

Housing Supply in the Borough of Stockton-on-Tees

5 Year Deliverable Housing Supply Interim Assessment: 2011 - 2016

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Introduction

- 1 Policy 7 (CS7) of the adopted Core Strategy states that the distribution and phasing of housing delivery to meet the Borough's housing needs will be managed through the release of land consistent with the maintenance of a 'rolling' 5-year supply of deliverable housing land as required by Planning Policy Statement 3: Housing (PPS3). This report sets out the Borough's housing land supply position in respect of this requirement as at the 1 April (this is a standard base date for housing monitoring exercises).

Why is the assessment an interim assessment?

- 2 The assessment is an interim assessment because the assessment includes 2 sites in the draft 2011 Strategic Housing Land Availability Assessment (SHLAA) that are expected to contribute 76 dwellings during the assessment period. The SHLAA process allows draft site assessments to be challenged and the SHLAA steering group then seeks to come to a conclusion about 'contentious'¹ sites.

How to undertake a 5 year deliverable housing supply assessment

- 3 The Department for Communities and Local Government (DCLG) have produced guidance on how to assess a five year supply. The guidance sets out three main stages to consider when assessing supply, as follows:
 - Identify the housing provision to be delivered over the following five years;
 - Identify sites that have potential to deliver housing over the five year period, including:
 - o Housing allocations in the Development Plan,
 - o Sites that have planning permission (outline or full planning permission that have not been implemented),
 - o Specific, unallocated brownfield sites that have the potential to make a significant contribution to housing delivery during the five year period; and,
 - Assess deliverability of potential sites in terms of paragraph 54 of PPS3.

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

The 5 year period to be covered

- 4 The period to be covered is 1st April 2011 to 31st March 2016.

The level of housing to be provided

- 5 The adopted Core Strategy housing requirement for 2011 to 2016 is 2650 dwellings. The housing requirement in the Core Strategy was set by the Regional Strategy (RS). The Government has stated its intention to revoke Regional Strategies and that local authorities have the flexibility to determine housing targets locally, subject to the provision of robust evidence to support the targets chosen. The Council has decided to retain the RS housing target for the Borough

¹ A site is regarded as contentious if comments are received through the consultation process that challenges the Council's draft assessment. These comments will then be considered by the SHLAA steering group which will seek to come to a conclusion on any contentious sites. It is considered that this is consistent with the ethos of 'partnership' working required by the SHLAA guidance.

because the target takes into account the evidence on housing need and demand that the authority submitted through the RS process.

- 6 The CLG guidance states that housing provision figures in adopted Development Plans should be adjusted to reflect the level of housing that has already been delivered. The previous 5 year period is 1st April 2004 to 31st March 2011. The housing requirement for this period was 4200 dwellings. The number of dwellings built during this period was 3933. This is a shortfall of 276 dwellings. The requirement for 2011 to 2016 taking previous performance into account is therefore **2917 dwellings**.

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

Housing allocations in the Development Plan

- 7 Policy H01 in the Stockton-on-Tees Local Plan (adopted 1997) re-affirmed a number of commitments to residential development. Policy H02 proposed residential development on a number of sites. All of the sites referenced in these two policies have either been built out or have planning permission with the exception of part of H02c Forest Lane, Kirklevington and part of H01n Queens Park. They are therefore already taken into account when undertaking housing monitoring exercises, either as completions or commitments as appropriate. The remainder of the Queens Park site is considered to be unviable and has therefore been discounted. The remainder of the Forest Lane site is deliverable and is expected to yield **15 dwellings**. It has therefore been included in the supply as an allocation.

Sites that have planning permission

- 8 The schedule set out (Table 1) identifies the sites with planning permission which are anticipated to be developed over the five year period. **2976 dwellings** are expected to be built during the 5 year period through planning permissions already consented.
- 9 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 Social Landlord, not a traditional sheltered homes provider.
- 10 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.
- 11 The column entitled 'phasing assessment' within the schedule identifies whether the assessment of a sites phasing was undertaken by the developer or the Council.

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

- 12 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:

Site	Contribution expected during 2011 - 2016
Mandale Phase 3	192 dwellings
Parkfield Phase 2	50 dwellings
Swainby Road	115 dwellings
Yarm Road / Nifco site	50 dwellings
Kingfisher Way, South	17 dwellings
Bowesfield	
Norton School	26 dwellings
Total	450 dwellings

Taking demolitions / losses into account

Site	Number expected during 2011 - 2016
Hardwick Redevelopment	44 dwellings
Mandale Redevelopment Phase 2	10 dwellings
Mandale Estate Phase 3	160 dwellings
Parkfield Phase 2	112 dwellings
Swainby Road	132 dwellings
Other sites	51 dwellings
Total	509 dwellings

Total housing delivery expected during the 5 year period

Housing allocations in the Development Plan	15 dwellings
+ Planning permissions	2976 dwellings
+ Specific, unallocated brownfield sites	450 dwellings
Total (gross)	3441 dwellings
- Demolitions / losses	509 dwellings
Total (net)	2932 dwellings

Stage 3: Assess the deliverability of the identified potential sites

Planning permissions where phasing has been provided by the development industry

- 13 In February 2011 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

- 14 Not all developers responded and in some instances the Council has assessed deliverability on the basis of officer knowledge. This has included input from the Council's Development Services, Highways and Land and Property teams.
- 15 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:

"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.

“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).

- 16 However, the estimated delivery rates based on advice from the House Builders Federation are based on the stronger market conditions at the time this advice was given. In order to take this into account the maximum completions forecast for any site in any year will be as follows, unless contrary information provided by the house builder:
 - 2011/12 = 15 units
 - 2012/13 = 25 units
 - 2013/14 = 35 units
 - 2014/15 = 40 units
 - 2015/16 onwards = 50 units (higher in exceptional circumstances)
- 17 The rates above reflect the suppressed the rate of house building since 2008 and which are not expected to recover to pre 2008 rates until 2013/14 at the earliest. The approach is intended as a guideline where other information is not available. When the Council’s Housing Regeneration team have estimated higher rates for a housing regeneration site then this estimate has been used. Where the guideline has been applied it has not generally taken the form of a rigidly stepped trajectory i.e. 25 units one year, 35 the next etc but as a maximum, for notional example 30 units repeated for years 2012/13 and 2013/14 and 35 units for 2014/15. This approach is similar to one which was endorsed by the Home Builders Federation representatives on Darlington Borough Council’s SHLAA steering group and which acknowledges views expressed at Darlington’s LDF Housing Issues Stakeholder Event on the 10th February 2009.
- 18 Where a developer or agent has stated that a planning permission is ‘on hold’ it has not been scheduled to produce any units before 2014/15.
- 19 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.
- 20 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

- 21 If there is no information available, either from the developer or corporately, to indicate otherwise then it is anticipated that a site with permission will deliver completed dwellings 3 financial years from the date of that permission. For example, if a planning permission was granted in November 2010 then the first completed dwelling units are scheduled for the year beginning 1 April 2014. However, if there is no record that

implementation has commenced in the year prior to the scheduled delivery of the 1st units then the scheduled delivery of the 1st units is deferred by a year. In estimating these lead in times, the Council has exercised caution bearing in mind the increasingly challenging conditions in the housing market.

Planning permissions - small sites

- 22 There is currently permission for 269 dwellings on small sites. The average build out rate of small sites over the previous three years was 60 dwellings per annum and this figure has been reflected in the five year supply.

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

- 23 The Council is currently undertaking its Strategic Housing Land Availability Assessment (SHLAA) 2011 update. The majority of sites set out in the 5 year supply of deliverable sites are those with planning permission and are not therefore included in the SHLAA. The Yarm Rd / Nifco and the Norton School sites are both SHLAA sites that have been assessed as contributing to the deliverable housing supply in the draft 2011 SHLAA. The Kingfisher Way, South Bowesfield site is a SHLAA site that a planning application to develop for housing has now been received for and would now appear more likely to contribute units in the first 5 years than years 6 -10.
- 24 The Mandale Phase 3, 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. The assessment of their likely build out timeframes and rates has been provided by the Council's Housing regeneration team.

Schedule and trajectory of all deliverable sites (2011/12 to 2015/16)

- 25 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.
- 26 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?

- 27 The Borough of Stockton-on-Tees has an overall amount of identifiable and deliverable housing land supply for 2932 dwellings (net) over the next five years. That is 15 dwellings more than the current Core Strategy requirement of 2917 dwellings (taking previous performance into account). This equates to a housing land supply of 5.0 years as set out in Table 1.

Table 1: Five year deliverable housing supply – 1 April 2011 to 31 March 2016	
Adopted Core Strategy Housing Requirement 2004 to 2011	4200
Delivered 2004 to 2011	3933
Over / under at 31 - 03 -11	-267
Adopted Core Strategy Housing Requirement 2011 to 2016	2650
Net Requirement for 2011 to 2016 taking previous performance into account	2917
Average annual requirement for 2011 to 2016 (2917 / 5)	583
Projected delivery 2011 to 2016 (gross)	3441
Projected demolitions / losses 2011 to 2016	509
Projected delivery 2011 to 2016 (net)	2932
Supply (2932 / 583)	5.0 years
Over / under for 2011 to 2016	15 (over supply)

Conclusion

- 28 The assessment set out in this paper shows that the Borough can demonstrate a five year deliverable supply of housing.

Appendix 1: Housing Trajectory

Sites Ref	Site Address	Total Dwellings Approved	Completed	Remaining	Under Construction	11/12	12/13	13/14	14/15	15/16	Post 2016	Assessment	Assumption	HousingSub
6	Wynyard Woods Self Build	11		11	5	5	6					SBCUC	Phasing based on average of previous years	Rural
6	Land At Area 3	11		11		5	6					Developer	No assumption required - developer phasing provided	Rural
11	The Forum/Portus Bar/Vallum Edge	133	127	6	5	6						Developer	No assumption required - developer phasing provided	Ingleby Barwick
11	The Forum Portus Bar Valum Edge Village 6 Ingleby Barwick	28	26	2	2	2						SBCUC	Phasing based on average of previous years	Ingleby Barwick
44	River View Zone A, Village 6, Ingleby Barwick	55	41	14	5	14						Developer	No assumption required - developer phasing provided	Ingleby Barwick
45	Mandale Redevelopment Phase 2	266	132	134	62	3					11	Developer	No assumption required - developer phasing provided	Thornaby
						24	24	24	24	24		Developer	No assumption required - developer phasing provided	
48	Bowesfield Park, Bowesfield Lane, Preston Industrial Estate	53	38	15	9	9	6					SBCUC	Phasing based on average of previous years	Stockton
52	Hardwick Redevelopment	644	206	438	70	32	36	40	40	40	124	Developer	No assumption required - developer phasing provided	Stockton

						27	24	25	25	25		Developer	No assumption required - developer phasing provided		
70	Sun Street Depot, Thornaby	114	37	77	32	12	12	12	12	12	17	SBCUC	Phasing based on average of previous years	Thornaby	
80	Land 35 Metres To West Of British Legion Club, Queens Avenue, Thornaby	46		46							26	20	SBC	Phasing of site as per phasing assumptions	Thornaby
84	Hawthorne Grove, Aislaby Road	29	25	4	3	4							Developer	No assumption required - developer phasing provided	Yarm, Eaglescliffe and Preston
99	Parkfield Foundry	229	122	107	24	20	20	20	20	20	7		Developer	No assumption required - developer phasing provided	Core Area
103	Parkfield Redevelopment Phase 1	114	53	61	21	13	12	12	12	12			Developer	No assumption required - developer phasing provided	Core Area
453	Park View Thorntree Road Thornaby	42			42	42							SBCUC	Phasing as per estimate provided by the Council's Housing Strategy team	Thornaby
130	Ashmore House, Richardson Road (KVAERNER site)	217	50	167	73	25	25	25	25	25	42		SBCUC	Phasing based on average of previous years	Core Area
137	Corus Pipe Mill, Portrack Lane, Stockton-on-Tees, TS18 2NF	375		375	6	22	30	30	30	30	231		Developer	No assumption required - developer phasing provided	Core Area
149	29 and 31 The Meadowings, Yarm, TS15 9QR	29	7	22	18	7	7	4					SBCUC	Phasing based on average of previous years	Yarm, Eaglescliffe and Preston
158	Tall Trees Hotel, Worsall Road, Yarm	143		143					20	20	103		SBC	Phasing of site as per phasing assumptions	Rural
164	Land Off Broomhill Avenue, Hillbrook, Parcel B, Village 5	141	120	21	18	12	9						SBCUC	Phasing based on average of previous years	Ingleby Barwick

166	Darlington Back Lane, Elm Tree	108	98	10	10	10						SBCUC	Phasing based on average of previous years	Stockton	
189	Peacocks Yard, Land East Of Blakeston Lane, Norton	149		149		13	30	39	39	18	20	Developer	No assumption required - developer phasing provided	Rural	
192	Land In The Vicinity Of Betty's Close Farm	17		17			17					SBC	Phasing of site as per phasing assumptions	Ingleby Barwick	
193	Broom Wood, Parcel A, Ingleby Barwick	230	188	42	18	15	15	12				Developer	No assumption required - developer phasing provided	Ingleby Barwick	
193	Broom Wood, Parcel A, Ingleby Barwick	41	11	30	8	10	15	5				Developer	No assumption required - developer phasing provided	Ingleby Barwick	
198	Former Stockton And Billingham College Site, Fincdale Avenue/The Causeway	176	96	80	31	24	24	24	8			Developer	No assumption required - developer phasing provided	Billingham	
202	North Shore, Church Road, Stockton	999		849						100	100	SBC	Developer phasing provided for 200 units plus homezone element (150). Flexible planning permission for up to 999 units but final build may be lower total	Core Area	
202	North Shore (Home Zone)			100					20	30	30	20	Developer	No assumption required - developer phasing provided	
202	North Shore (Home Zone)	50		50		20	30						Developer	No assumption required - developer phasing provided	Billingham
206	The Rookery, South View	13		13					13				SBC	Phasing of site as per phasing assumptions	Yarm, Eaglescliffe and Preston
232	Thorn Tree Vale, Master Road, Thornaby, Stockton-On-Tees, TS17 0BE	327	234	93	49	40	30	23					Developer	No assumption required - developer phasing provided	Thornaby

234	Harpers Garden Centre, Junction Road	82	48	34	28	16	16	2				SBCUC	Phasing based on average of previous years	Stockton
238	Thornaby Football Club, Land At Teesdale Park, Acklam Road	64		64					30	34		SBC / Developer	Developer has stated scheme is 'on hold' / renewal submitted	Thornaby
239	Land At Thornaby Place, Thornaby	18		18								Developer	No details have been submitted to discharge conditions to enable development to commence and keep the permission alive. Discounted from the supply.	Core Area
248	Land At Boathouse Lane	174		174					20	20	134	Developer	No assumption required - developer phasing provided	Core Area
255	Plot J, Bowesfield Farm, Stockton on Tees	36		36						10		SBC	Developer has gone into administration but the permission is extant. Unlikely that permission will be built out but site is suitable and achievable for a scheme with a reduced yield so has been included 2015/16 with a yield of 10 units.	Stockton
262	Northern Machine Tools Engineering, Land at Boathouse Lane, Stockton on Tees	118		118							118	Developer	Developer is cautious about when the planning permission will be implemented owing to current market conditions	Core Area
263	136-138 Norton Road, Norton	12		12	12	12						Developer	No assumption required - developer	Core Area

													phasing provided	
268	Former Roseworth Hotel, Redhill Road, Stockton on Tees, TS19 9BX	21		21				10	11			SBC	Phasing of site as per phasing assumptions	Stockton
278	Former CL Prosser Site, Parkfield Road, Stockton on Tees, TS17 5LR	60		60					30	30		SBC	Apartment scheme - no completions scheduled for 3 years.	Core Area
295	Ashbrook, Ringwood, Hazeldene	356		356		24	32	35	35	35	195	Developer	No assumption required - developer phasing provided	Ingleby Barwick
295	Remainder of Ingleby Barwick	500		500					10	20	470	SBC	Phasing of site as per phasing assumptions	Ingleby Barwick
296	6 - 10 Hume Street, Stockton-on-Tees, TS18 2ER	18		18					18			SBC	Apartment scheme - no completions scheduled for 3 years.	Core Area
297	Land Off Norton Road, Stockton On Tees	551		551			24	24	24	24	455	Developer	No assumption required - developer phasing provided	Core Area
316	Former School House And Offices, The Wynd, Wynyard Village, Wynyard	16		16	16	11	5					Developer	No assumption required - developer phasing provided	Rural
317	Millfield House And 90-96 Dovecot Street Stockton-on-Tees	30		30			15	15				SBC	Phasing of site as per phasing assumptions	Core Area
322	The Grange Urray Nook Road Eaglescliffe Stockton-on-Tees	16		16			16					SBC	Phasing of site as per phasing assumptions	Yarm, Eaglescliffe and Preston
355	Former S D Print And Design Building, Martinet Road, Thornaby, Stockton-on-Tees	30		30								SBC	No details have been submitted to discharge conditions to enable development to commence and keep the permission alive. Discounted	Thornaby

													from the supply.	
382	Allens West, Durham Lane, Eaglescliffe	500	500					40	50	410	SBC	Phasing of site as per phasing assumptions	Yarm, Eaglescliffe and Preston	
383	Sandhill, Ingleby Barwick	150	150			10	15	15	15	95	Developer	No assumption required - developer phasing provided	Ingleby Barwick	
408	British Visqueen Limited, Yarm Road, Stockton-on-Tees, TS18 3RD	474	474	19	10	25	25	25	25	364	Developer	No assumption required - developer phasing provided	Core Area	
414	St Marys School, Major Street, Stockton-on-Tees	15	15	15	15						Developer	No assumption required - developer phasing provided	Core Area	
452	Bowesfield Riverside Phase 1	150	150					20	20	110	SBC	Phasing of site as per phasing assumptions	Core Area	
		estimated dwelling capacity												
95	Mandale Estate Phase 3	192	192		30	30	30	45	57		SBC	Phasing as per estimate provided by the Council's Housing Regeneration team	Thornaby	
168	Parkfield Phase 2	130	130					20	30	80	SBC	Phasing as per estimate provided by the Council's Housing Regeneration team	Core Area	

438	Swainby Road	139		139				35	40	40	24	SBC	Phasing as per estimate provided by the Council's Housing Regeneration team	Core Area
	Norton School (building and hardstanding only)	46		46						26	20	SBC	Phasing informed by when the site is scheduled to become available	Stockton
	Kingfisher Way, South Bowesfield	37								17	20	SBC	Phasing of site as per phasing assumptions	Thornaby
	Yarm Road/Nifco UK site	165		165						50	115	SBC	Phasing as per estimate provided by the Council's Housing Regeneration team	Core Area
	Forest Lane, Kirkevington (Local plan allocation H0 2c)	15		15						15		SBC	Phasing of site as per phasing assumptions	Rural
999	Small Sites Trajectory			269		60	60	60	60	29				

Commitments

594 611 579 728 929 3305

Demolitions /losses

	total	completed	remaining					
Hardwick Redevelopment	680	636	44	44				
Mandale Redevelopment Phase 2	194	184	10	10				
Mandale Estate Phase 3	189	29	160	50	40	40	30	
Parkfield Phase 2	263	151	112	30	82			
Swainby Road	203	71	132	72	60			
Other sites	51		51	11	10	10	10	10
				217	192	50	40	10