



Housing Supply in the Borough of Stockton-on-Tees

**Five Year Deliverable Housing Supply Final
Assessment: 1st April 2014 to 31st March 2019**

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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 31st March 2014.

Overview of the assessment

- 2 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:
 - o Sites that have planning permission (outline or full planning permission that have not been implemented),
 - o Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement
 - o Specific, unallocated 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

- 3 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)
- 4 The period to be covered is 1st April 2014 to 31st March 2019. The adopted Core Strategy housing requirement for 1st April 2014 to 31st March 2019 is 2635 dwellings. This comprises the following:
 - 2 x 530 dwellings for the period 2014/15 to 2015/16
 - 3 x 525 dwellings for the period 2016/17 to 2018/19.
- 5 The housing requirement of 2636 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 1st April 2004 to 31st March 2014 is 5790 dwellings. This comprises the following:

- 7 x 600 dwellings for the period 2004 to 2011
- 3 x 530 dwellings for the period 2011 to 2014

- 6 The net number of dwellings built during the period 1st April 2004 to 31st March 2014 was 5374. This is a shortfall of 416 dwellings.
- 7 This means that 416 dwellings are added to the requirement of 2635 dwellings to produce a housing requirement for the period 1st April 2014 to 31st March 2019 of 3051 dwellings. This figure is net of the buffer required by the NPPF.

Deciding whether to add a 5% or 20% buffer

- 8 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 a record of persistent under-delivery of housing. The Council accepts that there has been persistent under-delivery during the period since 2004. It is therefore necessary to add a 20% buffer to the requirement for a five year supply of housing sites. The requirement for the period 1st April 2014 to 31st March 2019 inclusive of a 20% buffer is therefore 3661 dwellings. This comprises the following:
- The adopted Core Strategy requirement for this period of 2635 dwellings (see paragraph 6)
 - Plus the adjustment for previous housing delivery performance of 416 dwellings (see paragraph 8) = 3051
 - Plus the buffer of 20% (610 dwellings) = 3661 dwellings

Stage 1 Summary

- 9 The housing provision requirement for the period 1st April 2014 to 31st March 2019 is **3661 dwellings**.

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

Stage 2a: Sites that have planning permission

- 10 The schedule set out (Appendix 1) identifies the sites with planning permission which are anticipated to be developed over the five year period. **3000 dwellings** are expected to be built during the 5 year period through planning permissions already consented.
- 11 The rate of delivery for small sites is based on past delivery rates. An implementation rate of 80% has been applied to small sites (sites of less

than 10 dwellings) to take account of those permissions which are not implemented. This will be kept under review.

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

12 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.

13 An application to vary the permission for 17 dwellings at Land In The Vicinity Of Betty's Close Farm is subject to the signing of a S.106 Agreement but is expected to deliver units during the 5 year period.

Site Address	Number of units expected to be delivered during the period 1st April 2014 to 31st March 2019
Land In The Vicinity Of Betty's Close Farm	8
Land At Sandview And Sandgate, Ingleby Barwick ¹	115
Total	123

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

14 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 the period 1st April 2014 to 31st March 2019
Swainby Road	130
Total	130 dwellings

¹ Planning permission has now been granted

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

Site	Contribution expected during the period 1 st April 2014 to 31 st March 2019
Planning permissions	3000
+ Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement	123
+ Specific, unallocated sites	130
= Total (gross)	3253 dwellings

Stage 3: Allowing for windfall sites

- 15 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.'*
- 16 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.'*
- 17 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 55 dwellings per year has been made for this source. The figure of 55 dwellings per year is informed by the historic windfall delivery rate for this source (70 dwellings per year over the period 2007/8 to 2013/14) but allows for a discount of 20% as some have been on residential gardens. The remaining 80% have been other forms of development and represent an average of about 55 dwellings per annum (figure rounded). 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 **110 dwellings**.

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

Site	Contribution expected during the period 1 st April 2014 to 31 st March 2019
Planning permissions	3000
+ Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement	123
+ Specific, unallocated sites	130
+ Windfall sites	110
= Total (gross)	3363 dwellings

Stage 4: Taking demolitions / losses into account

18 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 the period 1 st April 2014 to 31 st March 2019
Parkfield Phase 2	30
Swainby Rd	25
Victoria Estate	254
Beech Terrace	25
Other sites	37
Total	371 dwellings

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

Site	Contribution expected during the period 1 st April 2014 to 31 st March 2019
Planning permissions	3000
+ Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement	123
+ Specific, unallocated sites	130
+ Windfall sites	110
- Demolitions / losses	- 371
= Total (net)	2992 dwellings

How delivery has been assessed

Planning permissions where phasing has been provided by the development industry

- 19 In March 2014 all developers and agents 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

- 20 When developers and agents have not provided delivery schedules the Council has had to estimate delivery rates. In doing so the Council has taken into account the following advice from the Home Builders Federation:
 - 21 “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.
 - 22 “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).
 - 23 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.
 - 24 A column has been added into the trajectory which identifies if the phasing for a site has been assessed by the developer / agent or if SBC have undertaken the assessment.

Estimating lead in times

- 25 Where a developer has not responded, a cautious approach has been adopted to estimating lead in times cognisant with Planning Advisory Service advice that a common mistake with five year supply assessments is ‘not factoring in long enough lead times between sites getting permission and delivering houses’. Factors taken into account

include conditions in the local housing market and whether significant site preparation work is required.

Planning permissions - small sites

- 26 There is currently permission for 280 dwellings on small sites. A discount of 20% 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 224 dwellings. The average annual build out rate of small sites since 2007/8 was 70 dwellings. A slightly higher delivery rate (74 dwellings per year) rate has been used to project the delivery of the discounted figure of 224 dwellings. This is in order to 'round off' the delivery over 3 years and not conflate it with the windfall allowance which is projected for years 4 and 5.

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

- 27 The Swainby Rd housing regeneration sites have also been assessed as contributing to the deliverable housing supply. The estimated build out timeframe for the Swainby Rd site has been provided by the Council's Housing Regeneration team.

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

- 28 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.

Schedule and trajectory of all deliverable sites (2014 to 2019)

- 29 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.
- 30 The column entitled 'phasing assessment' within the schedule identifies whether the assessment of a sites phasing was undertaken by the developer / agent or the Council.

How Many Years Deliverable Land?

- 31 The Borough of Stockton-on-Tees has an overall deliverable housing land supply for 2992 dwellings (net) inclusive of the windfall allowance of 110 dwellings over the 5 year period 1st April 2014 to 31st March 2019. That is 669 dwellings less than the adopted Core Strategy requirement of

2635 dwellings (taking previous performance and the requirement for a 20% buffer into account) for the period 1st April 2014 to 31st March 2019. This equates to a housing land supply of 4.08 years as set out in Table 1 below.

Table 1: Five year deliverable housing supply – 1st April 2014 to 31st March 2019	
Adopted Core Strategy Housing Requirement 1 st April 2004 to 31 st March 2014	5790 dwellings
Delivered 1 st April 2004 to 31 st March 2014	5374 dwellings
Over / under at 31-3-2014	- 416 dwellings
Adopted Core Strategy Housing Requirement 1 st April 2014 to 31 st March 2019	2635 dwellings
Net Requirement for 1 st April 2014 to 31 st March 2019 taking previous performance into account	3051 dwellings
Plus 20% buffer required by the NPPF	3661 dwellings
Average annual requirement for 1 st April 2014 to 31 st March 2019	732 dwellings (3661 / 5)
Projected delivery 1 st April 2014 to 31 st March 2019 (gross)	3366 dwellings
Projected demolitions / losses 1 st April 2014 to 31 st March 2019	371 dwellings
Projected delivery period 1 st April 2014 to 31 st March 2019 (net)	2992 dwellings
Supply (2992 / 732)	4.08 years
Shortfall for 1.4.2014 to 31.3.2019	669 dwellings

Conclusion

- 32 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 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 2030 is met and that a rolling 5-year supply of deliverable housing sites is achieved.

Appendix 1: Housing Trajectory

Site Ref	App Ref	SiteAddress	Total granted	Completed	Remaining	Under Construction	2014/15	2015/16	2016/17	2017/18	2018/19	Assessment	Phasing assumptions
Stage 2a - Sites that have planning permission													
6	03/2516/FUL	Wynyard Woods Self Build River View Zone A, Village 6, Ingleby Barwick	11	5	6	2	6					SBC	As per phasing assumptions
44	04/2404/REM		55	51	4	2	4					Developer	Developer phasing provided
45	07/0923/FUL	Mandale Redevelopment Phase 2	266	212	54	53	6	6				Developer	Developer phasing provided
							10	10	10	12		SBC	As per phasing assumptions
48	06/1264/REM	Bowesfield Park, Bowesfield Lane, Preston Industrial Estate	56	41	15	6	3	3	3	3	3	SBC	As per phasing assumptions
52	06/3822/FUL	Hardwick Redevelopment	635	416	219	68	30	30	30			Developer	Developer phasing provided
								35	35	35	24		SBC
80	08/2271/REM	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
95	10/3118/FUL	Mandale Estate Phase 3	196	58	138	74	35	35	35	33		Developer	Developer phasing provided

99	04/2862/REM	Parkfield Foundry Parkfield Redevelopment Phase 1 Ashmore House, Richardson Road (KVAERNER site) Corus Pipe Mill, Portrack Lane, Stockton-on-Tees, TS18 2NF Tall Trees Hotel, Worsall Road, Yarm	212	208	4	4	4					Developer	Developer phasing provided
103	05/3240/FUL		105	93	12	6	12					SBC	As per phasing assumptions
130	06/0017/OUT		217	119	98	52	20	20	20	20	18	Developer	Developer phasing provided
137	08/3577/VARY		318	82	236	51	40	40	40	40	40	Developer	Developer phasing provided
158	13/2568/EIS		330		330				15	30	30	Agent	Phasing informed by discussion with agent
168	13/0299/FUL		117		117		59	58				Developer	Developer phasing provided
189	06/0951/REM	Peacocks Yard, Land East Of Blakeston Lane, Norton	149	90	59	50	20	8			Developer	Developer phasing provided	
											SBC	As per phasing assumptions	
198	06/1983/OUT	Former Stockton And Billingham College Site, Fincdale Avenue/The Causeway	176	175	1	1	1				SBC	As per phasing assumptions	
202	06/1956/OUT	North Shore, Church Road, Stockton	999		849						Developer	The outline planning consent is flexible and allows for different options. At the present time the preferred option is student accommodation.	
202	12/1836/REM	North Shore (Home Zone Phase 2/3)	76	2	74	53	24	24	24	2	Developer	Developer phasing provided	

206	06/3591/FUL	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.	
238	04/0627/FUL	Thornaby Football Club, Land At Teesdale Park, Acklam Road	64		64						SBC	Scheme includes 50 apartments - delivery within 5 years cannot be relied upon due to viability	
248	09/2266/REM	Land At Boathouse Lane	174		174						SBC	Scheme includes 114 apartments - delivery within 5 years cannot be relied upon due to viability	
262	07/2360/OUT	Northern Machine Tools Engineering, Land at Boathouse Lane, Stockton	118		118						SBC	Scheme includes apartments and townhouses - delivery within 5 years cannot be relied upon due to viability	
295	09/3024/REM	Ashbrook, Ringwood, Hazeldene	370	251	119	84	45	45	29		Developer	Developer phasing provided	
295	10/0000/MU	Remainder of Ingleby Barwick	470		470				30	50	70	Developer	Developer phasing provided
296	07/2524/FUL	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	

297	07/1265/FUL	Land Off Norton Road, Stockton On Tees	551		250							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	
322	11/1322/FUL	The Grange Urlay Nook Road Eaglescliffe	9		9		9					Developer	Developer phasing provided	
382	08/0567/EIS	Allens West, Durham Lane, Eaglescliffe	845		845					30	30	30	Agent phasing	Agent phasing provided
383	09/3025/OUT	Sandhill, Ingleby Barwick	138		138		15	25	25	25	25		Developer	Developer phasing provided
408	09/2385/FUL	British Visqueen Limited, Yarm Road, Stockton	474	46	428	40	25	25	25	25	25		Developer	Developer phasing provided
452	10/0244/OUT	Bowesfield Riverside Phase 1	150		150					15	30		SBC	As per phasing assumptions
479	11/0113/FUL	Land Parcel At Blair Avenue, Ingleby Barwick	48		48								Agent	Agent phasing provided
505	12/0166/FUL	Site B The Old Vicarage The Green Norton Stockton-on-Tees	13		13					5	8		SBC	As per phasing assumptions
506	11/2450/OUT	Kingfisher Way, Bowesfield Park, Stockton	37		37						17	20	SBC	As per phasing assumptions
510	12/1537/COU	Leven Camp, Low Lane, High Leven	34	4	30		4	4	4	4	4		SBC	As per phasing assumptions
511	12/0165/FUL	Site A, Red House School, The Green, Norton	68		68								Agent	Agent phasing provided
516	12/0980/OUT	Morley Carr, Allerton Balk, Yarm, TS15 9EG	350		350		5	35	35	35	35		Developer	Developer phasing provided

537	13/0776/EIS	Mount Leven Farm, Leven Bank Road, Yarm	349		349			75	100	125	49	Agent	Agent phasing provided
538	12/1990/EIS	Land South of Green Lane, Yarm	370		370			20	45	45	45	Developer	Developer phasing provided
544	13/1057/FUL	Blenheim House, Trenchard Avenue, Thornaby, Stockton-on-Tees, TS17 0EF	27		27	7						SBC	Phasing informed by discussion with SBC Housing Regeneration team
545	13/1518/COU	98 Dovecot Street, Stockton	10		10		10					SBC	As per phasing assumptions
546	12/2517/OUT	Land At Low Lane, High Leven, Yarm, TS15 9JT	350		350			25	30	30	30	Agent	Agent phasing provided
553	13/2184/OUT	Urlay Nook Road, Eaglescliffe	145		145		5	30	30	30	30	Developer	Developer phasing provided
562	14/0078/FUL	Billingham Community Centre Car Park The Causeway, Billingham	38		38			38				SBC	Phasing informed by discussion with SBC Housing Regeneration team
564	13/2675/FUL	Land Adjacent To Rosthwaite Avenue/ Rochester Road, Stockton	15		15		15					SBC	Phasing informed by discussion with SBC Housing Regeneration team
999	999	Small Sites Trajectory	280				74	74	74				
							536	703	674	603	484		

Stage 2b - Sites where the Council has resolved to grant planning permission subject to the signing of a S.106 agreement

13/2626/REM		Land At Sandview And Sandgate, Ingleby Barwick	180		180			15	25	25	25	25	Developer	Developer phasing provided
10/2430/OUT		The Wellington Club, Wellington Drive, Wynyard	44		44								SBC	S.106 outstanding and discussions ongoing

10/0660/FUL	Former Roseworth Hotel, Redhill Road, Stockton on Tees, TS19 9BX	12		12							SBC	S.106 outstanding and not progressed
06/1064/OUT	Land In The Vicinity Of Betty's Close Farm	17		17				2	3	3	SBC	As per phasing assumptions

Stage 2c - Specific unallocated sites

	160		160								SBC	Phasing informed by discussion with SBC Housing Regeneration team
Swainby Road					15	25	30	30	30			

Stage 3 - Taking windfalls into account

									55	55		
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Stage 4 - taking demolitions/losses into account

	Total granted	Total completed	Remaining		2014/15	2015/16	2016/17	2017/18	2018/19
Parkfield Phase 2	261	231	30		30				
Swainby Road (All demolitions)	204	179	25		25				
Beech Terrace, Port Clarence	25	25	25		25				
Other sites	37		37		15	15	2		
Victoria Estate	254		254		90	82	82		

Totals										
					2014/15	2014/15	2014/15	2014/15	2014/15	Totals
Housing requirement 2014 to 2019 + 20% buffer										3361
Planning permissions					521	693	691	611	484	3000
Subject to S.106					15	25	27	28	28	123
Specific unallocated sites					15	25	30	30	30	130
Windfall sites								55	55	110
Demolitions										371
Total supply 2014 to 2019										2992

Totals										
					2014/15	2014/15	2014/15	2014/15	2014/15	Totals
Housing requirement 2014 to 2019 + 20% buffer										3361
Planning permissions					521	693	691	611	484	3000
Subject to S.106					15	25	27	28	28	123
Specific unallocated sites					15	25	30	30	30	130
Windfall sites								55	55	110
Demolitions										371
Total supply 2014 to 2019										2992