



## **Housing Supply in the Borough of Stockton-on-Tees**

### **Five Year Deliverable Housing Supply Final Assessment: 2013 - 2018**

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## Introduction

- 1 The National Planning Policy Framework (NPPF) was published on 27 March 2012. The NPPF restates the requirement for local planning authorities to demonstrate a five year supply of deliverable housing sites. This report sets out the Borough's housing land supply position in respect of this requirement using a base date of 31 March 2013.

## National Policy

- 2 The NPPF states that local planning authorities should “identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.”
- 3 A footnote to paragraph 47 of the NPPF defines deliverability as follows: “To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.”

## Overview of the assessment

- 4 The broad framework for undertaking the assessment has followed four main stages as follows:
  - i. **Stage 1** Identify the housing provision to be delivered over the following five years;
  - ii. **Stage 2:** Identify sites that have potential to deliver housing over the five year period, including:
    - Sites that have planning permission (outline or full planning permission that have not been implemented),
    - Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement
    - Specific, unallocated brownfield sites that have the potential to make a significant contribution to housing delivery during the five year period; and,
  - iii. **Stage 3:** Allowing for 'windfall' sites
  - iv. **Stage 4** Allowing for demolitions and losses

## **Stage 1: Identify the level of housing provision to be delivered over the following 5 years**

- 5 The housing requirement for Stockton Borough is stated at paragraph 12.18 of the justification to adopted Core Strategy Policy 7 - Housing Phasing and Distribution, as follows:
  - 2004 to 2011: 4,200 dwellings (600 per annum)
  - 2011 to 2016: 2,650 dwellings (530 per annum)
  - 2016 to 2021: 2,625 dwellings (525 dwellings)
  - 2021 to 2024: 1,665 dwellings (555 dwellings)
  
- 6 The period to be covered is 1 April 2013 to 31 March 2018. The adopted Core Strategy housing requirement for 2013 to 2018 is 2,640 dwellings. This comprises the following:
  - 3 x 530 dwellings for the period 2013/14 to 2015/16
  - 2 x 525 dwellings for the period 2016/17 to 2017/18.
  
- 7 The housing requirement of 2640 dwellings needs to be adjusted for housing already delivered during the plan period. For the purposes of housing supply the plan period for the adopted Core Strategy is 2004 to 2024. The housing requirement for the period 2004 to 2013 is 5,260 dwellings. This comprises the following:
  - 7 x 600 dwellings for the period 2004 to 2011
  - 2 x 530 dwellings for the period 2011 to 2013
  
- 8 The net number of dwellings built during the period 2004 to 2013 was 5,021. This is a shortfall of 239 dwellings.
  
- 9 This means that 239 dwellings are added to the requirement of 2,640 dwellings to produce a housing requirement for the period 2013 to 2018 of 2,879 dwellings. This figure is net of the buffer required by the NPPF.

### **Deciding whether to add a 5% or 20% buffer**

- 10 The NPPF requires local planning authorities to add a buffer of 5% to the supply of deliverable housing sites or 20% if there has been persistent under delivery. The NPPF does not define persistent under delivery. Housing delivery performance on an annual basis over the last 5 years has been as follows:

**Table 1: Housing delivery performance over the previous 5 years**

<b>Annual performance over previous 5 years</b>			
<b>Year</b>	<b>Annual housing requirement</b>	<b>Net additional dwellings delivered</b>	<b>Proportion of annual housing requirement delivered</b>
2008/2009	600	496	83%
2009/2010	600	542	90%
2010/2011	600	459	77%
2011/2012	530	471	89%
2012/2013	530	616	116%
<b>Total performance over previous 5 years</b>			
<b>Period</b>	<b>Housing requirement over period 2008 to 2013 taking previous performance into account</b>	<b>Net additional dwellings delivered</b>	<b>Proportion of housing requirement delivered</b>
2008 - 2013	2823	2584	91%

- 11 The figure of 2823 dwellings for the housing requirement for the period 2008/09 to 2012/13 comprises the following:
- 3 x 600 dwellings and 2 x 530 dwellings (2860 dwellings)
  - An adjustment for housing delivery performance from the start of the plan period (2004) up to 2008. There was an oversupply of 37 dwellings (2437 dwellings were delivered against the housing requirement of 2400 dwellings). The requirement for the period 2008/09 to 2012/13 was 2860 dwellings. Subtracting 37 from 2860 gives the figure of 2823.
- 12 The guidance in the NPPF states that a 5% or 20% buffer must be added to the supply of deliverable sites, depending on whether or not there has been persistent underperformance. Taking into consideration that from 2008 onwards, conditions in the housing market have been very challenging, the Borough has a strong housing delivery performance.
- 13 Therefore, a buffer of 5% will be used as the benchmark for maintaining a 5-year supply of deliverable housing land. The requirement for the period 2013 to 2018 inclusive of a 5% buffer is therefore 3023 dwellings. This comprises the following:
- The adopted Core Strategy requirement for this period of 2640 dwellings (see paragraph 6)
  - Plus the adjustment for previous housing delivery performance of 239 dwellings (see paragraph 9) = 2879

- Plus the buffer of 5% (144 dwellings) = 3023 dwellings

### Stage 1 Summary

- 14 The housing provision requirement for the period 2013 to 2018 is **3023 dwellings**.

## Stage 2: Identify sites that have potential to deliver housing over the five year period

### Stage 2a: Sites that have planning permission

- 15 The schedule set out (Appendix 1) identifies the sites with planning permission which are anticipated to be developed over the five year period. **2340 dwellings** are expected to be built during the 5 year period through planning permissions already consented.
- 16 Extra care housing has been included in the supply where the scheme provides separate private accommodation; that is to say self-contained independent dwellings to which communal facilities are ancillary and the provider is a Registered Provider, not a traditional sheltered homes provider (as this contributes to a mix and balance of good quality housing in line with the Strategic Housing Market Assessment).
- 17 As discussed in the Stage 3 section, the deliverability of sites has been assessed with developers and where this has not been possible an anticipated timescale and build out rate has been included.
- 18 The column entitled 'phasing assessment' within the schedule identifies whether the assessment of a sites phasing was undertaken by the developer or the Council.

### Stage 2b: Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement

- 19 It is acknowledged that where the Council has resolved to grant planning permission subject to the signing of a S.106 Agreement, no decision notice has been issued. However, it is considered that it is legitimate to include a contribution from such sites in the supply if there is a clear expectation that the S.106 Agreement will be signed and that the sites will actually deliver units during the 5-year period.

<b>Site Address</b>	<b>Number of units expected to be delivered during the period 2013 to 2018</b>
Allens West, Eaglescliffe	210
<b>Total</b>	<b>210</b>

### Stage 2c: Specific, unallocated brownfield sites that have the potential to make a significant contribution to housing delivery during the 5 year period

- 20 The following specific, unallocated brownfield sites have been assessed as having the potential to make a significant contribution to housing delivery during the 5 year period:

<b>Site</b>	<b>Contribution expected during 2012 - 2017</b>
Parkfield Phase 2	117
Swainby Road	100
<b>Total</b>	<b>217 dwellings</b>

**Stage 2 Summary: Total housing delivery expected during the 5 year period**

<b>Site</b>	<b>Contribution expected during 2012 - 2017</b>
Planning permissions	2340
+ Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement	210
+ Specific, unallocated sites	217
<b>= Total (gross)</b>	<b>2767 dwellings</b>



### Stage 3: Allowing for windfall sites

- 21 Paragraph 48 of the NPPF states that *'Local planning authorities may make an 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. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.'*
- 22 With regards to the definition of windfalls the glossary to the NPPF states: *'Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.'*
- 23 Small sites (sites of less than 10 dwellings) have consistently become available in the local area and provided a reliable source of supply (see paragraph 33). A windfall allowance of 65 dwellings per year has been made for this source. The figure of 65 dwellings per year is informed by the historic windfall delivery rate for this source (78 dwellings per year) but allows for the fact that 17% have been on residential gardens. The remaining 83% have been other forms of development and represent an average of about 65 dwellings per annum. In order to avoid double counting the small sites with planning permission this allowance is only made for years 4 and 5 and represents a total of **130 dwellings**.

### Stage 3 Summary: Total housing delivery expected during the 5 year period

Site	Contribution expected during 2012 - 2017
Planning permissions	2340
+ Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement	210
+ Specific, unallocated sites	217
+ Windfall sites	130
<b>= Total (gross)</b>	<b>2897 dwellings</b>

## Stage 4: Taking demolitions / losses into account

- 24 The housing requirement is a 'net' housing requirement. This means that it is net of demolitions and other losses to the existing housing stock of the Borough. The following table shows the number of demolitions and other losses.

Site	Number of demolitions / losses expected during 2012 - 2017
Mandale Estate Phase 3	48
Mandale Redevelopment Phase 2	10
Parkfield Phase 2	104
Swainby Rd	53
Victoria Estate	254
Other sites	35
<b>Total</b>	<b>504 dwellings</b>

### Stage 4 Summary: Total housing delivery expected during the 5 year period

Site	Contribution expected during 2012 - 2017
Planning permissions	2339
+ Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement	210
+ Specific, unallocated sites	217
+ Windfall sites	130
- Demolitions / losses	- 504
<b>= Total (net)</b>	<b>2393 dwellings</b>

## How delivery has been assessed

### Planning permissions where phasing has been provided by the development industry

- 25 In March 2013 all developers with planning permission(s) for 10 dwellings or more were contacted and asked to provide their delivery schedule for the permission(s). This information was used to inform the assessment of whether planning permissions will be implemented and if so over what time period

### Planning permissions where phasing has been estimated by SBC

#### Estimating build out rates

- 26 Not all developers responded and in some instances the Council has assessed deliverability on the basis of officer experience of the development industry. This has included input from the Council's Development Services and Housing Regeneration teams. When developers have not provided delivery schedules the Council has also had to estimate delivery rates. In doing so the Council has taken into account the following advice from the Home Builders Federation:
  - 27 "HBF would point out that the average completion rate for housing on a single site by a single builder ranges between 25 and 35 dwellings per annum. Where flats or apartments are involved the average completion rate ranges between 35 - 50.
  - 28 "For large sites where two builders are involved, or where a builder operates the sites as 2 sites (i.e. one producing houses, the other flats) it is reasonable to double the output. Sites in the hands of an individual builder, even with a mix of houses and flats, very rarely exceed 50 dwellings per annum as output and never get to 100. This calculation, however, does not continue to exist where 3 or more builders become involved, as demand will limit take up" (letter from the Regional Policy Manager (Northern Regions) Home Builders Federation – 7 April 2008).
  - 29 Where a developer or agent has stated that a planning permission is 'on hold' it has not been scheduled to produce any units within 5 years. Where a site has planning permission and is under construction but no developer estimate has been provided then the SBC estimate has taken into account previous build out rates for the site.
  - 30 A column has been added into the trajectory which identifies if the phasing for a site has been done inline with the methodology or not. Where the phasing has not followed the methodology and is based on officer knowledge an explanation has been provided to provide clarity.

### **Estimating lead in times**

- 31 Where a developer has not responded, a pragmatic approach has been adopted to estimating lead in times. Factors taken into account include conditions in the local housing market and, whether significant site preparation work is required.

### **Sites where the granting of planning permission is subject to the signing of a Section 106 Agreement**

- 32 Sites where the granting of planning permission is subject to the signing of a S106 Agreement have only been included in the deliverable housing land supply if discussions with the Council's Planning Legal team report positive progress towards signing the S106 Agreement. On this basis only one site subject to the signing of a S106 Agreement has been included the deliverable housing supply and the agent for the applicant has also confirmed positive progress regarding the S106 on this site.

### **Planning permissions - small sites**

- 33 There is currently permission for 240 dwellings on small sites. A discount of 10% has been applied to this figure to allow for the possibility that not all of the consented dwellings will be built. This gives a figure of 217 dwellings. The average build out rate of small sites over the previous 6 years was 78 dwellings per annum. This rate has been used to project the delivery of the discounted figure of 217 dwellings.

### **Specific, unallocated sites that have the potential to make a significant contribution to housing delivery during the 5 year period – testing suitability, availability and achievability**

- 34 The Parkfield Phase 2 and Swainby Rd housing regeneration sites have also been assessed as contributing to the deliverable housing supply. As they are actual, rather than potential, housing sites the assessment of them has been independent of the SHLAA. A planning application has been submitted to develop the Parkfield Phase 2 site. The applicant is Tees Valley Housing (TVH). TVH have provided the estimated build out timeframe for the site. The estimated build out timeframe for the Swainby Rd site has been provided by the Council's Housing Regeneration team.

### **Schedule and trajectory of all deliverable sites (2013 to 2018)**

- 35 The schedule set out at Appendix 1 identifies the sites with planning permission which are anticipated to be developed over the five year period. As discussed in the previous section the deliverability of sites has been assessed with developers and where this has not been possible an anticipated timescale and build out rate has been included.
- 36 The column entitled 'phasing assessment' within the schedule identifies whether the assessment of a sites phasing was undertaken by the developer or the Council.

## How Many Years Deliverable Land?

- 37 The Borough of Stockton-on-Tees has an overall deliverable housing land supply for 2393 dwellings (net) inclusive of the windfall allowance of 130 dwellings over the next five years. That is 630 dwellings less than the adopted Core Strategy requirement of 3023 dwellings (taking previous performance and the requirement for a 5% buffer into account) for the period 2013 – 2018. This equates to a housing land supply of 3.96 years as set out in Table 1.

<b>Table 1: Five year deliverable housing supply – 1 April 2013 to 31 March 2018</b>	
Adopted Core Strategy Housing Requirement 2004 to 2013	5260 dwellings
Delivered 2004 to 2013	5021 dwellings
Over / under at 31-3-2013	- 239 dwellings
Adopted Core Strategy Housing Requirement 2013 to 2018	2640 dwellings
Net Requirement for 2013 to 2018 taking previous performance into account	2879 dwellings
Plus 5% buffer required by the NPPF	3023 dwellings
Average annual requirement for 2013 to 2018	604 dwellings (3023 / 5)
Projected delivery 2013 - 2018 (gross)	2897 dwellings
Projected demolitions / losses 2013 - 2018	504 dwellings
Projected delivery 2013 - 2018 (net)	2393 dwellings
Supply (2393 / 604)	3.96 years
Shortfall for 2013 to 2018 at 31-3-2013	630 dwellings

## Conclusion

- 38 The Assessment at Appendix 1 shows that the Borough is not currently able to demonstrate a 5 year supply of deliverable housing land. The Regeneration and Environment Local Development Document (LDD) is scheduled for adoption in March 2014. The Regeneration and Environment LDD will incorporate the results of the Core Strategy Review of housing options. The LDD will allocate sufficient deliverable and developable housing sites to ensure that the housing requirement to 2029 is met and that a rolling 5-year supply of deliverable housing sites plus a 5% buffer is achieved.

## Appendix 1: Housing Trajectory

Site address	Total units granted	Completed	Remaining	Under construction	2013/14	2014/15	2015/16	2016/17	2017/18	Assessment	Assumption
<b>Stage 2a - Sites that have planning permission</b>											
Wynyard Woods Self Build	11	5	6	1	3	3				SBC	As per phasing assumptions
Land At Area 3 Wynyard Wood (Remaining Plots)	11	3	8	8	3	3	2			SBC	As per phasing assumptions
River View, Ingleby Barwick	55	51	4	2	4					SBC	As per phasing assumptions
Mandale Redevelopment Phase 2	266	199	67	57	25	25	17			Developer	Developer phasing provided
Bowesfield Park, Bowesfield Lane, Preston Industrial Estate	56	41	15	6	3	3	3	3	3	SBC	As per phasing assumptions
Hardwick Redevelopment	630	346	284	50	31	30	36	36	9	Developer	Developer phasing provided
					31	30	36	36	9	Developer	Developer phasing provided
Sun Street Depot, Thornaby	99	77	22	10	22					Developer	Developer phasing provided
Land 35 Metres To West Of British Legion Club, Queens Avenue, Thornaby	46		46							SBC	Apartment scheme - delivery within 5 years cannot be relied upon due to viability

Mandale Estate Phase 3	191	18	173	43	35	23				Developer	Developer phasing provided
					15	30	30	30	10	Developer	Developer phasing provided
Parkfield Foundry	212	178	34	34	25	9				Developer	Developer phasing provided
Parkfield Redevelopment Phase 1	110	80	30	14	30					SBC	As per phasing assumptions
Ashmore House, Richardson Road (KVAERNER site)	217	95	122	55	11	10	10	10	10	Developer	Developer phasing provided
Corus Pipe Mill, Portrack Lane, Stockton-on-Tees, TS18 2NF	311	44	267	39	40	40	40	40	40	Developer	Developer phasing provided
Tall Trees Hotel, Worsall Road, Yarm	143		143					15	15	Agent	Phasing informed by discussion with agent
Peacocks Yard, Land East Of Blakeston Lane, Norton	149	31	118	58	40	18				Developer	Developer phasing provided
					25	25	10			Developer	Developer phasing provided
Land In The Vicinity Of Betty's Close Farm	17		17	2				3	3	SBC	As per phasing assumptions
Former Stockton And Billingham College Site	176	154	22	14	22					SBC	As per phasing assumptions
North Shore, Church Road, Stockton	999		999							SBC	Part of the outline consent for 999 dwellings is for an apartment scheme - delivery within 5 years cannot be relied upon due to viability
North Shore - Home Zone (part of the outline consent for up to 999 dwellings)	50	40	10	10	10					Developer	Developer phasing provided



North Shore - Home Zone Phase 2 (part of the outline consent for up to 999 dwellings)	76		76		24	24	28			Developer	Developer phasing provided
The Rookery, South View	13		13							SBC	Applicant has a number of different options for the site. Until preferred option is decided it cannot be determined whether it will contribute to the 5 year supply.
Thorn Tree Vale, Master Road, Thornaby, Stockton-On-Tees, TS17 0BE	326	324	2	2	2					Developer	Developer phasing provided
Thornaby Football Club, Land At Teesdale Park, Acklam Road	64		64							SBC	Apartment scheme - delivery within 5 years cannot be relied upon due to viability
Land At Boathouse Lane	174		174							SBC	Apartment scheme - delivery within 5 years cannot be relied upon due to viability
Northern Machine Tools Engineering, Land at Boathouse Lane, Stockton on Tees	118		118							SBC	Apartment scheme - delivery within 5 years cannot be relied upon due to viability
Ashbrook, Ringwood, Hazeldene	363	117	246	90	93	80	70	3		Developer	Developer phasing provided
Remainder of Ingleby Barwick	650		650			20	30	50	60	Developer	Developer phasing provided
6 - 10 Hume Street, Stockton-on-Tees, TS18 2ER	18		18							SBC	Apartment scheme - delivery within 5 years cannot be relied upon due to viability

Land Off Norton Road, Stockton On Tees	330		330							Developer	Developer is reviewing the viability of the site. Until the review is complete it cannot be determined whether it will contribute to the 5 year supply.
Sandhill, Ingleby Barwick	150		150		15	25	25	25	25	Developer	Developer phasing provided
British Visqueen Limited, Yarm Road, Stockton-on-Tees, TS18 3RD	474	35	439	21	22	20	20	20	20	Developer	Developer phasing provided
Bowesfield Riverside Phase 1	150		150				20	20	20	Agent	Phasing informed by discussion with agent
Land Parcel At Blair Avenue, Ingleby Barwick	48		48						24	Agent	Phasing informed by discussion with agent
Site B The Old Vicarage The Green Norton Stockton-on-Tees	13		13					8	5	SBC	As per phasing assumptions
Kingfisher Way, Bowesfield Park, Stockton	37		37				20	17		Agent	Phasing informed by discussion with agent
Leven Camp, Low Lane, High Leven	36		36		4	4	4	4	4	SBC	As per phasing assumptions
Site A, Red House School, The Green, Norton	68		68				20	20	28	SBC	As per phasing assumptions
Morley Carr, Allerton Balk, Yarm	350		350			15	35	35	35	Developer	Developer phasing provided
Small Sites Trajectory			240		78	78	61				

**Stage 2b - Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement**

Allens West, Durham Lane, Eaglescliffe	850		850				60	75	75	Agent	Phasing informed by discussion with agent
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Former Roseworth Hotel, Redhill Road, Stockton on Tees, TS19 9BX	12		12							SBC	Section 106 outstanding and not progressed. Delivery within 5 years cannot be relied upon.
The Wellington Club, Wellington Drive, Wynyard	44		44							SBC	Section 106 outstanding and not progressed. Delivery within 5 years cannot be relied upon.
The Grange Uray Nook Road Eaglescliffe Stockton-on-Tees	16		16							SBC	Section 106 outstanding and not progressed. Delivery within 5 years cannot be relied upon.
<b>Stage 2c - Specific unallocated sites</b>											
Swainby Road	160		160			15	25	30	30	SBC	Phasing informed by discussion with SBC Housing Regeneration team
Parkfield Phase 2	117		117			59	58			Developer	Developer phasing provided
<b>Stage 3 - Allowing for windfall sites</b>											
								65	65		
<b>Stage 4 Taking demolitions/losses into account</b>											
Mandale Estate Phase 3	189	141	48		28	20					
Mandale Redevelopment Phase 2	196	186	10		10						
Parkfield Phase 2	262	158	104		104						
Swainby Road (All demolitions)	204	151	53		40	13					
Other sites	35		35		15	15	5				
Victoria Estate	254		254		45	45	60	60	44		

<b>Totals</b>										
					2013/14	2014/15	2015/16	2016/17	2017/18	<b>Totals</b>
Housing requirement 2013 - 2018 + 5% buffer										<b>3023</b>
Planning Permissions					613	515	517	375	320	<b>2340</b>
Subject to S106							60	75	75	<b>210</b>
Specific unallocated sites						74	83	30	30	<b>217</b>
Windfall sites								65	65	<b>130</b>
Demolitions					242	93	65	60	44	<b>504</b>
Total supply 2013 - 2018										<b>2393</b>