

Housing Supply in the Borough of Stockton-on-Tees

**Five Year Deliverable Housing Supply Final
Assessment: 1st April 2016 to 31st March 2021**

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Executive Summary

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 1st April 2016.

In accordance with National Planning Practice Guidance the 'Housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five year supply'. The Council accept that the housing requirement within the Core Strategy is out-dated. As part of the emerging Local Plan the Council have undertaken an Objectively Assessed Housing Need (OAN) as part of the Strategic Housing Market Assessment (SHMA). The National Planning Practice Guidance identifies that where evidence in Local Plans has become out-dated and policies in emerging plans are not yet capable of carrying sufficient weight, information provided in the OAN should be used when undertaking this assessment.

This assessment shows that the Council are unable to demonstrate a 5 year supply of deliverable housing land against the OAN. Owing to Government policy this assessment is inclusive of a 20% buffer to the housing requirement which is necessary based on persistent under-delivery in previous years.

It should be noted that in accordance with National Planning Practice Guidance the weight attributable this assessment, which is based on the OAN, should take account of the fact that the OAN has not been tested or moderated against relevant constraints. In this regard the Council consider that this assessment should be given limited weight at this time.

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 1st April 2016. Appendix 1 provides a summary of all figures contained within this assessment.

Overview of the assessment

- 2 The broad framework for undertaking the assessment has followed four main stages as follows:
 - **Stage 1:** Identify the housing provision to be delivered over the following five years
 - **Stage 2:** Identify delivery of housing over the five year period
 - Delivery including planning permissions and other sites expected to come forward
 - Allowing for 'windfall' sites
 - Allowing for demolitions and losses
 - **Stage 3:** Calculating number of years of deliverable land

Stage 1: Identify the level of housing provision to be delivered over the 5 year period

- 3 In accordance with National Planning Practice Guidance the 'Housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five year supply'. The Council accept that the housing requirement within the Core Strategy is out-dated. As part of the emerging Local Plan the Council have undertaken an Objectively Assessed Housing Need (OAN) as part of the Strategic Housing Market Assessment (SHMA). The National Planning Practice Guidance identifies that where evidence in Local Plans has become out-dated and policies in emerging plans are not yet capable of carrying sufficient weight, information provided in the OAN should be used when undertaking this assessment.
- 4 The period to be covered by this assessment is 1st April 2016 to 31st March 2021. The housing provision identified within the **OAN for this period is 3,087 or 3,329 dwellings** dependant on whether this provision is based on an average requirement over the plan period or projection based phasing as demonstrated in appendix 1.
- 5 The housing provision needs to be adjusted for housing already delivered between the OAN base date (1st April 2014) and the base date of this assessment (1st April 2016). The housing provision identified within the OAN and dwellings delivered during this period is summarised below:
 - Housing provision required : **1,374 or 1,351** (average and projection based respectively)
 - Dwellings delivered: **805**
- 6 **This shortfall of 569 or 546 (average and projection based respectively) must therefore be added to the OAN for this period**

which produces a figure of 3,656 or 3,875 (average and projection based respectively) dwellings.

Deciding whether to add a 5% or 20% buffer

- 7 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 when considered against the now out-dated Core Strategy housing requirement and the OAN. In accordance with Government policy it is necessary to add a 20% buffer. **The housing provision for the period covered by this assessment inclusive of a 20% buffer is therefore 4,387 or 4,650 (average and projection based respectively) dwellings.**
- 8 This addition of a 20% adds **731** and **775** (average and projection based respectively) dwellings to the housing provision required

Stage 1 Summary

	Dwellings
Housing provision required during 5 year period	4,387 or 4,650

Stage 2: Identify delivery of housing over the five year period

- 9 Appendix 2 identifies the sites expected to deliver housing over the period covered by this assessment.

Stage 2a: Sites that have planning permission

- 10 **3,861 dwellings are expected to be built on sites with a planning approval or a resolution to grant planning permission.**
- 11 An implementation rate of 80% has been applied to small sites (sites of less than 10 dwellings) with the rate of delivery for small sites being based on past delivery rates.

	2011-12	2012-13	2013-14	2014-15	2015-16	Average rate of delivery
Past delivery on small sites	72	94	23	48	44	56

- 12 Whilst a base date of 1st April 2016 has been used in this assessment it is considered appropriate, in this instance, to include all sites of 10 dwellings or more where planning permission has been granted or where there is a resolution to grant planning permission up to 30th September 2016.
- 13 The phasing of sites has been informed by input from developers and agents for their respective sites. Where no phasing information has been provided by a developer or agent, or the Council has an alternative assumption, the Council have made a reasonable assessment of delivery.

Stage 2b: Specific sites expected to come forward

- 14 **512 dwellings are expected to be delivered on specific sites which do not have planning permission.**

Stage 2c: 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 Sites which meet the windfall definition have been delivered in previous years. Sources of windfalls include conversions to residential use (in part through relaxations of planning controls- now expired), the subdivision of existing dwellings and sites not identified within the Strategic Housing Land Availability Assessment (SHLAA). The continued delivery of windfalls, including small sites, is anticipated for numerous reasons including as a response of the private rented sector to the bedroom tax.
- 18 Windfalls can be categorised into small and large windfalls (i.e. those of less than 10 dwellings and those of 10 dwellings or more)

Small windfalls

- 19 The most recent data for small windfalls (non-garden sites) for the last 5 years indicates that on average 48 dwellings are delivered from this source each year.

	2011-12	2012-13	2013-14	2014-15	2015-16	Average rate of delivery
Past delivery on small sites	63	87	19	34	37	48

- 20 As identified under 'Stage 2a' the Council have identified an implementation rate of 80% for small sites with planning permission. However, it is reasonable to expect that more planning permissions will be granted in the coming years that will result in additional windfall completions within the 5 year period covered by this assessment.
- 21 **An estimate for small windfalls is built into the final two years of the 5 year period at a rate of 48 dwellings per annum.** This figure is reduced in the 4th year to reflect delivery from small sites with planning permission.

Large Windfalls

- 22 Large windfalls are housing sites that have not been identified within the SHLAA or as housing allocations within the adopted or emerging Local Plan. Within recent years the following planning permissions have been granted that can be considered as large windfalls:
- 2015/16
 - Kirk Hill, Carlton- Phase 2 (14/3008/OUT)- 25 dwellings
 - Stillington Social Club (14/2024/OUT)- 20 dwellings
 - 2014/15
 - The Former Black Horse, The Green (13/2472/FUL)- 10 dwellings
 - 18 Town Square, Billingham (14/0049/FUL)- 16 dwellings
 - Land off Busby Way, Mount Leven (14/0807/OUT)- 14 dwellings
 - Kirk Hill, Carlton- Phase 1 (14/0637/FUL)- 36 dwellings
 - 2013/14
 - Rosthwaite Avenue / Rochester Road (13/2675/FUL)- 15 dwellings
 - Blenheim House, Trenchard Avenue (13/1057/FUL)- 27 dwellings
 - 2012/13
 - Red House School Site A (12/0165/FUL)- 68 dwellings
 - Red House School Site B (12/0166/FUL)- 13 dwellings
- 23 It is noted that those large windfalls granted within 2012/13 have lapsed. In the period 2013/14 to 2015/16 there were 163 dwellings granted which represents 54 per annum. **A modest allowance of 20 dwellings per annum should be included within the final two years of the 5 year period** to account for future large windfall sites that can reasonably be expected to come forward based on past approvals.

Windfall summary

- 24 **In total 114 dwellings are expected to be delivered from windfall sites over the 5-year period**

Stage 2d: Taking demolitions / losses into account

- 25 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. **161 dwellings are expected to be demolished or lost during the period.**

Stage 2 Summary

	Dwellings
Stage 2a: Sites that have planning permission	3,861
Stage 2b: Specific sites expected to come forward	512
Stage 2c: Allowing for windfall sites	114
Stage 2d: Taking demolitions / losses into account	161
Net delivery during 5 year period (2a+2b+2c-2d)	4,326

Stage 3: Calculating number of years of deliverable land

- 26 The following table identifies the number of years supply of deliverable land:

	Dwellings
Stage 1: Housing provision required during 5 year period	4,387 or 4,650
Stage 2: Net delivery during 5 year period	4,326
Deficiency (Stage 1 – Stage 2)	61 or 324
Average annual requirement (Stage 1 / 5)	877 or 930
Number of years supply (Stage 2 / average annual requirement)	4.93 or 4.65 years

Conclusion

- 27 This Assessment shows that the Council are unable to demonstrate a 5 year supply of deliverable housing land against the OAN. It should be noted that in accordance with National Planning Practice Guidance the weight attributable this assessment, which is based on the OAN, should take account of the fact that the OAN has not been tested or moderated against relevant constraints. In this regard the Council consider that this assessment should be given limited weight at this time.
- 28 Government policy requires the inclusion of past under delivery and a 20% buffer within the housing provision required during the 5 year period covered by this assessment. The inclusion of these requirements means that the housing requirement has increased by an additional 2 years of supply meaning a housing requirement of 7 years is required within the 5 year period. Had either or both of these requirements not been required the Council would have been able to demonstrate a 5 year supply against the OAN.

Appendix 1: 5 year supply overview

	Stage 1- Identify the level of housing provision to be delivered over the 5 year period											Stage 2- Identify delivery of housing over the 5 year period					Stage 3- Calculating number of years of deliverable land		
	Past Delivery		Core Strategy Housing Requirement	Housing requirements				OAN- projection based phasing				Planning Permissions	Specific Sites	Windfall sites	Gross Delivery	Demolitions	Net Delivery	Number of years supply based on OAN average phasing (inclusive of undersupply and 20% buffer)	Number of years supply based on OAN projection based phasing (inclusive of undersupply and 20% buffer)
				OAN average Phasing				OAN- projection based phasing											
	Past Gross Delivery	Past Net Delivery	By year	Yearly requirement	5 year requirement	5 year requirement-inclusive of past undersupply	5 year requirement-inclusive of 20% buffer	Yearly requirement	5 year requirement	5 year requirement-inclusive of past undersupply	5 year requirement-inclusive of 20% buffer								
2004-05	503	345	600																
2005-06	527	387	600																
2006-07	920	564	600																
2007-08	1320	1141	600																
2008-09	606	496	600																
2009-10	713	542	600																
2010-11	615	459	600																
2011-12	565	471	530																
2012-13	757	616	530																
2013/14	526	358	530																
2014/15	548	441	530	687				685											
2015/16	492	364	530	687				666											
2016/17				687				710											
2017/18				600				670											
2018/19				600	3,087	3,656	4,387	659	3,329	3,875	4,650	3,861	512	114	4,487	161	4,326	4.93	4.65
2019/20				600				661											
2020/21				600				629											
2021/22				600				617											
2022/23				600				604											
2023/24				600				582											
2024/25				600				588											
2025/26				600				595											
2026/27				600				601											
2027/28				600				592											
2028/29				600				549											
2029/30				600				557											
2030/31				600				566											
2031/32				600				525											

Local Plan Period

Appendix 2: 5 year supply trajectory

Site Ref	App Number	Site Address	Totals Units	Completed	Remaining	Under Construction	16/17	17/18	18/19	19/20	20/21
Planning Permissions											
Billingham											
630	15/0604/OUT	77 Station Road	12		12				12		
567	14/0049/FUL	18 Town Square, Billingham (formerly Billingham Arms)	16		16						
Eglescliffe											
382	11/2842/EIS	Allens West, Durham Lane	845		845					20	40
553	13/2184/OUT	Urly Nook Road	145		145	14	36	36	36	37	
632	14/2816/FUL	West Acres, Durham Lane	81		81		20	20	21	20	
633	15/1790/FUL & 14/2562/FUL	Land At Manor House Farm, Old Hall And Land South Of Back Lane And East Of Butts Lane, Eglescliffe	12		12				6	6	
Ingleby Barwick											
295	14/3035/REM	The Rings	477		477	5		30	50	50	50
546	12/2517/OUT	Land At Low Lane	350		350	25	36	36	30	30	30
295	13/2626/REM	Sandview And Sandgate	180	101	79	58	60	19			
383	09/3025/OUT	Sandhill	138	3	135	20	28	25	24	24	24
546	14/0562/OUT	Land At Low Lane*	70		70			30	27		

Site Ref	App Number	Site Address	Totals Units	Completed	Remaining	Under Construction	16/17	17/18	18/19	19/20	20/21
44	04/2404/REM	River View Zone A, Village 6	55	53	2	1	1	1			
510	12/1537/COU	Leven Camp, Low Lane, High Leven	34	6	28			3	3	4	4
192	06/1064/OUT	Betty's Close Farm	17		17	2	1	1	2	2	2
546	13/3107/OUT	Land at Little Maltby Farm	550		550					30	40
479	15/2431/FUL	Blair Avenue	40		40				20	20	
655	15/2531/OUT	Roundhill Avenue	65		65				20	20	20
663	16/0323/OUT	Lowfield Farm	40		40						5
Stockton											
408	09/2385/FUL	British Visqueen Limited, Yarm Road	479	72	407	59	50	50	50	50	50
137	08/3577/VARY	Corus Pipe Mill, Portrack Lane	322	155	167	30	45	38	32	32	20
130	06/0017/OUT	Ashmore House, Richardson Road	208	144	64	27	30	30	4		
438	14/1874/FUL	Swainby Road	174	27	147	34	40	35	35	35	2
452	10/0244/OUT	Bowesfield Riverside Phase 1	150		150						
168	13/0299/FUL	Parkfield Phase 2	117		117	56		20	25	25	25
202	12/1836/REM	North Shore (Home Zone Phase 2)	76	48	28	28	28				
52	06/3822/FUL	Hardwick Redevelopment	635	565	70	63	55	15			
576	13/2387/OUT	Summerville Farm, Durham Road	350		350				20	30	30
48	06/1264/REM	Bowesfield Park, Bowesfield Lane, Preston Industrial Estate	56	41	15	6	6	5	4		
628	15/0603/FUL	Land At Clive Crescent/Somerset Road/Raleigh Road, Norton, Stockton On Tees	46		46					20	26

Site Ref	App Number	Site Address	Totals Units	Completed	Remaining	Under Construction	16/17	17/18	18/19	19/20	20/21
616	14/2992/FUL	Land adjacent Frederick Nattrass Primary School, Darlington Lane	12		12	12	12				
641	14/0665/REV	Melbourne Lodge, 73-75 Greens Lane	11		11		11				
506	11/2450/OUT	Kingfisher Way, Bowesfield Park	37		37						
203	16/1026/OUT	Car Lot, Parkin Street	43		43						
656	14/2291/EIS	Tithebarn Land	340		340					30	50
Thornaby											
639	15/1946/PDJ	Newport House, Thornaby Place	43		43	43	43				
579	14/1223/PDJ	Clifton House, Thornaby Place	28		28	28	28				
640	14/2250/PDJ	Teesdale House, Westpoint Road	25		25						
95	10/3118/FUL	Mandale Estate Phase 3	196	122	74	71	45	29			
646	15/1466/OUT	Land South Of Cayton Drive	45		45				15	15	15
544	13/1057/FUL	Blenheim House, Trenchard Avenue	27	12	15	15	15				
Yarm											
516	12/0980/OUT	Morley Carr, Allerton Balk	350	49	301	51	50	40	40	40	40
538	12/1990/EIS	Land South of Green Lane	354		354	6	28	50	50	50	50
537	13/0776/EIS	Mount Leven Farm, Leven Bank Road	332		332				30	50	50
158	13/2568/EIS	Tall Trees Hotel, Worsall Road	288		288	21	40	40	40	40	40
609	14/0807/OUT	Land off Busby Way, Mount Leven	14		14				14		
Wynyard											

Site Ref	App Number	Site Address	Totals Units	Completed	Remaining	Under Construction	16/17	17/18	18/19	19/20	20/21
589	13/0342/EIS	Land at Wynyard Village	500		500				35	35	35
588	14/2993/EIS	Land To The North Of Lion Court And North Of The A689, Wynyard	240		240	32	40	40	40	40	40
588	12/2784/OUT	Land To The North Of Lion Court And North Of The A689, Wynyard**	400		400						20
530	10/2430/OUT	The Wellington Club, Wellington Drive	44		44						
6	03/2516/FUL(SB)	Wynyard Woods Self Build	9	7	2	2	2				
Rural Area											
584	14/1396/OUT	Jasper Grove, Stillington	54		54					10	15
599	14/1687/FUL	South Avenue, Stillington	39		39			10	29		
585	14/0637/FUL	Kirk Hill, Carlton (Phase 1)	36		36			18	18		
585	14/3008/OUT	Kirk Hill, Carlton (Phase 2)	25		25					18	7
627	14/2024/OUT	Stillington Social Club, Stillington	20		20					10	10
661	15/1643/OUT	Land South Of Kirklevington	145		145					10	25
Small Sites with planning permission (<10 dwellings)											
		Small Sites Trajectory			238	52	56	56	56	22	
Specific Sites											
		Yarm Back Lane	859		859				20	50	60
		Victoria Estate	210		210					20	25
		Queens Park North	300		300					15	25

Site Ref	App Number	Site Address	Totals Units	Completed	Remaining	Under Construction	16/17	17/18	18/19	19/20	20/21
		Events Car Park	150		150					20	25
		Yarm Road	30		30					10	10
		South of Junction Road	100		100				15	20	25
		North of Junction Road	60		60				30	30	
		Darlington Back Lane	30		30				10	20	
		North Shore (Home Zone Phase 3)	82		82			10	25	25	22
Windfalls											
		Small windfalls								26	48
		Large windfalls								20	20
Demolitions/Losses											
		Victoria Estate	254	138	116		100	16			
		Other Sites	45		45		10	10	10	10	5

* Agent has identified that 57 dwellings are expected to be delivered at this site which is lower than that 70 dwellings identified within the outline planning permission

** Outline consent has been recommended for approval for 400 dwellings. It should be noted that application 14/2993/EIS for 240 dwellings covers part of this site.

	16/17	17/18	18/19	19/20	20/21	Total
Planning Permissions	806	677	788	825	765	3861
Specific Sites	0	10	100	210	192	512
Windfalls	0	0	0	46	68	114
Gross Delivery	806	687	888	1081	1025	4487
Demolitions/Losses	110	26	10	10	5	161
Net Delivery	696	661	878	1071	1020	4326