear Bowes Court/Haughton Road	53	0	0	0	53
138	Land north of Red Hall	50	0	0	0	50
125(pt), 84	Springfield School (private)	48	0	0	0	48
117 (pt)	Former Arts Centre, Vane Terrace	38	0	0	0	38
116	Fmr Alderman Leach Playing Field	38	0	0	0	38
125(pt), 84	Springfield School (Thirteen)	37	0	0	0	37
13(var)	Mowden Hall	0	35	0	0	35
139	Former Ravensthorpe School	35	0	0	0	35
115	Hartington Way/Bellburn Lane	35	0	0	0	35
117 (pt)	Former Arts Centre, Trinity Road	32	0	0	0	32
85(var)	Rear Scargill Shops/Fenby Avenue	28	0	0	0	28
50	Woodburn Nursery	27	0	0	0	27
167	Anfield/Aintree Courts	20	0	0	0	20

Ref.	Site Name	Forecast Completions			Beyond 2031	Total Dwellings
		2016-21	2021-26	2026-31		
94	Rear of Cockerton Club	0	20	0	0	20
34	E of A167, Harrowgate Hill, opp White Horse Pub	20	0	0	0	20
103	Hammond Drive	18	0	0	0	18
53	Sherbourne Close	18	0	0	0	18
55(pt)	Lime Avenue	16	0	0	0	16
89	Back Greenwell Street	16	0	0	0	16
166	Badminton Close	12	0	0	0	12
154	Former Jack Horner Pub, Whitby Way	0	12	0	0	12
105	Rear of Heron Drive	0	48	0	0	48
141(a) & (b)	Land at 213-219 Houghton Road	0	17	0	0	17
91	Harewood House and Lodge	0	6	0	0	6
	TOTAL	1445	813	650	700	3608

- 5.4** Work is also well advanced to establish the suitability of some other sites, notably Sites 119 and 127a, both on parts of the former Blackwell Grange Golf Course. Consultations on proposed new housing, including top-end executive housing, is taking place during July and August 2015. Provided that no constraints are identified that mean these are not suitable for development, then these are capable of delivering over 160 new homes. The Council is also working through constraints on other land and buildings suitable for housing that it owns, such as Tees Grange Farm (site 146) and Central House (site 155) to establish if these can be disposed of too. The Council is also aware that a planning application to deliver the Durham Tees Valley Airport Masterplan is likely to be submitted in the autumn, and that the proposals are likely to include about 350 new homes.
- 5.6** Two other sites were identified as being suitable and available but not achievable. These were Site 94, Ruck/Rear of Cockerton Club (20 dwellings) and Site 98, land at Carmel School (17 dwellings). Site 94 is constrained by noise from the adjacent Working Men's Club and road, and the land has a high risk of contamination. It is also adjacent to a conservation area. A planning application to develop the site was recently refused, because of the impact on residential amenity. Site 98 is currently constrained by access, currently via a school entrance and requiring part of land currently used as a playing field by the school. The site itself also has significant biodiversity interest that could affect the net developable area of the site. However, the possibility of access through the adjacent St. Clare's Abbey is currently being investigated, as the latter is currently for sale.
- 5.7** If the constraints on the two sites mentioned above could be overcome, they are capable of delivering a further 37 dwellings. A summary of the constraints identified for all of the sites that have been assessed are set out in **Appendix 8**.
- 5.8** In undertaking the above sieve analysis, it became apparent that the availability of several sites was in doubt. These sites are either ones that were submitted for inclusion in the SHLAA in early years and where the owner/agent has not subsequently been in touch to confirm the land is still available, or some sites in Council ownership. In the case of the former, it will be assumed that the sites are not available, until the Council can contact the site owner/agent to confirm otherwise. Any updated information will be reflected in the next update, Update 7, on which work will commence in autumn 2015. For Council owned sites, as a general rule, the Steering Group has agreed that sites where the Council has a resolution to dispose in place should be considered as available. There are several Council owned sites where the Council itself is the proposed developer of the site. In these instances, they are also considered available.
- 5.9** There are also instances where the availability of sites is in question because it includes land in several ownerships, for example, Site 11, land at Eastmount Road where a small part had outline permission for 30 dwellings but the intentions of the owners of the remainder was unknown and parts were still in active employment use. Again, any further information on this will be taken into

account in Update 7.

5.10 The Council is working with others to help overcome some of the constraints identified:

- (a) it intends to publish the draft Making and Growing Places DPD in autumn 2015, with a view to the document being adopted by the end of 2016. This document will include housing site allocations, so removing the existing supply of housing policies constraint on several sites;
- (b) it is undertaking strategic and more detailed transport modelling to identify the highway improvements that would be needed to 'unlock' the existing development constraints. The latest element of this work, concentrating on North Darlington, is expected to be completed in the autumn. This could help to unlock suitable and available land in this area, such as site 49(part) known as Berrymead South and/or land south of Burtree Lane (sites 39,8, etc).
- (c) it is working with the Health and Safety Executive, Northern Gas Networks, Northumbrian Water and others to understand the timescales and steps that are needed to remove the constraints posed by the potential hazards associated with the gasholder on Valley Street and chlorine storage at Broken Scar water treatment works.
- (d) through pre-application discussions, the Council is willing to work with potential developers on the amount and type of planning obligations required where the viability of potential sites is genuinely marginal
- (e) through its treatment of planning applications, the Council tries not to refuse any for housing unless there are good planning reasons for doing so. It has not refused any planning applications on the grounds of prematurity, but an appeal was allowed for up to 250 new homes on land at Sadberge Road, Middleton St. George, which has, for the time being, rendered as out of date policies for the supply of housing in the adopted development plan.

5.11 There are other constraints affecting several sites, e.g. relocating existing businesses and uses, existing sources of noise and other environmental health issues, flood risk, but the Council has limited ability to address these.

Conclusions on assessed sites without planning permission

5.12 Sites without planning permission are capable of delivering 1512 dwellings in the five years 2016-2021, and a further 1396 from 2021-2026. There are also a range of other sites where work to overcome constraints is still underway but is expected to be completed within the next few months. The results of this will be reflected in Update 7.

6. APPROACH TO WINDFALLS

6.1 Paragraph 48 of the NPPF allows Councils to make a realistic allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Windfall sites are defined in NPPF (Annex 2) as 'sites which have not specifically been identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available'. They can be greenfield sites too; the recent appeal decision granting planning permission for up to 250 dwellings on land at Sadberge Road., Middleton St. George is one example.

6.2 The Council monitors large windfalls and small windfalls separately. Large windfall sites are capable of delivering 6 or more units. Small windfall sites are too small (less than 6 dwellings) to be identified as draft allocations in the emerging Local Plan. Examples could include conversions of larger houses to flats and infill schemes.

Small Windfalls

6.3 The most recent data on non garden land small windfalls for the last 5 years (Table 6.1) indicates an average of about 26 dwellings per annum from this source.

Table 6.1: New Housing from Small Windfalls

Year	2010/11	2011/12	2012/13	2013/14	2014/15	Total	Average
New dwellings	30	30	8	47	27	142	
Dwelling losses	0	3	2	3	0	8	
Net additions	30	27	6	44	27	134	26.8

Note: The net additions is the gross number of new dwellings minus the gross number of losses – these may related to different sites as there is a lag between demolitions/losses and subsequent completions. The data is limited to sites with completions in this period.

- 6.4 The projected completions from small windfalls that had planning permission on 1st April 2015, are set out in Table 6.2. The projections are made using assumptions about time to delivery if no developer data has been forthcoming. The annual average projected is 23 dwellings per annum.

Table 6.2: Projected completions from small windfalls with planning permission

Year	2015/16	2016/17	2017/18	2018/19	2019/20	Total	Average
No. dwellings	18	13	35	34	17	117	23.4

- 6.5 It is reasonable to expect that more permissions will be granted in the next 3 years or so that will result in further additional small windfall completions. Particular sources that are expected to generate these are conversions of other uses to residential use, taking advantage of recent national relaxations of planning control, and continuing subdivision of existing dwellings, occurring as a private rented sector response to the bedroom tax.
- 6.6 So given that the average of past completions is 26.8 dwellings per annum, and projected completions based on planning permissions and likely sources is 23.4 dwellings per annum, it is realistic to use a small windfall assumption of 25 dwellings per annum. This is not applied until after 2018/19 to avoid double counting.

Large Windfalls

- 6.7 Large windfalls are sites that are developed for housing that have not been identified as suitable and achievable in the SHLAA or as housing allocations in any emerging development plan documents. Table 6.3 below sets out the sites that have been granted planning permission in the last five years and which are regarded as unanticipated, because they have not been identified in an adopted or emerging local plan, or identified as suitable and deliverable in the SHLAA or its updates. It suggests that an average of about 50 dwellings per annum comes from this source.

Table 6.3: Large windfalls

Site Name	Date PP granted	Dwellings granted	Dwellings completed
North Farm	16-Mar-10	14	3
Former Springfield Primary	07-Apr-10	34	34
Site of Former Firth Moor Hotel	02-Jun-10	8	8
Alderman Leach School Site	24-Nov-10	79	79
Middleton Hall Retirement Village	06-Sep-11	36	15
East Mount Road/Haughton Road Junction	03-Apr-12	12	12
Brook Terrace	31-May-12	6	6
36-40 Clifton Road	10-Sep-12	6	6
The Hope Inn	30-Nov-12	8	8
Tom Raine Court	15-Feb-13	28	26
Central Guest House, Greenbank Road	31-Oct-13	12	12
Regent House, 10 Commercial Street	23-Jun-14	47	47

Site Name	Date PP granted	Dwellings granted	Dwellings completed
TOTAL			256
Average annual completions from this source 2010-2015			51

6.8 Factors working to reduce the number of unanticipated sites have been:

- (a) Every year the SHLAA updates identify new sites; and
- (b) The Council has been identifying more sites through its work on the emerging Making and Growing Places DPD; once there is an up to date adopted development plan in place, and the Council can demonstrate a five year supply of housing land, the number of large windfalls is expected to reduce, as sites coming forward should be mostly sites that have been allocated in the development plan.

6.9 Factors that are working to increase the number of unanticipated sites are :

- (a) new sources of windfalls (e.g. conversion of offices to residential) arising from the relaxation of planning controls, although this expires in May 2016.
- (b) planning appeal decisions, e.g. the recent planning appeal decision at Middleton St. George (APP/N1350/A/14/2217552), which grants planning permission for up to 250 dwellings. In the light of the Inspector's decision on this, the Council is experiencing more developer/landowner interest in sites outside development limits. Until it can demonstrate a five year supply of housing land, it is vulnerable to further such developments being granted planning permission
- (c) Council house building on small pockets of Council owned land. The Council is using its own Housing Revenue Account resources, together with funding it secures from the HCA through its 'Affordable Housing Programme 2 (AHP2)' to deliver more Council housing. The Council has a good track record of being able to deliver new affordable housing in this way, having built 65 new build homes with £3 million of HCA funding in the period 2008-2011. Its intentions are set out in its latest Housing Business Plan.

6.10 The earliest the Council expects to have the local plan site allocations document (Making and Growing Places DPD) in place is late 2016, though it is not yet clear whether this will include enough housing allocations to meet the housing needs of the Borough⁷. It is unlikely to be able to demonstrate a five year housing land supply for the next year at least.

6.11 Therefore, the proposed approach for large windfalls in this work is to assume that one large scheme will be granted planning permission this year (2015/16), and will deliver new homes at the assumed delivery rate used elsewhere in the SHLAA from 2017/18, i.e. 40pa in 17/18, 45pa in 18/19 and 50pa in 19/20 and 20/21. This assumption would be rescinded if a scheme is granted planning permission, to avoid double counting with commitments.

All windfalls

6.12 Table below sets out the resultant assumed windfalls from large and small sites for each year for the next six years.

Table 6.4: Assumed windfalls from small and large sites, 2016-2021

Year	2016/17	2017/18	2018/19	2019/20	2020/21	TOTAL
Small windfalls				25	25	50
Large windfalls		35	35	35	35	140
Total	0	35	35	60	60	190

⁷ The Council has commissioned consultants ORS to understand what the full objectively assessed housing need of the Borough is. The Council expects to be able to publish the findings in early Autumn.

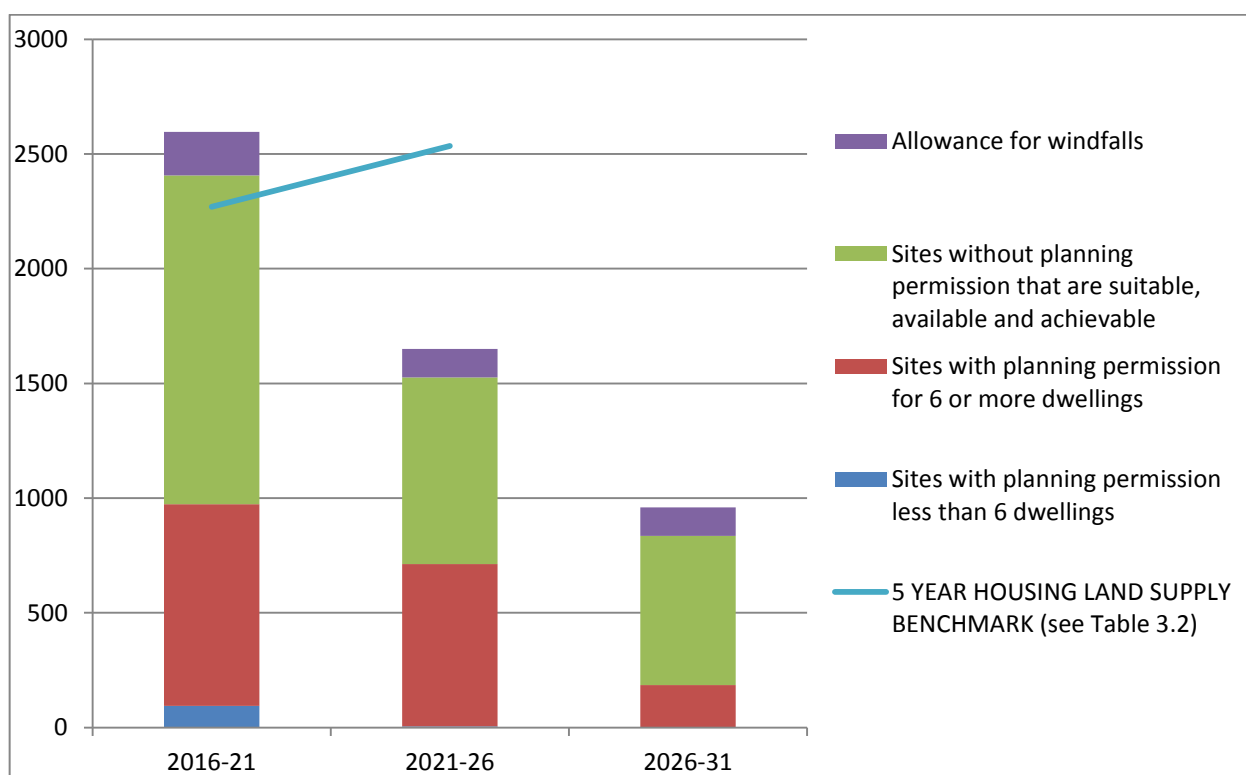
7. BRINGING THE FINDINGS TOGETHER

7.1 Table 7.1 sets out and Figure 7.1 illustrates the contribution that all the potential sources of housing supply considered in this report could make to delivering new homes in the next 5 years and next 15 years, and compares this with the net additional dwellings required, as identified in Section 3 of this report.

Table 7.1: All sources of housing land supply, 2016-2031

Sources of supply	2016-21	2021-26	2026-31
Likely from sites with planning permission less than 6 dwellings (see Table 4.3)	94	5	0
Sites with planning permission for 6 or more dwellings (Tables 4.1 & 4.2)	880	708	185
Sites without planning permission that are suitable, available and achievable (Appendix 7)	1433	813	650
Allowance for windfalls	190	125	125
TOTAL SUPPLY	2597	1651	960
5 YEAR HOUSING LAND SUPPLY BENCHMARK (see Table 3.2)	2270	2535	-
SURPLUS/SHORTFALL	327	- 884	

Figure 7.1 Sources of housing land supply, 2016-2031



7.2 In preparing this trajectory, regard has been had to market intelligence and market signals in estimating the lead in times for the delivery of schemes and the rate of build out. The build out rates for large sites agreed by the Steering Group are set out in **Table 7.2** below. These are noticeably more pessimistic than those agreed by the Steering Group in late 2013. The build out rates may be higher on specific sites where affordable housing and market housing are delivered concurrently or where there is evidence or a reasonable expectation that more than one house builder, or product range will be built out at once, in which case a build out of 60 dwellings per annum was agreed.

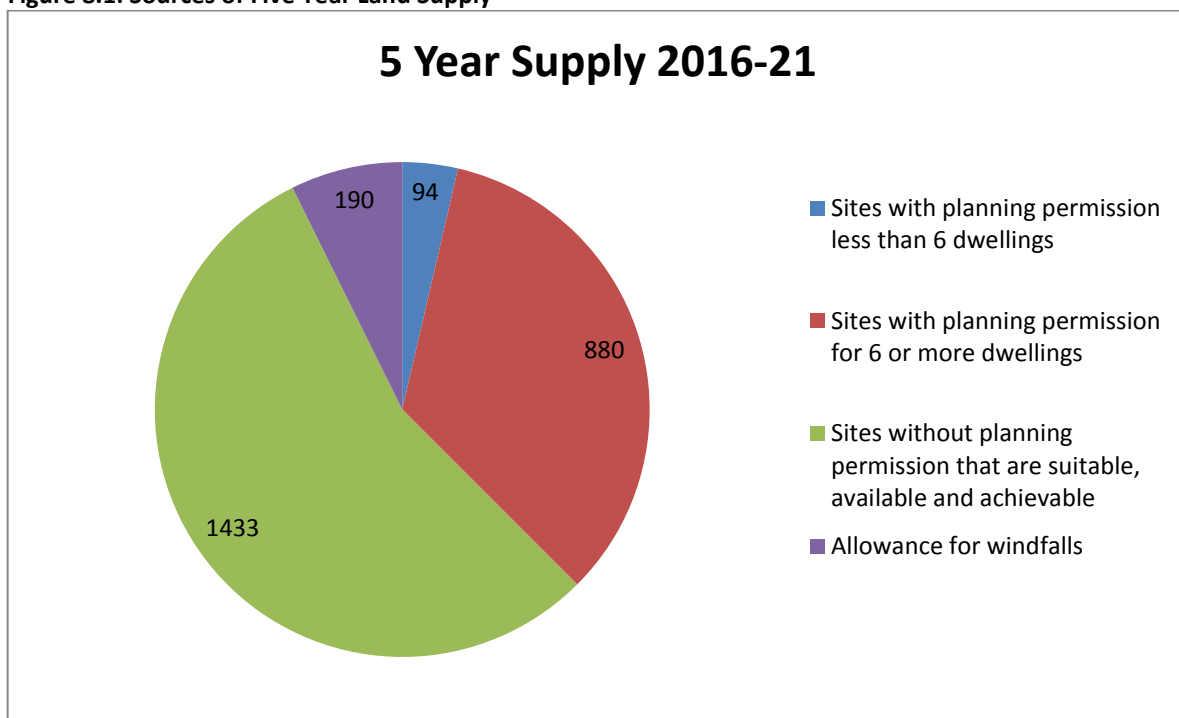
Table 7.2 Assumed delivery rate for large sites (also reproduced in Appendix 4)

Year	Expected dwelling delivery rate agreed by Steering Group March 2015	Previous expected dwelling delivery rate agreed by Steering Group Autumn 2013
2016/17	35	32
2017/18	35	40
2018/19	35	45
2019/20	35	50
2020/21	35	50

8. OVERALL CONCLUSIONS

8.1 There is a supply of suitable, available and deliverable housing land to deliver 2597 dwellings in the five year period 2016-2021. This is made up of 974 dwellings (38%) with planning permission on the 1st April 2015 and 1623 dwellings (62%) on sites without planning permission. The contribution of all sources of supply to this overall total is illustrated in **Figure 8.1**.

Figure 8.1: Sources of Five Year Land Supply



8.2 Until the Council's up to date objectively assessed housing need is published, the Council is measuring its five year supply against a benchmark agreed with the SHLAA Steering Group. Against this benchmark, the Council can demonstrate a five year supply, taking account of shortfall in delivery since 2011 and the need to provide choice and competition in the market for land.

8.3 The information collected for this Update 6 also shows that there is housing land supply capable of delivering 1651 dwellings in the five year period 2021-26 and 960 dwellings in 2026-31.