



# Housing Delivery Report and consideration of Five year supply of deliverable housing sites from 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025



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# 1. Introduction

## Background

- 1.1 The NPPF<sup>1</sup> 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 1<sup>st</sup> April 2020. The report also considers housing deliver since the start of the Local Plan housing period (which runs from 1<sup>st</sup> April 2016-31<sup>st</sup> March 2031) and considers whether any action is needed in line with Policy Hsg1a of the Local Plan to ensure a sufficient supply of housing within the Borough.
- 1.2 The Housing Delivery Test (HDT) was introduced within the 2018 version of the NPPF; this is an additional test that looks at housing delivery over the last three years. Where the HDT indicates that delivery has fallen below 95% of the authority's requirement over the last three years, the authority should prepare an action plan to assess the causes of under-delivery and identify actions to increase delivery in future years.
- 1.3 Where the HDT indicates that the delivery of housing is below 75% over the last three years, the authority should consider the policies that are most important for determining a planning application as out of date.
- 1.4 Furthermore, where the HDT indicates that the delivery of housing is below 85% over the last three years a buffer of 20% should be added to the five year housing land supply requirement of the authority.

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<sup>1</sup> National Planning Policy Framework, Ministry of Housing, Communities and Local Government, February 2019

- 1.5 The data published<sup>2</sup> indicates that Hartlepool Borough delivered 141% of its requirement in the three year period of 2016-17 to 2018-19 based on the standard methodology of 195 dwellings per annum.
- 1.6 The HDT is an additional test to the five year housing land supply test. The Council needs to be able to demonstrate that both of these tests are passed in order to ensure paragraph 11.d of the NPPF is not engaged.

### Overview of the Assessment

- 1.7 The broad framework for undertaking the assessment has followed two main stages as follows:
- Stage One: Identify the housing provision to be delivered over the following five years.
  - Stage Two: 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 Local Plan)
    - c. Rural Local Plan sites (rural sites allocated in the 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.
- 1.8 In order to ensure only sites with a realistic probability of being delivered are included, consultation with land owners and developers has been undertaken as part of the process and officers have reality checked this against past performance. In some instances sites with planning permission have been excluded where it is not considered likely that there will be any delivery over the five year period.

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<sup>2</sup> Housing Delivery Test: 2019 measurement, Ministry of Housing, Communities and Local Government, February 2020

## 2. Stage One: Identify Required Housing Provision

### The Baseline Housing Requirement

- 2.1 Hartlepool's Local Plan<sup>3</sup> was adopted in May 2018. The Local Plan sets out the Borough's housing requirement over the 15 year Plan Period from 2016 to 2031.
- 2.2 The Local Plan's housing requirement considers the objectively assessed need, previous under-delivery and the housing market renewal as a source of housing delivery, as set out in Table 1:

Housing requirement breakdown	Annual dwellings	Total dwellings over 15 years
A. SHMA Housing Requirement	240	3600
B. Historical backlog from 2006 Local Plan	47	705
C. OAN Total Requirement (A+B)	287	4305
D. Replacement of demolitions (assuming 50% on site windfall replacement)	65	975
E. 20% affordable housing delivery buffer	57	860
<b>Proposed Annual Requirement Target (C+D+E)</b>	<b>410</b>	<b>6150</b>

Table 1: Baseline Housing Requirement Breakdown

- 2.3 The Local Plan also sets out the Council's position with regards to a five year housing land supply. In doing so, the Council had to include provision of past under-delivery and a relevant buffer.
- 2.4 The proposed annual housing target in the Local Plan incorporates the previous under-delivery of 705 dwellings (see Table 1). This has been averaged out over the Plan Period, i.e. it is part of the baseline housing requirement.

<sup>3</sup> Hartlepool Local Plan, Hartlepool Borough Council, May 2018

- 2.5 Between the beginning of the Plan Period and adoption of the Local Plan there had been a further under-delivery of housing. This was averaged out over the remainder of the Plan Period, with 17 dwellings per annum added to the requirement for the period 2017 to 2031.
- 2.6 The Council have dealt with previous under-delivery using the *Liverpool* approach, where the shortfall is spread over the Plan Period. The *Sedgefield* approach is where the whole of the shortfall is only included within the next five year's housing requirement. Within the NPPG<sup>4</sup>, it is advised that the shortfall should be added to the plan requirements for the next five year period or a case be made why it should be dealt with over a longer period. The Council made their case for pursuing the *Liverpool* approach at the Local Plan's Examination in Public. The approach was found sound.
- 2.7 At the time of the Local Plan's submission, the Council had not achieved their advocated housing target consistently for the previous 10 years. In accordance with NPPF (2012) paragraph 47, the Council accepted that there has been a record of persistent under delivery of housing and increased their required housing supply by an additional 20%.
- 2.8 In the interest of clarity, the NPPF (2012) paragraph 47 buffer is completely separate from the 20% affordable housing delivery buffer identified in Table 1. The affordable housing delivery buffer forms part of the baseline housing requirement.
- 2.9 Appendix A (Table 6) is an extract from the Hartlepool Local Plan, illustrates the housing delivery scenario over the Plan Period including the application of the NPPF (2012) paragraph 47 buffer to the whole of the housing requirement for the Plan Period.

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<sup>4</sup> National Planning Practice Guidance, Ministry of Housing, Communities and Local Government, September 2018

- 2.10 Appendix A also shows that the average annual housing requirement of 410 dwellings has been staggered over the Plan Period to take account of the lead-in period of several of the Local Plan's larger housing allocations.
- 2.11 Appendix A shows that, at the time of the Local Plan adoption, the Council was able to demonstrate a five year supply of deliverable housing sites for the first and second five years of the Plan Period. It also shows a calculated shortfall of circa 150 dwellings at the end of the Plan Period. However, the Council is confident that this is a nominal shortfall and that over the course of the Plan Period it will be addressed. Local Plan policy HSG1a *Ensuring a Sufficient Supply of Housing Land* provides further confidence that supply can be managed over the Plan Period. An assessment of housing delivery since the start of the plan period is contained in chapter 6 and assesses the current under-delivery as required by Policy Hsg1a.

### Calculating the Housing Requirement for the next five years

- 2.12 It is now necessary to calculate the housing requirement for the forthcoming five years (2020/21 to 2024/25). To do so it will be necessary to understand the level of housing that has been delivered since the adoption of the Local Plan.
- 2.13 In 2017/18 there was a delivery of 265 dwellings, 85 fewer than the baseline housing target of 350 (In the Local Plan Housing Trajectory). In 2018/19 there was a delivery of 371 dwellings, 21 more than the baseline housing target of 350. In 2019/20 there was a delivery of 254 dwellings, 96 fewer than the baseline housing target of 350. The net shortfall over the last three years is therefore 160 dwellings. As per the previous approach, it is proposed to divide this shortfall over the remainder of the Plan Period, which results in 20 additional dwellings in 2020/21 with an additional 14 dwellings per annum over the remainder of the plan period.

- 2.14 Paragraph 73 of the NPPF (2019) requires that the calculation of housing supply should in addition include a buffer. As noted above, the adopted Local Plan used a 20% buffer in response to the previous 10 years under delivery. Paragraph 10.24 of the Local Plan advised that the Council would continue to operate this approach for the annual updates of the five year supply of deliverable housing sites.
- 2.15 However, since the adoption of the Local Plan, the Government has revised the NPPF and the approach to calculating housing requirement. The Housing Delivery Test (HDT), which looks at housing delivery over the last three years, was introduced within the 2018 version of the NPPF. The results of the HDT are expressed as a percentage. Paragraph 73 of the NPPF (2019) sets out that where the HDT indicates that the delivery of housing is below 85% over the last three years, a buffer of 20% should be added to the Local Authority's five year housing land supply requirement. The data published indicates that Hartlepool Borough delivered 141% of its requirement in the three year period of 2016/17 to 2018/19. In this case therefore, Hartlepool should apply a 5% buffer as advised by NPPF (2019) paragraph 73. As such, the view is that this new national test supersedes the previous position of the Local Plan and due to performance against the HDT there is now only a need to add a 5% buffer rather than the 20% buffer necessary at the time of the Local Plan.
- 2.16 Given the above, and in the interests of openness and comprehensiveness, Tables 2 and 3 (and the following sections) set out Hartlepool's 2020/21 to 2024/25 housing requirement applying the 20% buffer agreed as part of the Local Plan and a 5% buffer now required by the HDT.



Year	Phased housing requirement	Add backlog from 2016/17 (17 dwellings per annum)	Add backlog from 2017/18, 2018/19 and 2019/20 (20 dwellings in 2020/21 and 14 dwellings per annum over remainder of plan)	Applying 20% buffer
2020/21	350	367	387	464
2021/22	350	367	381	457
2022/23	400	417	431	592
2023/24	400	417	431	592
2024/25	400	417	431	592
<b>Total</b>				<b>2,697</b>

**Table 2: Calculating the housing requirement for the period 2020/21 to 2024/25 with a 20% buffer**

Year	Phased housing requirement	Add backlog from 2016/17 (17 dwellings per annum)	Add backlog from 2017/18, 2018/19 and 2019/20 (20 dwellings in 2020/21 and 14 dwellings per annum over remainder of plan)	Applying 5% buffer
2020/21	350	367	387	406
2021/22	350	367	381	400
2022/23	400	417	431	453
2023/24	400	417	431	453
2024/25	400	417	431	453
<b>Total</b>				<b>2,165</b>

**Table 3: Calculating the housing requirement for the period 2020/21 to 2024/25 with a 5% HDT buffer**

## Stage 1 Summary

2.17 The total housing requirement for the assessment period is:

- **2,697** dwellings (applying the 20% buffer)
- **2,165** dwellings (applying the 5% buffer)

## **3. Stage Two: Identifying sites**

### **Sites with Planning Permission**

- 3.1 The schedule set out at Appendix B identifies the sites with planning permission that are anticipated to be developed over the five year period. 1,395 (rounded from 1,394.5) dwellings are expected to be built during the five year period through planning permissions already consented.

### **Local Plan Sites**

- 3.2 The schedule set out at Appendix B identifies the Local Plan sites that are anticipated to be developed over the five year period. 415 dwellings are expected to be built during the five year period.

### **Sites Subject to the Signing of a Section 106 Agreement**

- 3.3 It is acknowledged that no decision notice has been issued where the Council has resolved to grant planning permission subject to the signing of a Section 106 Agreement. 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 Section 106 Agreement will be signed and that the sites will actually deliver units during the five year period.
- 3.4 The schedule set out at Appendix B identifies sites that the Council has resolved to grant planning permission for subject to the signing of a Section 106 Agreement that are anticipated to be developed over the five year period. 392 (rounded from 391.9) dwellings are expected to be built during the five year period.

## Windfall Sites

3.5 It will be noted that the housing delivery sources in the schedule at Appendix B includes windfall sites. The Council consider that there is compelling evidence that windfall sites will continue to come forward and an allowance has therefore been made based on specific intelligence that there are sites that will come forward as windfall sites. Such intelligence includes the following:

- Sites owned by Hartlepool Borough Council that either do not have planning permission for housing or do have a planning permission unlikely to be delivered but for which Hartlepool Borough Council Estates have advised that there will be housing delivery on the sites.
- Sites where there is strong developer interest and where development would be consistent with local and national planning policy.

3.6 The sources for the windfall allowance are therefore land owned by Hartlepool Borough Council Estates and for which there is strong evidence they will be developed for residential purposes and sites where there has been active discussions between Hartlepool Borough Council officers and developers or agents and there is clearly a strong commitment to implement a residential scheme on the site. In adopting this approach Hartlepool Borough Council officers have sought to avoid reliance upon past trends continuing but rather base windfall delivery projections on specific intelligence about potential windfall sites.

3.7 The schedule set out at Appendix B identifies specific, unallocated sites that have been assessed as having the potential to make a contribution to housing delivery during the five year period: 89 (rounded from 88.7) dwellings are expected to be built during the five year period.

## Demolitions

3.8 In the years 2017/2018, 2018/19 and 2019/2020 there were no recorded demolitions. The Council has no confirmed or expected demolitions in the next five years. In the Local Plan, within Table 6 on page 83, there is a Housing Target Breakdown which details replacement of demolitions with the assumption of 50% on site windfall replacement. At the planning examination it was noted that large scale demolitions were linked to bringing forward Housing Market Renewal schemes and as such demolition numbers would fluctuate throughout the plan period based on bringing forward such schemes.

Five year deliverable demolitions calculation 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2025	
2020/2021	0
2021/2022	0
2022/2023	0
2023/2024	0
2024/2025	0

Table 4: Predicted and planned demolitions 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025

## Stage 2 Summary

3.9 An implementation rate of 90% has been applied to small sites (sites of four dwellings or less). This is in order to take into account the reality that not all planning consents will be delivered and is the same approach that was followed during the preparation of the Local Plan.

3.10 The total number of dwellings that have been assessed as deliverable over the assessment period is **2290 dwellings**.

## 4. How delivery has been assessed

### 4.1 The NPPF states that

*“To be considered deliverable, sites for housing 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.” (Glossary).*

4.2 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 five dwellings or more whom email contact details were available were sent a pro-forma spreadsheet together with a covering email requesting that the spreadsheet be completed with the projected delivery of the housing site 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 known factors limiting the rate of development on the site, or that have prevented development taking place so far.
- If there are any other comments about the development of this site.

- 4.3 Where information was not obtained by email correspondence, it was requested via telephone contact. The Hartlepool Borough Council 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.
- 4.4 The production of the Strategic Housing Land Availability Assessment (SHLAA) (2015) was guided by a steering group that included the following development industry representation:
- Taylor Wimpey
  - Persimmon Homes
  - Bellway
  - Gus Robinson Development
  - Thirteen Group (a North East social housing organisation)
- 4.5 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 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 email or telephone using the same process as with sites with planning permission.
- 4.6 The response to requests for information in 2019 from the development industry was very positive. The schedule set out at Appendix B 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 Hartlepool Borough Council 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.

- 4.7 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 example, if a site was granted planning permission in outline, it may take 12 months to submit and have a reserved matters application approved, 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.
- 4.8 Where key issues have been identified relating to the deliverability of a housing site they have not been included in the first five years. Where sites have not be included in the first five years they have been identified for development in the second and third five 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 that provides comments explaining the assessment of a number of sites.

## 5. The Calculation

5.1 The tables below show that the Council **is able to demonstrate a five year supply** of deliverable housing sites to meet the housing requirement over the next five years when considering the projected housing delivery in the Borough against a 5% buffer as required now by the HDT. Table 5 applies a 5% buffer and Table 6 applies a 20% buffer as required at the time of the adoption of the Local Plan. The tables show that the Borough Council is able to demonstrate 5.29 years' worth of deliverable housing sites applying a 5% buffer and 4.25 years' worth of deliverable housing sites applying a 20% buffer.

<b>Five year deliverable housing supply calculation 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025</b>	
Five year requirement for 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2025 taking previous under-delivery into account and 5% buffer	2,165 dwellings
Average annual requirement for 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2025 (five year requirement divided by five)	433 dwellings
Projected five year delivery 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2025	2,290 dwellings
<b>Supply</b> (Projected five year delivery divided by annual requirement)	<b>5.29 years</b>
<b>Total</b> (Projected five year delivery minus five year requirement)	<b>125 dwellings</b>

**Table 5: The supply of deliverable housing sites 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025 applying a 5% HDT buffer**



<b>Five year deliverable housing supply calculation 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025</b>	
Five year requirement for 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2025 taking previous under-delivery into account and 20% buffer	2,697 dwellings
Average annual requirement for 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2025 (five year requirement divided by five)	539 dwellings
Projected five year delivery 1 <sup>st</sup> April 2020 to 31 <sup>st</sup> March 2025	2290 dwellings
<b>Supply</b> (Projected five year delivery divided by annual requirement)	<b>4.25 years</b>
<b>Total</b> (Projected five year delivery minus five year requirement)	<b>-407 dwellings</b>

**Table 6: The supply of deliverable housing sites 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025 applying a 20% buffer.**

## **6. Consideration of action necessary to address shortfall since beginning of the Local Plan period in line with Policy Hsg1a of the Local Plan**

6.1 The 2018 Local Plan includes Policy Hsg1a, Ensuring a Sufficient Supply of Housing Land. The policy highlights that a sufficient supply of housing land will be maintained over the plan period in order to ensure the delivery of the overall housing requirement as outlined in Policy Hsg1 of the Local Plan. It notes that delivery and supply will be monitored, with success measured against the housing trajectory (included as Appendix A). The Policy highlights that if monitoring demonstrates that the number of completed dwellings falls below the cumulative target over the appropriate 12 month monitoring period (1 April to 31 March), the Council will prioritise the delivery of housing in the subsequent monitoring periods.

6.2 Policy Hsg1a sets out a range of mechanisms, which depending on the nature of the under-delivery, will include:

- 1) Preparation of an interim position statement and drawing on evidence from the Housing and Economic Land Availability Assessment (HELAA), which will be undertaken and updated as required, to identify additional housing land
- 2) Preparation of development briefs and use of the Council's powers to support delivery, such as Compulsory Purchase Orders and, where appropriate, working in partnership with landowners and developers to support delivery
- 3) A partial review of the Local Plan, including options for safeguarded land including allocated employment land will be undertaken if exceptional circumstances prevail.

6.3 The Policy highlights a number of the strategic sites that the plan includes and notes that the Council will work with developers and other stakeholders to ensure the timely delivery of these strategic proposals, including the associated key infrastructure requirements. The policy notes that any material delay in the implementation of infrastructure necessary to sustain housing delivery, which would

lead to under-delivery of supply, will inform which of the range of measures set out above are triggered.

6.4 The under supply of 235 in 2016/17 was known at the time of the Local Plan Examination and it was agreed with the Inspector that it could be spread over the remainder of the plan period and as such is factored into the figures in the trajectory (Appendix A) in the Local Plan. Paragraph 2.13 illustrates that the net shortfall (ie without including a buffer is 160 dwellings. In terms of a gross position (ie including the 20% buffer in the Local Plan) there was in 2017/18 a delivery of 265 dwellings, 175 fewer than the housing target (inclusive of the 20% NPPF buffer of 440). In 2018/19 there was a delivery of 371 dwellings, 69 less than the housing target (inclusive of the 20% NPPF buffer of 440). In 2019/20 there was a delivery of 254 dwellings, 186 fewer than the housing target (inclusive of the 20% NPPF buffer of 440). The overall shortfall over the last three years is therefore 430 dwellings when the 20% buffer in the Local Plan is included.

6.5 The most recent figures from 2019/20 which have resulted in the net shortfall of 160 or the gross shortfall in line with the plan trajectories reaching 430 since the plan examination having triggered the need to consider the options set out in Policy Hsg1a to ascertain whether measures need to be taken to ensure the sufficient supply of housing in the Borough.

6.6 It should be noted that the figures considered only account for the period to 31 March 2020 and as such do not factor in any downturn as a result of the lockdown due to Covid19. The lockdown resulted in many of the bigger housing site closing down and will likely impact the overall delivery of homes within 2020/21.

6.7 In terms of what has led to the shortfall reaching 430 dwellings, it is considered there are a number of factors. In terms of the strategic sites allocated and identified in the plan, they have not developed as expected. Consideration of the key sites is made below.

## **South West Extension**

6.8 One site that was expected to have begun to have completions was the South West Extension (SWE) for 1244 dwellings which, at the time of the Local Plan Examination, was minded to approve and was subject to the completion of the legal agreement. Issues in agreeing the legal agreement with the various landowners has delayed the delivery of that scheme which is still to begin on site. In recent meetings with the developer to resolve these issues to achieve an outline permission it has been suggested a Reserved Matters application will be submitted in the short term focusing on the southern end of the development. The developers other site in the town is developing well and hopefully focus on the SWE will see delivery pick up over the coming year. Whilst there is a need for a new junction on the A689 to access the site this is not considered a barrier to delivery by the developers.

## **High Tunstall**

6.9 Again, this strategic site for 1200 homes, was envisaged to have started delivering dwellings on site within the housing trajectory in the Local Plan. The site has planning permission, has signed the legal agreement and has produced a masterplan which was a requirement of the Local Plan policy. Unfortunately the developer who was envisaged to bring forward the first phase pulled out of the development, withdrawing their planning application prior to determination. They have however since resubmitted another application to deliver the first phase (which has recently been approved at Committee) and it is hoped this will enable the development to start in the coming months.

6.10 The Local Plan has identified the delivery of a bypass to the North of Elwick and a new grade separated junction on the A19 as a key piece of infrastructure to be delivered within the Plan period, helping to create a third access into Hartlepool, reduce congestion on the A689 and A179, reduce traffic through Elwick Village and thus improve safety within the village, reduce accidents on the A19 by providing a grade separated junction and to improve capacity in the local road network. The delivery of the later phases of the High Tunstall scheme requires these highway improvements to be in place. The Council has continued to facilitate these infrastructure works and has drawn up detailed designs and is in discussions with Highways England (further information on this is provided in para 6.14 below)

regarding these and have secured £4.1m of funding from the Tees Valley Combined Authority with a further £4.1m underwritten by the Combined Authority if it can't be secured from Homes England. A business case is currently being prepared to secure this additional grant funding. Discussions and negotiations regarding the purchase of the land are ongoing with the landowners agent. 208 dwellings are permitted on the High Tunstall scheme before the bypass needs to be operational so at present this is not considered a significant concern despite being behind the delivery timescales envisaged within the Local Plan. The Council has also continued to investigate the internal road improvements that are required to help facilitate the development of the High Tunstall development. Again, these local road network improvements are not preventing the scheme from developing out.

### **Quarry Farm**

6.11 The Quarry Farm 2 site in the same locality of the High Tunstall scheme is allocated for 220 dwellings in the Local Plan. The Local Plan housing trajectory had estimated that the site would have started delivering completions in 2019/20 however the site is slightly behind this trajectory although has now secured reserved matters and has begun work on the ground although no completions have yet been recorded. It is hoped that the site will develop out over the next six years or so. Occupation on this site is not restricted by the delivery of the Elwick Bypass.

### **Wynyard**

6.12 Whilst sites at Wynyard which had planning permission at the Examination stage, including the north pentagon (Hsg6a) and some of the self build sites such as Manorside, The Beaumont and Wellington Gardens have started building out and have seen a good number of completions, the allocations of Hsg6b (Wynyard Park North) and Hsg6c (Wynyard Park South) have not come forward at the pace anticipated within the Local Plan delivery trajectory, which had estimated 105 dwellings would have been completed by the end of 2019/20. There has been one permission given in 2020 for 67 dwellings on the Wynyard Park North site with another application on the Hsg6b site currently in for determination for over 240. The Countryside application on the Hsg6c site has just recently been minded for approval at planning committee subject to the signing of a legal agreement for 187 dwellings.

6.13 Policy Hsg6 required the production of a Masterplan for the Wynyard site which applications should accord with. A joint Wynyard Masterplan was produced in 2019 with Stockton Borough Council and endorsed by both authorities. Whilst two of the above mentioned applications on the Hsg6b site could not have been determined until the Wynyard Masterplan was approved, the applications were not at a stage where they could have been determined due to a range of issues, most significantly a holding direction from Highways England and as such the production of the Masterplan did not delay the determination of the applications.

6.14 The Masterplan (and both Councils Local Plan's) identify the need for improvements to the A19/A689 junction. The need for these works have previously been considered necessary before development on certain sites at Wynyard come forward. Works to add a third lane to the A19 are currently underway and are being led by Highways England. These works are estimated to be complete by 2022. Whilst it is acknowledged that the bypass scheme is within the 10km zone of influence to the ongoing works, positive discussions have been held between Hartlepool BC and Highways England to bring forward the bypass project at the earliest opportunity. The nature of the bypass construction programme will likely see the works commence working East to West to minimise any impact on the A19 during the ongoing works. Bids to the Major Road Network (MRN) fund have also been submitted – some of the junctions included within the bid are at Wynyard and include the A19/A689 junction. Highways England have just recently lifted the holding direction for the Countryside application in the Wynyard Park South allocation which is a positive move and it is envisaged that delivery on that scheme should commence within the next year. With regards to the holding direction in place on the Hsg6b application by Barratt's recent information provided by Highways England has identified that the works to the A19/A689 junction would need to be in place by 2024 and they have proposed a condition on any permission that the works will be in place prior to the occupation of the 140<sup>th</sup> dwelling on that scheme. Highways England also identified the need for the stage 1 safety audit to be approved.

## **Conclusion on shortfall**

6.15 The Council is able to demonstrate a 5 year housing supply when applying the 5% buffer required by the Housing Delivery Test as indicated in paragraph 5.1. Although the Council is still able to demonstrate a 5 year supply there has however been a shortfall (para 6.7) of 430 dwellings (including a 20% buffer) since the plan examination took place. Given the updates given within chapter 6 it is not considered that the delivery has been impacted by the planning system; permissions have been given but unfortunately the market has not delivered the completions that were previously anticipated.

6.16 The Council has continued to be supportive in trying to implement infrastructure required by the plan, to the extent of committing to prudential borrowing for the bypass (on the basis it will be repaid as development builds out), has secured significant external funding and has developed up schemes to deliver this infrastructure. It has also said that where necessary we will use the powers available to the Council to ensure the delivery of infrastructure where necessary.

6.17 It is not considered necessary at present to review the plan as there are a range of sites in a range of locations – there are not many areas which are not covered by new allocations for growth – it is considered that whilst delivery hasn't occurred at the anticipated rate, there are positive signs that a number of strategic and other sites are progressing and will start to see development occur in a variety of areas across the Borough. Given the current Government consultations it is likely that within 18 months -2 years (depending on the speed legislation is brought in) a new Local Plan will need to start to be produced. However, given the shortfall in delivery identified and in order to protect the 5 year supply position, supporting a couple of windfall housing sites that are sustainable and can demonstrate that they will add to the delivery of homes in the next 5 year period would assist in avoiding the unwanted position where a 5 year supply can't be demonstrated.

## Appendix A: Demonstrating Supply of Deliverable Housing Sites over the Local Plan Period

Housing Delivery Source		2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
Planning permissions		185	299	348	241	188	182	148	109	109	72	22	15	25	25	35	2003
Sites subject to s.106				10	66	60	34	12	20	20							222
Windfalls			6	6	40	50	42	25	10								179
Urban Local Plan Sites			35	48	13	7		20			10	20	20	15			188
Rural Local Plan Sites	<i>South West Extension</i>			30	80	100	100	125	125	125	125	125	125	125	75		1260
	<i>Wynyard Park North</i>			20	40	40	40	40	40	40	40	40	40	20			400
	<i>Wynyard Park South</i>			15	30	30	30	30	30	30	30	7					232
	<i>High Tunstall</i>			12	30	90	135	135	135	135	121	105	105	105	92		1200
	<i>Quarry Farm</i>				30	36	36	36	36	36	10						220
	<i>Village Sites</i>				33	34	18										85
<b>Total Housing Delivery Trajectory</b>		<b>185</b>	<b>340</b>	<b>489</b>	<b>603</b>	<b>635</b>	<b>617</b>	<b>571</b>	<b>505</b>	<b>495</b>	<b>408</b>	<b>319</b>	<b>305</b>	<b>290</b>	<b>192</b>	<b>35</b>	<b>5989</b>
(A) Baseline Housing Target (includes 20% affordable housing delivery buffer)		350	350	350	350	350	400	400	400	400	400	480	480	480	480	480	6150
(B) Add under-delivery 2016-2017 (Liverpool method)		350	367	367	367	367	417	417	417	417	417	497	497	497	497	497	6150
(C) 20% NPPF 2012 Para 47 Buffer Target		420	440	440	440	440	500	417	417	417	417	408	408	408	408	408	6150
<b>Housing Target Accordance</b>		<b>-235</b>	<b>-100</b>	<b>49</b>	<b>163</b>	<b>195</b>	<b>117</b>	<b>154</b>	<b>88</b>	<b>78</b>	<b>-9</b>	<b>-89</b>	<b>-103</b>	<b>-118</b>	<b>-216</b>	<b>-373</b>	<b>-161</b>
<b>5 Year Supply Accordance (dwellings)</b>		<b>72</b>			<b>428</b>			<b>-899</b>									
<b>5 Year Supply Accordance (years)</b>		<b>5.16</b>			<b>5.98</b>			<b>2.79</b>									

**5.93 (2017 to 2022)**

Table 6 – Demonstrating Supply of Deliverable Housing Sites over the Local Plan Period – Extract from Hartlepool Local Plan 2018



## Appendix B: Schedule of housing sites

This schedule has been produced following consultation with developers/agents/landowners in 2019 and using predictions based on previous build-out rates.

Site Ref	Site Name	Gross Addition	Completed	Remaining	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025	Smaller sites 90% implementation calculation	Five Year Figure	Forecast	Commentary
<b>Planning Permissions</b>													
H001	Former King Oswy Public House	8	4	4		4					4	HBC	No response from developer agent. Scheme may have stalled.
H007	Land adjacent to the manor house	7	4	3		3					3	HBC	
H075	Block 17 Marina	16	0	16							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been

													included in this 5 year period.
H076	Block 18 Marina	16	0	16							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H077	Block 19 Marina	60	0	60							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H078	Block 20 Marina	18	0	18							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.

H079	Block 24 Marina	19	0	19							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H080	Block 25 Marina	48	0	48							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H081	Block 26 Marina	20	0	20							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H082	Block 28 Marina	20	0	20							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been

													included in this 5 year period.
H083	Block 29 Marina	48	0	48							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H084	Block 28 Marina	24	0	24							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H085	Block 32 Marina	36	0	36							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.

H086	Mixed use Maritime Avenue	54	0	54			10	12	12		34	HBC	HBC prediction of scheme commencement given recent conversations with land owner
H087	South of Maritime Avenue	400	0	400							0	HBC	There have been no completions at the Marina since 2016 and the developer is reliant on funding therefore they have not been included in this 5 year period.
H091	Union House	7	4	3		3					3	HBC	
H145	2-4 Whitby Street	4	0	4						3.6	0	HBC	Beyond period as there is no indication of start
H158	Manor House Farm	4	2	2		2				1.9	1.9	HBC	
H179	Close Farm Cottage	3	0	3	1	1	1			2.7	2.7	HBC	
H187	Brierton Farm	1	0	1	1					0.9	0.9	HBC	
H189	Wynyard Park (The Meadows)/South Pentagon	168	159	9	9						9	Developer/agent	

H191	Former Henry Smith School Site	109	95	14	14						14	HBC	Developer did not respond to 3 emails – predictions based on past trends
H197	Havelock Centre	6	3	3		3					3	HBC	Unable to contact agent
H198	Former Brierton School Site	81	0	81	20	20	20	20			81	HBC	Delivery estimates provided by Philip Timmins
H215	North Pentagon	109	8	101	9	27	31	33	1		101	Developer/agent	Delivery estimates provided by developer however current application in for house type substitutions. Updated by HBC to reflect completions in 2019/20
H216	Wynyard Woods West	64	22	42	20	20	2				42	HBC	Site delivery has accelerated recently
H217	The Woodcutter Public House	9	0	7	3	4				6.3	6.3	HBC	
H225	Britmag Ltd	479	137	342	40	40	40	40	40		200	Developer/agent	Only site in town currently being delivered by Persimmon and as such delivery rates are good.

H238	Tunstall Farm	110	92	18	18						18	HBC	Developer did not respond to 3 emails. Delivery rates currently good and site progressing well.
H240	Wynyard Manorside Phase 1	16	14	2	2						2	HBC	Site nearing completion
H241	Coniscliffe Rise	39	21	18	9	9					18	HBC	Developer did not respond to 3 emails.
H248	Wynyard Manorside Phase 2	12	10	2	2						2	HBC	Site nearing completion
H260	Wynyard Site B Wellington Gardens	30	10	20	10	10					20	HBC	Developer did not respond to 3 emails. Site currently developing at a good pace.
H262	Wynyard Site C The Beaumont	13	3	10	4	4	2				10	HBC	Developer did not respond to 3 emails.
H268	Quarry Farm 2	220	0	220	30	30	30	30	30		150	Developer/agent	
H275	Manor Park	15	0	15	5	5	5				15	Developer/agent	
H279	Land adjacent to Hart on the Hill	2	0	2			2			1.8	1.8	HBC	

H280	The Schooner former Public House	2	0	2			2			1.8	1.8	HBC	
H282	9,11 Hutton Avenue	13	0	13	13						13	HBC	
H284	Park House	1	0	1						0.9	0	HBC suggests this will be built outside of 5 year period	HBC suggests this will be built outside of 5 year period
H285	Former Smiths Arms	4	0	4	4					3.6	3.6	HBC	
H286	Stotfold Farm	1	0	1						0.9	0	HBC	HBC suggests this will be built outside of 5 year period
H289	Deneside Cottage	1	0	1						0.9	0	HBC	HBC suggests this will be built outside of 5 year period
H291	Three Gates Farm	3	0	3						2.7	0	HBC	HBC suggests this will be built outside of 5 year period
H292	Adjacent to 1 Teesdale Avenue	1	0	1						0.9	0	HBC	HBC suggests this will be built outside of 5 year period



H296	156 Grange Road	2	0	2						1.8	0	HBC	HBC suggests this will be built outside of 5 year period
H297	6 Front Street	1	0	1						0.9	0	HBC	HBC suggests this will be built outside of 5 year period
H298	Four Winds	11	0	11	11						11	Developer/agent	
H301	Throston Engine House	1	0	1						0.9	0	HBC	HBC suggests this will be built outside of 5 year period
H303	Plot 3 Musgrave Garden Lane	1	0	1	1					0.9	0.9	HBC	HBC estimate.
H311	Duchy, Wynyard Park North	67	0	67	7	20	20	20			67	HBC	
H287	Land off Dalton Heights	31	0	31		10	10	11			31	HBC	HBC Estimates. No response from developer.
H267	High Tunstall	1200	0	1200		50	50	50	60		210	HBC	HBC Estimates. No response from developer
H305	Land at Worset Lane	8	0	8	4	4					8	HBC	
H203	Upper Warren	500	0	500	0	30	50	50	50		180	HBC	HBC Estimate following developer response as Application likely to be superseded

													by an application for 570 from Bellway and Miller
H307	Station Road, Greatham	36	0	36	6	15	15				36	HBC	HBC estimate. RP delivering with grant funding. On site
H310	Land at Seaton Lane – Port Homes	55	0	55	5	12	12	12	14		55	HBC	HBC estimate. Commenced on site.
H313	Brougham Terrace	4	0	4		4				3.6	3.6	HBC	HBC Estimate
H312	Newholm Court/Lealholm Road	31	0	31	6	10	10	5			31	HBC	HBC Estimate. New permission from an RP with grant funding
										Planning Permission Total =	1,394.5		
<b>Site Ref</b>	<b>Site Name</b>	<b>Gross Addition</b>	<b>Completed</b>	<b>Remaining</b>	<b>2020/2021</b>	<b>2021/2022</b>	<b>2022/2023</b>	<b>2023/2024</b>	<b>2024/2025</b>	<b>Smaller sites 90% implementation calculation</b>	<b>Five Year Figure</b>	<b>Forecast</b>	<b>Commentary</b>
<b>Local Plan Sites</b>													

H264	South of John Howe Gardens	20	0	20						0	HBC	HBC suggests this will be built outside of 5 year period
H269	Potters Farm/North Farm	35	0	35			10	10		20	Developer/agent	
H270	9 Acres	46	0	46	16	20	10			46	HBC	Delivery estimates by Philip Timmins. Amended by Planning to spread delivery more evenly.
H273	Wynyard Park South	232	0	232	20	30	40	40		130	HBC	Countryside application currently in – close to determination for 189.
H272	Wynyard Park North	333	0	333	20	50	60	60		190	HBC	Duchy application for 67 approved and moved to permissions. Allocation therefore reduced to 333. Barratt for 243 in for determination
	Land adjacent to Glebe Farm	29	0	29	15	14				29	HBC	
											<b>Local plan site Total</b>	<b>415</b>

Site Ref	Site Name	Gross Addition	Completed	Remaining	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025	Smaller sites 90% implementation calculation	Five Year Figure	Forecast	Commentary
<b>Subject to S106</b>													
	The Manor House	1	0	1		1				0.9	0.9	HBC	
	Glebe Farm	13	0	13		13					13	HBC	
	133 Raby Road	12	0	12		12					12	HBC	
H251	South West Extension	1260	0	1260		20	50	60	60		190	HBC	
H211	Southbrooke	14	0	14			7	7			14	HBC	
H261	Nelson Farm	50	0	50			25	25			50	HBC	

H007	The Manor House	10	0	10		5	5				10	HBC	New application for 17 on site added the additional 10 over the permission for 7
	Land at Brenda Road (Seeca Village)	70	0	70			10	20	20		50	HBC	
	Hart Reservoirs	52	0	52				25	27		52	HBC	
										Subject to s106 total	391.9		
<b>Site Ref</b>	<b>Site Name</b>	<b>Gross Addition</b>	<b>Completed</b>	<b>Remaining</b>	<b>2020/2021</b>	<b>2021/2022</b>	<b>2022/2023</b>	<b>2023/2024</b>	<b>2024/2025</b>	<b>Smaller sites 90% implementation calculation</b>	<b>Five Year Figure</b>	<b>Forecast</b>	<b>Commentary</b>
<b>Windfall Sites</b>													
	28 Whitby Street	7	0	7			7				7	HBC	

	The Goldmine	12	0	12			12			12	HBC		
	Brierton	1	0	1			1			0.9	0.9	HBC	
	Nine Acres	1	0	1			1			0.9	0.9	HBC	
	43 Mardale Avenue	2	0	2			2			1.8	1.8	HBC	
	4 Hartville Road	2	0	2		2				1.8	1.8	HBC	
	17 Lowthian Road	3	0	3		3				2.7	2.7	HBC	Currently informal
	22 Grange Road	4	0	4		4				3.6	3.6	HBC	
	Hill View, Greatham	18	0	18		9	9				18	HBC	HBC Estimate
	Wynyard Woods West Phase 2	70	0	70			20	20			40		
										<b>Total Windfall</b>	<b>88.7</b>		
										<b>Total 5YHLS</b>	<b>2290.1 rounds</b>		



