



Five year supply of deliverable housing sites: 1st April 2017 to 31st March 2022



Demonstrating a 5 Year Land Supply of Deliverable Housing Sites

- 1.0 The National Planning Policy Framework (NPPF) sets out 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 2017.

Overview of the Assessment

- 2.0 The broad framework for undertaking the assessment has followed two main stages as follows:
- Stage 1: Identify the housing provision to be delivered over the following five years
 - Stage 2: Identify sites that have potential to deliver housing over the five year period, including:
 - a. Sites that have planning permission (outline or full planning permission that have not been implemented or are only partially completed),
 - b. Urban Local Plan sites (urban sites allocated in the emerging Local Plan)
 - c. Rural Local Plan sites (rural sites allocated in the emerging Local Plan),
 - d. Sites where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement (s.106), and
 - e. Specific, unallocated sites that have the potential to make a significant contribution.

Stage 1: Identify the housing provision to be delivered over the following five years

- 3.0 The Council is currently preparing a new Local Plan to replace the 2006 Local Plan. The Hartlepool emerging Local Plan is at an advanced stage. The hearing sessions for the Examination-in-Public of the emerging Local Plan are scheduled to begin on Tuesday 26th September 2017 and to complete on Thursday 12th October 2017.
- 3.1 A major component of the robust and up to date evidence base is the Objectively Assessed Housing Need (OAN). The Hartlepool Strategic Housing Market Assessment (SHMA) was published in 2015 and considers the Housing Market Area of Hartlepool, and the Objectively Assessed Housing Need. Arc4, the consultants who undertook the SHMA, engaged with key stakeholders during its preparation including planning and housing representatives from other Tees Valley authorities and the Registered Provider sector.
- 3.2 Since the SHMA was published, the Office for National Statistics has released 2014-based population projections and these have been used to prepare 2014-based household projections. At the Preferred Options there were also a range of comments received which related to the various scenarios which had been considered within the original SHMA. As such, and to ensure the Local Plan was based on the most up to date and sound evidence an addendum to the SHMA has

subsequently been produced. The purpose of the SHMA Addendum 2016 is to update the evidence base relating to objectively assessed housing need. At the end of July 2017 the Council also published a Housing and Employment Topic Paper which was produced by Arc4 to provide further evidence to support the assumptions made within the Publication version of the Local Plan.

- 3.3 The SHMA states that an appropriate housing target would be approximately 290 net additional dwellings going forward over the next 15 years. Taking the SHMA housing target as a starting point the following issues need to be taken into consideration when looking at meeting future housing need, as set out in Table 1.

Table 1: Housing Target Breakdown

Housing target breakdown	Annual dwellings	Total dwellings over 15 years
SHMA Housing Requirement	240	3600
Historical backlog from 2006 Local Plan	47	705
OAN Total Requirement	287	4305
Replacement of demolitions (assuming 50% on site windfall replacement)	65	975
20% flexibility buffer (to deliver additional affordable housing and provide flexibility in case any sites stall)	57	860
Proposed Annual Housing Target	409	6135

How should past undersupply be dealt with?

- 3.4 The Liverpool method for dealing with previous under-delivery is to spread the backlog over the plan period. The Sedgfield method is to add the whole of the backlog to the five year housing requirement. The National Planning Practice Guidance (NPPG) states *‘Local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible.’*
- 3.5 The proposed annual housing target in the emerging Local Plan has been rounded up to 410 dwellings. This incorporates the previous under-delivery of 705 dwellings averaged out over the period covered by the emerging Local Plan (2016 - 2031). The method used when calculating the OAN therefore has been to spread previous under-delivery over the plan period (see Table 1).
- 3.6 Since the OAN was undertaken there has been further under-delivery. The requirement for the period 2016/17 was 492 dwellings. 185 dwellings were delivered during this period which represents under-delivery of 307 dwellings. The Planning Policy team have determined that the whole of this backlog should be added to the five year housing land supply requirement. Overall this is seen as an approach that balances realism and aspiration, reflecting both the traditional delivery rates in the Hartlepool housing market when the housing supply consisted predominantly of brownfield sites in urban areas and the Council’s strong aspiration to grow economically and meet the housing need over the whole plan period, together with the allocation of greenfield sites in the stronger market areas of the Borough.

Deciding whether to add a 5% or 20% buffer

- 3.7 Paragraph 47 of the NPPF states that a 5% or 20% buffer, moved forward from later in the plan period, in order to ensure choice and competition in the market for land. Which buffer is chosen depends on whether or not there has been a record of persistent under-delivery of housing. Given that Hartlepool has not achieved its annual target on a number of occasions over the past ten years, Table 7 of the Publication Local Plan indicates that the Council has chosen to front load 20% of its overall housing requirement into the first five years of the plan period.
- 3.8 Additionally, the Council has decided to incorporate a 20% buffer as part of the overall housing requirement for the whole of the plan period to allow for stalled sites and also to aid in the delivery of some additional affordable housing. For clarity, this is not the same as the 20% frontloaded as required by paragraph 47 and is included irrespective of whether there has been previous under-delivery or not (see Table 1). This reflects the Council's economic growth aspirations and responds positively to a representation from the Home Builders Federation (HBF) in response to the consultation on the Preferred Options Local Plan. The representation stated '*Given the previous levels of under delivery within Hartlepool it would appear prudent to provide a significantly greater buffer over the plan period. The HBF recommend 20%. ... A buffer of 20% should be sufficient to deal with any under-delivery which is likely to occur from some sites. Such an approach would be consistent with the NPPF requirements for the plan to be positively prepared and flexible.*' This buffer also provides the Council with additional flexibility to deliver more affordable housing, as well as market housing.

How the housing requirement has been phased

- 3.9 The Council has decided to 'frontload' the housing requirement. This further reflects the balanced approach whereby the Council wishes to see as positive an approach to housing delivery as is realistically possible within the context of the Hartlepool housing market area.
- 3.10 The average annual housing requirement is 409 dwellings. The 'frontloading' approach has increased this to 492 dwellings per annum (dpa) for the first five years of the plan period (2016 to 2021) and reduced it to 369 dpa for the rest of the plan period. Therefore the housing requirement for the assessment period is as follows:
- 492 dwellings for 2017/18
 - 492 dwellings for 2018/19
 - 492 dwellings for 2019/20
 - 492 dwellings for 2020/21
 - 369 dwellings for 2021/22

Calculating the housing requirement

- 3.11 The emerging Local Plan housing requirement includes a 20% buffer. The requirement inclusive of the 20% buffer for the period of the assessment is 2337 dwellings (4 x 492 dwellings + 369 dwellings). In addition the backlog of 307 dwellings that has occurred since the OAN was undertaken needs to be added to

the requirement. Therefore the requirement is 2644 dwellings (2337 dwellings + 307 dwellings).

Stage 1 Summary

3.12 The total housing requirement for the assessment period is **2644 dwellings**.

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

Sites with planning permission

- 4.0 The schedule set out at Appendix A identifies the sites with planning permission which are anticipated to be developed over the five year period. 1258 dwellings are expected to be built during the 5 year period through planning permissions already consented.
- 4.1 An implementation rate of 90% has been applied to small sites (sites of 4 dwellings or less). This is in order to take into account the reality that not all planning consents will be delivered.

Urban Local Plan sites

- 4.2 The schedule set out at Appendix A identifies the Urban Local Plan sites which are anticipated to be developed over the five year period. 103 dwellings are expected to be built during the 5 year period.

Rural Local Plan sites

- 4.3 The schedule set out at Appendix A identifies the Rural Local Plan sites which are anticipated to be developed over the five year period. 701 dwellings are expected to be built during the 5 year period.

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

- 4.4 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.
- 4.5 The schedule set out at Appendix A identifies sites which the Council has resolved to grant planning permission for subject to the signing of a s.106 which are anticipated to be developed over the five year period. 480 dwellings are expected to be built during the 5 year period.

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

- 4.6 The schedule set out at Appendix A identifies specific, unallocated sites have been assessed as having the potential to make a contribution to housing delivery during the 5 year period: 144 dwellings are expected to be built during the 5 year period.

Stage 2 Summary

- 4.7 The total number of dwellings that have been assessed as deliverable over the assessment period is **2686 dwellings**.

How delivery has been assessed

- 5.0 The NPPF states 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 5 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 5 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'* (Footnote 11 to NPPF paragraph 47).
- 5.1 The involvement of the development industry is an integral part of undertaking a credible and robust five year supply of deliverable housing sites assessment. All agents and/or developers for sites with planning permission for sites of 5 dwellings or more whom e-mail contact details were available were sent a pro-forma spreadsheet together with a covering e-mail requesting that the spreadsheet be completed with the projected delivery of the housing site(s) provided on a yearly basis. The pro-forma spreadsheet also provided an option for respondents to provide supplementary information should the respondent wish to do so, asking:
- *If there are any factors limiting the rate of development on the site, or that have prevented development taking place so far, then it would assist the Council if you could state what these are. This will then enable the Council to consider if there are any ways in which we, or other public bodies, could assist in helping to bring forward the site.*
 - *If you have any other comments about the development of this site then please provide them.*
- 5.5 Where information was not obtained by e-mail correspondence, it was requested via telephone contact. The HBC Estates Team was contacted regarding each potential housing site owned by the Council and information requested regarding whether there is an intention to market the site, the timeframe for doing so and the likely developer interest. Development Control officers have also contributed to the process, for example in relation to sites that the Council has resolved to grant planning permission subject to the signing of a s.106 agreement, commenting the likely timeframe for the s.106 agreement being signed.
- 5.6 The production of the strategic housing land availability assessment (SHLAA) (2015) was guided by a steering group which included the following development industry representation:
- Taylor Wimpey

- Persimmon Homes
- Bellway
- Gus Robinson Development
- Thirteen Group (a North East social housing organisation)

- 5.7 The SHLAA provided the Council with an important tool for assessing the suitability, availability and achievability of housing sites including those that have been allocated in the emerging Local Plan. To supplement this and obtain the most up-to-date evidence regarding the deliverability of these sites agents and/or developers were also contacted using the same process by e-mail or telephone using the same process as with sites with planning permission.
- 5.8 The response to requests for information from the development industry has been very positive. The schedule set out at Appendix A includes a column stating whether the delivery of the site has been informed by information from the agent and/or developer. Where the agent and/or developer has not responded then HBC officers have made an assessment of delivery based on officer experience and the advice from the SHLAA steering group regarding both local housing market, the development phasing of sites and rates of delivery on sites.
- 5.9 The development phasing of sites has taken into account the 'lead-in' time between the granting of planning permission and a site delivering completed dwelling units. For instance if a site was granted planning permission in outline, it may take 12 months to submit and approved Reserved matters, a further 12 months to assemble the site and start building units. Regarding delivery rates, the key factor is the projected rate of sales. This is influenced by how strong the particular segment of the housing market is, for example market demand in the Wynyard area is particularly strong but less so in some urban areas of the borough and also the number of sales outlets.
- 5.10 Where key issues have been identified relating to the deliverability of a housing site they have not been included in the 1st 5 years as they have specific delivery problems. Where sites have not be included in the 1st 5 years they have been identified for development in the 2nd and 3rd 5 year periods, when it is more likely that development could occur or they have been discounted (i.e. beyond the 15 year plan period). The schedule of sites includes a '*Commentary*' column which provides comments explaining the assessment of a number of sites.

The Calculation

6.0 Table 2 below shows that the Council is able to demonstrate a five year supply of deliverable housing sites to meet the housing requirement (including the NPPF 20% buffer) over the next 5 years when considering the projected housing delivery in the borough,

Table 2: Five year deliverable housing supply calculation 1st April 2017 to 31st March 2022	
Emerging Local Plan housing requirement 1 st April 2017 to 31 st March 2022 (requirement includes 20% buffer)	2337 dwellings
Previous under-delivery 1st April 2016 to 31st March 2017	307 dwellings
Requirement for 1 st April 2017 to 31 st March 2022 taking previous under-delivery into account	2644 dwellings
Average annual requirement for 1 st April 2017 to 31 st March 2022	529 dwellings (2644 / 5)
Projected delivery 1 st April 2017 to 31 st March 2022	2686 dwellings
Supply (2686 / 529)	5.07 years
Surplus (2686 - 2644)	42 dwellings

Appendix A: Schedule of housing sites

Site Ref	Site Name	Gross Addition	Completed	Remaining	2017/18	2018/19	2019/20	2020/21	2021/22	Forecast	Commentary
Planning permissions											
H001	Former King Oswy Public House	12	0	12		6	6			Developer / Agent	Agent stated that delivery is due to commence shortly.
H002	Gainford House	6	0	6						Developer / agent	Agent stated that applicant is no longer intending to progress the scheme.
H003	Raby Gardens Phase 2	64	0	64	31	33				Developer / agent	Projection from developer, Thirteen Group.
H007	Land adjacent to the manor house	7	4	3						HBC	Development has stalled. No activity on site.
H023	Jesmond Road / Heather Grove	17	0	17						HBC	The planning permission included residential units but the case officer has advised that the residential units are unlikely to be delivered.
H075	Block 17 Marina	16	0	16						HBC	The developer has advised that 40 dwellings per year will be achieved across these sites and Site H087 but is not yet able to be specific about when delivery will commence. The Council has been cautious and not included any delivery within the plan period for these sites until there is greater clarity regarding time frames and deliverability.
H076	Block 18 Marina	16	0	16						HBC	
H077	Block 19 Marina	60	0	60						HBC	
H078	Block 20 Marina	18	0	18						HBC	
H079	Block 24 Marina	19	0	19						HBC	
H080	Block 25 Marina	48	0	48						HBC	
H081	Block 26 Marina	20	0	20						HBC	
H082	Block 28 Marina	20	0	20						HBC	

Site Ref	Site Name	Gross Addition	Completed	Remaining	2017/18	2018/19	2019/20	2020/21	2021/22	Forecast	Commentary
H083	Block 29 Marina	48	0	48						HBC	
H084	Block 28 Marina	24	0	24						HBC	
H085	Block 32 Marina	36	0	36						HBC	
H086	Mixed Use Maritime Avenue	54	0	54		10	12	12	10	HBC	The delivery of this site is supported by the Council.
H087	South of Maritime Avenue	400	0	400						HBC	See comments for sites H023 to H085.
H091	Union House	7	4	3						HBC	Development has stalled. No activity on site.
H104	Hartlepool Hospital	100	0	100						Developer / agent	The Trust is aware that the existing planning consent on the site expired at the end of July 2017. It is highly likely that the Trust will submit a new planning application for the potential development of the site. The Trust is particularly keen on achieving a development of the site which, in addition to providing residential housing, would also address health and social care needs within the community and would be complementary to the services provided by the hospital. Until it is clearer what form this will take no delivery has been projected for the site.
H123	North Farm	14	0	14						Developer / agent	Agent stated that development site is on the market for sale but, as yet, no buyer has been found. Unless and until a buyer is available, then no development can commence.
H161	Mayfair	261	165	96	42	42	12			Developer / agent	Projection from developer
H181	Middle Warren Area 9 Phase 15	180	143	37	37					Developer / agent	Projection from developer
H189	Wynyard Park (The Meadows and South Pentagon)	168	101	67	36	31				Developer / agent	Projection from developer

Site Ref	Site Name	Gross Addition	Completed	Remaining	2017/18	2018/19	2019/20	2020/21	2021/22	Forecast	Commentary
H191	Former Henry Smith School	117	57	60	24	24	12			Developer / agent	Projection from developer
H203	Upper Warren - Persimmon (250)	250	0	250		30	35	35	35	Developer / agent	Projection from developer
H203	Upper Warren - Bellway (250)	250	0	250			34	34	34	Developer / agent	Projection from developer
H216	Wynyard Woods West	64	0	64	4	12	12	12	12	Developer / agent	Developer stated that they are already on site and 1 st completions will be by calendar year end. Completion rate of 10 to 15 dwellings per year.
H218	Friarage	38	0	38						Developer / agent	Developer stated that they are reviewing the permission. Until this review is completed they cannot be certain about delivery.
H219	Raby Arms/The Darlings	23	22	1	1					HBC	Site almost completed.
H220	Creosote Works	108	0	108						Developer / agent	The approval is unlikely to be delivered in its current form owing to the extent of contamination on the site.
H225	Britmag Ltd/Former Magnesium Works	480	27	453	40	40	40	40	40	Developer / agent	Projection from developer
H233	Quarry Farm	81	12	69	34	34	6			Developer / agent	Projection from developer
H237	Worset Lane	7	0	7						Developer / agent	Developer does not have any delivery scheduled for the site at present.
H238	Tunstall Farm	110	0	110		15	25	25	25	HBC	The site is under construction. There may be completions in 2017/8 but the Council has taken a cautious approach.

Site Ref	Site Name	Gross Addition	Completed	Remaining	2017/18	2018/19	2019/20	2020/21	2021/22	Forecast	Commentary
H240	Manorside Phase 1	16	0	16	4	12				Developer / agent	Agent very positive about delivery. Manorside phases 1 and 2 are already on site and both sites will be complete within 2 years.
H241	Coniscliffe Road	39	0	39	16	23				Developer / agent	Projection from agent. On site now.
H242	Meadowcroft	14	0	14		7	7			Developer / agent	Agent stated that delivery is due to commence shortly.
H243	Greatham (Land off Station Road)	29	0	29			12	12	7	Developer / agent	Agent stated that they should go to contract in the next 2 months. Anticipates that developer will be on site within 2 years at the latest.
H244	Seaton Lane (Lot 1)	16	0	16	16					Developer / agent	Projection from developer
H245	Seaton Lane (Lot 2)	22	0	22						Developer / agent	Planning permission will not be delivered. See 'Specific Sites' below for delivery on site.
H246	Seaton Lane (Lot 3)	11	0	11						Developer / agent	Planning permission will not be delivered. See 'Specific Sites' below for delivery on site.
H248	Manorside Phase 2	12	0	12	4	8				Developer / agent	Agent very positive about delivery. Manorside phases 1 and 2 are already on site and both sites will be complete within 2 years.
H260	Wynyard Site B	30	0	30		6	8	8	8	Developer / agent	Agent states that the site is being marketed as self build plots and the site infrastructure has already implemented. There is very strong demand for the plots so delivery should commence very soon.
H275	Land at The Fens, Hart Village	15	0	15		5	10			HBC	Case officer has advised that scheme should deliver within 5 years.

Site Ref	Site Name	Gross Addition	Completed	Remaining	2017/18	2018/19	2019/20	2020/21	2021/22	Forecast	Commentary
	Small sites (4 dwellings or less)			57	10	10	10	10	11	HBC	There are planning permissions for 57 dwellings on small sites which have not yet been built. The number projected to be delivered has been reduced by 10% to allow for non-implementation of some planning permissions.
Urban Local Plan sites											
HSG3	South of John Howe Gardens	20		20						HBC	Site is considered to be deliverable but no developer interest known as yet
HSG3	Carr and Hopps	70		70	35	48	6			Developer / agent	Developer stated that the first phase of 83 units will be delivered in the next 18 months. The next phase is 6 units.
HSG3	Briarfields	14		14			7	7		HBC	A developer brief is being prepared and the site will be marketed. It is considered to be deliverable within 5 years.
HSG3	Coronation Drive	65		65						HBC	Site has significant constraints so unlikely to be delivered within 5 years.
Rural Local Plan sites											
HSG5a	High Tunstall Strategic Housing Site - Wynyard Homes	992						60	105	Developer / agent	Projection from developer
HSG5a	High Tunstall Strategic Housing Site - Story Homes	208				12	30	30	30	Developer / agent	Developer stated that delivery will commence in 18/19 with a target delivery range of 28 to 32 dwellings per year.
HSG5a	Quarry Farm Housing Site	220					30	36	36	Developer / agent	Projection from developer
HSG6b	Wynyard Park North	400				20	40	40	40	Developer / agent	Agent very positive about delivery. Wynyard Park will achieve 40 dwellings a year and possibly more with the

Site Ref	Site Name	Gross Addition	Completed	Remaining	2017/18	2018/19	2019/20	2020/21	2021/22	Forecast	Commentary
											first completions in 18/19.
HSG6c	Wynyard Park South	232				15	30	30	30	Developer / agent	Agent states that allocations will achieve 30 dwellings a year with the first completions also in 18/19.
HSG7	Elwick Village Housing Development	35					11	12	12	HBC	Greenfield village site. It is considered to be deliverable.
HSG8a	Hart Village - Nine Acres	30					12	12	8	HBC	Greenfield village site. It is considered to be deliverable.
HSG8b	Hart Village - Glebe Farm	20					10	10		HBC	Greenfield village site. It is considered to be deliverable.
Resolved to approve subject to the signing of a Section 106 Agreement											
H251	South West Extension	1260				30	80	100	100	Developer / agent	Projection from developer was 150 per year for 2020/21 and 2021/22. The Council has decided to go with a more cautious estimate of 100 per year.
	Land at Hart Reservoirs	52								HBC	The applicant is challenging the deliverability of the s.106. There is therefore some uncertainty as whether the scheme will be delivered within 5 years.
	9-11 Hutton Avenue	11					11			Developer / agent	Agent stated that he is not aware of any obstacle to the signing of the s.106.
HSG6a	North Pentagon	109				10	45	40	14	Developer / agent	Projection from developer Taylor Wimpey.
H261	Nelson Farm	50					10	20	20	Developer / agent	Agent stated s.106 discussions are on-going and reserved matters are still to be submitted and still to go the market. Delivery will therefore be from 2 years onwards.

Site Ref	Site Name	Gross Addition	Completed	Remaining	2017/18	2018/19	2019/20	2020/21	2021/22	Forecast	Commentary
Specific sites											
H198	Former Brierton School	100		100			15	25	25	HBC	The site is owned by HBC, has been cleared, has a recently updated development brief and will go to the market shortly. HBC Estates has advised that a scheme will be commence delivery on the site within 5 years.
H245	Seaton Lane (Lot 2)	30		30			10	10	10	HBC	Site has planning permission which will not be delivered. Site is owned by HBC. HBC Estates has advised that a scheme will be delivered on the site within 5 years.
H246	Seaton Lane (Lot 3)	15		15			5	5	5	HBC	Site has planning permission which will not be delivered. Site is owned by HBC. HBC Estates has advised that a scheme will be delivered on the site within 5 years.
	Gardner House, Brierton Lane	22		22			10	10	2	HBC	Development of this site has the potential to bring a currently vacant brownfield site back into a beneficial use.
	Wynyard Site C	12		12	6	6				Developer / agent	Agent states that the site is being marketed as self build plots and the site infrastructure has already implemented. There is very strong demand for the plots so delivery should commence very soon.

Summary						
	2017/18	2018/19	2019/20	2020/21	2021/22	Total
Planning Permissions	299	348	241	188	182	1258
Urban Local Plan sites	35	48	13	7		103
Rural Local Plan sites		47	163	230	261	701
Resolved to grant planning permission subject to the signing of a s.106		40	146	160	134	480
Specific Sites	6	6	40	50	42	144
Total delivery	340	489	603	635	619	2686