

Middlesbrough Council

Five Year Housing Land Supply Assessment 2022-2026

Assessed at 1 January 2022

## Contents

List of Tables .....	3
Introduction .....	4
Local housing need .....	4
Housing supply .....	5
Sites with planning permission .....	7
Sites of less than five dwellings.....	9
Allocated sites.....	10
Deliverable housing supply .....	10
Appendix A: Local housing need calculation using the national standard methodology.....	12

## List of Tables

Table 1: Sites where construction had commenced prior to 1.01.22.....	7
Table 2: Sites where development had not commenced at 1.01.22.....	8
Table 3: Sites of four or less dwellings with planning permission and small windfall sites .....	10
Table 4: Allocated housing sites.....	10
Table 5: Sources of deliverable housing land supply.....	11
Table 6: Deliverable housing land supply.....	11

## Introduction

1. This report sets out the five year housing land supply assessment for the period 1 January 2022 to 31 December 2026. The findings of the report are that Middlesbrough has a demonstrable supply of 12.78 years of deliverable housing land.

## Local housing need

2. The National Planning Policy Framework (NPPF) requires local planning authorities to:  
*“identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.”*
3. The Housing Local Plan (HLP) was adopted on 26 November 2014. The strategic policies in the HLP are more than five years old. The five year supply, therefore, needs to be calculated based on local housing need using the standard national methodology. This gives a minimum local housing need for 2022 to 2026 of 1,310 dwellings (262 dwellings per annum). The calculation is set out in Appendix A.
4. The NPPF requires that:  
*“The supply of specific deliverable sites should include a buffer (moved forward from later in the plan period) of:*
  - a) *5% to ensure choice and competition in the market for land; or*
  - b) *10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or*
  - c) *20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.”*
5. The Planning Practice Guidance (PPG) advises that the appropriate buffer is measured against the Housing Delivery Test (HDT). A 5% buffer is appropriate where the HDT indicates that delivery was above 85% of the housing requirement. The 2021 HDT for Middlesbrough published by the Government on 14 January 2022 was 257%.

6. The addition of the 5% buffer increases the minimum local housing need figure for 2022 to 2026 from 1,310 dwellings to 1,376 dwellings.

## Housing supply

7. In establishing the level of deliverable housing supply the following sources have been assessed:

- sites with planning permission for residential use at 1 January 2022;
- an allowance for small windfall sites; and,
- sites allocated for residential use in the HLP.

8. The NPPF requires that 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. In particular:*

- a) *sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*
- b) *where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.*

9. With regard to sites falling within paragraph b above, the PPG advises that such evidence, to demonstrate deliverability, may include:

- *“current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;*
- *firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;*
- *firm progress with site assessment work; or,*

- *clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects”.*

10. The projected annual house building rates have been based on:
- the average annual build rate achieved on the site over the previous five years (for years where there were 12 months of completions) where dwellings are under construction;
  - the average annual build rate achieved on earlier phases of the development where dwellings are not under construction on the site itself;
  - completion rates of 25 - 35 dwellings per year for open market housing sites operated by a single volume house builder where there are no past completions rates available;
  - completion rates of 50 dwellings per year for affordable housing and/or build to rent sites operated by a single builder where there are no past completions rates available; and,
  - all completions on sites for apartment blocks will be completed at the same time.
11. The timing of housing completions have been based on:
- dwellings under construction at 1 January 2022 being completed within one year where the site is active;
  - first completions within three years of site obtaining planning permission for new build sites that are not under construction at 1 January 2022;
  - three years for works to commence and one year for the works to be completed for conversions/change of use (where not under construction at 1 January 2022) given that many of these developments are undertaken by smaller local developers;
  - first completions on later phases of larger sites (including allocated sites) following on directly from completion of the earlier phase;
  - first completions within three years (2024) for allocated sites where a current planning application exists and four years for first completions (2025) where a planning application has not yet been submitted, and earlier phases are not under construction; or,
  - information on timing and build rates supplied by the developer or their agent to the Council or in a press release.
12. The basis of the projected build rate and timing of the build set out in paragraphs 10 and 11 have been used as a general guide to inform the projections but have not been applied slavishly where other information is available that suggests the rates and timing should be amended.
13. PPG advises that:
- “All student accommodation whether it consists of communal halls of residence or self-contained dwellings and whether or not it is on campus, can in principle count towards contributing to an authority’s housing land supply based on:*

- the amount of accommodation that new student housing releases in the wider housing market (by allowing existing properties to return to general residential use); and/or
- the extent to which it allows general market housing to remain in such use, rather than being converted for use as student accommodation.

*This will need to be applied to both communal establishments and to multi-bedroom self-contained flats. Several units of purpose-built student accommodation may be needed to replace a house which may have accommodated several students.*

*Authorities will need to base their calculations on the average number of students living in student only accommodation, using the published census data, and take steps to avoid double-counting. The exception to this approach is studio flats designed for students, graduates or young professionals, which can be counted on a one for one basis. A studio flat is a one-room apartment with kitchen facilities and a separate bathroom that functions as an independent dwelling.”<sup>1</sup>*

14. The 2011 Census indicates that there is an average of 2.5 students per student only household in England<sup>2</sup>. Multi-bedroom self-contained flats for students have, therefore, been calculated as equivalent dwellings on the ratio of 2.5 bedrooms to 1 dwelling. Studio flats have been counted on a one for one basis.

### Sites with planning permission

15. The sites set out in Table 1 are sites of five or more dwellings with planning permission where development had commenced prior to 1 January 2022 along with the number of dwellings expected to be delivered within five years. It is projected that these sites will deliver 1,766 dwellings in the next five years.

*Table 1: Sites where construction had commenced prior to 1.01.22*

Site Name	Suitable	Available	Achievable in 5 years	2022	2023	2024	2025	2026	Total
Newbridge Court	Yes	Yes	Yes	24					24
Acklam Gardens	Yes	Yes	Yes	29	29	29	29	29	145
College Gardens	Yes	Yes	Yes	30	30	4			64
15-25 Albert Road	Yes	Yes	No						0
133-135 Southfield Road	Yes	Yes	Yes	22					22
47-49 Linthorpe Road	Yes	Yes	Yes	5					5
304 Linthorpe Road & 5 Albert Terrace	Yes	Yes	Yes	21					21

<sup>1</sup> PPG Paragraph: 034 Reference ID: 68-034-20190722 Revision date: 22 July 2019

<sup>2</sup> Source: ONS 2011 Census: Table CT0773 Number of students in student only households

Site Name	Suitable	Available	Achievable in 5 years	2022	2023	2024	2025	2026	Total
New Exchange Buildings	Yes	Yes	Yes	12					12
Former Granville Road Garage	Yes	Yes	Yes	11					11
190 Borough Road	Yes	Yes	Yes	14					14
Middlehaven	Yes	Yes	Yes	52	9				61
107-109 Linthorpe Road	Yes	Yes	Yes		10				10
165 Albert Road / 88-90 Borough Road	Yes	Yes	Yes			18			18
Rivers House, 63 North Ormesby Road	Yes	Yes	Yes	18					18
Harrison House	Yes	Yes	Yes		95				95
Ladgate Woods	Yes	Yes	Yes	30	30	30	30	30	150
Boro Park	Yes	Yes	Yes	30	3				33
Beechwood	Yes	Yes	Yes	18	18				36
Bracken Grange	Yes	Yes	Yes	67	50	50	42		209
Millbrook	Yes	Yes	Yes	6					6
Union Village	Yes	Yes	Yes	20	50	50	25		145
114 - 118 Parliament Road	Yes	Yes	Yes		5				5
44 Westbourne Grove	Yes	Yes	No						0
Grey Towers Village	Yes	Yes	Yes	31	31	31	31	31	155
91-97 St Barnabas	Yes	Yes	Yes			6			6
Dorman House	Yes	Yes	Yes	47					47
406 Linthorpe Road (Albert Park Hotel)	Yes	Yes	Yes		22				22
Hemlington Grange	Yes	Yes	Yes	101	101	101	40	35	378
Stainsby (part of site with planning permission only)	Yes	Yes	Yes	54					54
Total				642	483	319	197	125	1,766

16. The sites set out in Table 2 are of five or more dwellings with planning permission that had not commenced on 1 January 2022. It is projected that these sites will deliver 1,114 dwellings in the next five years.

Table 2: Sites where development had not commenced at 1.01.22

Site Name	Suitable	Available	Achievable within 5 years	2022	2023	2024	2025	2026	Total
Site of former St Thomas Church	Yes	Yes	Yes		3	3	4		10
Jupiter Court, Milford House, Portland House and land south of Longlands Road	Yes	Yes	Yes			50	50	5	105
Centre North East	Yes	Yes	No						0
Former Douglas House	Yes	Yes	No						0
7-13 Waterloo Road	Yes	Yes	Yes				77		77
1-29 Station Street	Yes	Yes	Yes			337			337
Vancouver House	Yes	Yes	Yes			26			26
45-49 Albert Road	Yes	Yes	Yes			21			21
4-6 Park Road North	Yes	Yes	Yes		12				12



Site Name	Suitable	Available	Achievable within 5 years	2022	2023	2024	2025	2026	Total
Land adjacent 234 Linthorpe Road	Yes	Yes	No						0
35-37 Albert Road	Yes	Yes	Yes			7			7
87-89 Linthorpe Road	Yes	Yes	Yes			49			49
48-52 Albert Road	Yes	Yes	Yes			40			40
124-130 Linthorpe Road	Yes	Yes	Yes				12		12
Coulby Manor Cottage	Yes	Yes	No						0
Former St David's School	Yes	Yes	Yes			20	35	35	90
Land at Ladgate Lane	Yes	Yes	Yes			3	3		6
1 Burlam Road	Yes	Yes	No						0
115 Burlam Road	Yes	Yes	Yes				10		10
Grove Hill	Yes	Yes	Yes		25	50	50	50	175
Acklam Iron & Steelworks Club	Yes	Yes	No						0
Land at Marton Avenue	Yes	Yes	Yes			20	35	17	72
303-307 Linthorpe Road	Yes	No	No						0
Land at rear of Crescent Road	Yes	Yes	No						0
The Junction	Yes	Yes	Yes				59		59
Brethren Meeting Hall	Yes	No	No						0
56 Cargo Fleet Lane	Yes	No	No						0
Land adjacent Vaughan Shopping Centre	Yes	Yes	Yes			6			6
Strait Lane (south of Montpellier Manor)	Yes	Yes	No						0
<b>Total</b>				<b>0</b>	<b>40</b>	<b>632</b>	<b>335</b>	<b>107</b>	<b>1,114</b>

### Sites of less than five dwellings

17. At 1 January 2022 there was extant planning permission for 81 net additional dwellings on 75 sites of four or less dwellings. Due to the high number of sites and their small scale it was not possible to assess each site individually for deliverability. In order to estimate the probable number of dwellings delivered from these small sites a lapse rate of 22% has been applied (which is the lapse rate that occurred on sites of four or less dwellings between 2014/15 and 2018/19). This gives a projected supply of 63 dwellings.
18. Over the 10 year period 2011/12 to 2020/21 314 net dwellings have been completed on small sites of four or less dwellings, an average of 31 dwellings per year. This average annual completion rate has been used to project when the 63 permitted dwellings will be delivered.
19. During the five year period 2022 to 2026 that this assessment covers a number of additional sites of less than five dwellings will come forward which are too small to be identified. A small windfall sites allowance has been included within the projected supply. The windfall allowance is based on the average of 31 dwellings per year delivered on small sites over the last 10 years. The windfall allowance has

been applied from part way through 2024 onwards to avoid double counting with small sites that already have planning permission. The windfall sites are projected to deliver 92 additional dwellings in the five year period.

Table 3: Sites of four or less dwellings with planning permission and small windfall sites

Category	2022	2023	2024	2025	2026	Total
Sites of under 5 dwellings with planning permission	31	31	1			63
Small sites windfall allowance			30	31	31	92

### Allocated sites

20. A number of sites allocated for residential development in the adopted HLP, which do not have planning permission at 1 January 2022, are expected to be brought forward for development in the next five years. The NPPF requires that these sites should only be assessed as deliverable where there is clear evidence that housing will be delivered within five years. Table 4 sets out the projected deliverable supply from these sites of 481 dwellings.

Table 4: Allocated housing sites

Housing allocations	Suitable	Available	Achievable in 5 years	2022	2023	2024	2025	2026	Total
Middlehaven (part of site without planning permission)	Yes	Yes	Yes			35	35	35	105
Newham Hall Farm	Yes	No	No						0
Ford Close Riding Centre	Yes	Yes	Yes				25	25	50
Union Village (part of site without planning permission only)	Yes	Yes	Yes				25	41	66
Nunthorpe Grange	Yes	Yes	Yes				15	35	50
Hemlington North	Yes	No	No						0
Hemlington Grange South	Yes	No	No						0
Stainsby (part of site without planning permission only)	Yes	Yes	Yes			70	70	70	210
Sub- total: allocated sites				0	0	105	170	206	481

### Deliverable housing supply

21. It is projected that a total of 3,516 net additional dwellings are deliverable within five years, as set out in Table 5.

Table 5: Sources of deliverable housing land supply

	2022	2023	2024	2025	2026	Total
Deliverable sites of 5 or more dwellings with planning permission under construction at 1.01.22	642	483	319	197	125	1766
Deliverable sites of 5 or more dwellings with planning permission not under construction at 1.01.22		40	632	335	107	1114
Deliverable sites of 4 or less dwellings with planning permission at 1.01.22	31	31	1			63
Allowance for small windfall sites			30	31	31	92
Housing allocations			105	170	206	481
Total	673	554	1087	733	469	3516

22. The 3,516 dwellings projected to be delivered between 2022 and 2026 exceeds the minimum local housing need (plus appropriate buffer) of 1,376 dwellings by 2,140 dwellings. Middlesbrough has a demonstrable deliverable housing supply of 12.78 years.

Table 6: Deliverable housing land supply

Ref		Number of dwellings
a	Local housing need assessment including 5% buffer	1376
b	Average annual requirement (b = a / 5 )	275
c	Deliverable supply	3516
d	Deliverable supply expressed as number of years (d = c / b)	12.78 years

## Appendix A: Local housing need calculation using the national standard methodology

### Step 1 – setting the baseline

The 2014 based household projections published by the Ministry of Housing, Communities & Local Government (table 406) shows:

- 59,858 households in Middlesbrough in 2022
- 62,305 households in Middlesbrough in 2032

There is a projected increase of 2,447 new households over the 10 year period, an average household growth of 245 households per year.

### Step 2 – adjustment to take account of affordability

The Office for National Statistics' house price to workplace based earnings data (table 5c) shows that Middlesbrough's median workplace based affordability ratio was 5.12 in 2021 (the most up to date figure at the time of this assessment). As the ratio is above 4, the following adjustment is required:

Adjustment factor =  $((5.12-4)/4) \times 0.25 + 1 = 1.07$

Minimum annual local housing need figure =  $1.07 \times 245$

The resulting figure is 262

### Step 3 – capping the level of any increase

The average annual housing requirement figure in the Housing Local Plan (HLP) is 410 dwellings a year.

Average annual household growth over 10 years is 245 (as per step 1)

The minimum annual local housing need figure is 262 dwellings (as per step 2)

The cap is set at 40% above the higher of the most recent average annual housing requirement figure or household growth.

Cap =  $410 + (40\% \times 410) = 410 + 164 = 574$

The capped figure is greater than the minimum annual local housing need figure and therefore does not come into effect. The minimum figure is therefore 262 net additional dwellings per annum (1,310 dwellings over the five-year timeframe 2022 to 2026).