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Hartlepool Borough Council

Hartlepool Regeneration Masterplan

Final Masterplan

October 2015



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Executive Summary

Introduction

1. The ambition contained within this Masterplan represents one of the most important investment opportunities available across the North East of England. The Masterplan offers developers and investors, stakeholders and the local community an exciting opportunity to take part in one of the most important phases of evolution in Hartlepool's history. This is a Masterplan focussed on the rejuvenation and revival of the Town Centre and in unlocking further regeneration opportunities around the Waterfront.
2. The Hartlepool Vision was launched by Hartlepool Borough Council and partners in 2014 as the start of a conversation between politicians, key partners, residents and stakeholders, on what the future should be for the Town. It thinks long-term about a coordinated and sustained programme of investment. The Vision covers all areas of Hartlepool, including those which this Masterplan addresses, namely the key areas of the Town Centre and historic Waterfront.
3. The Masterplan has been prepared to make the most of Hartlepool's attractive assets and to stimulate exciting new development and investment alongside improvements to connectivity between the Town Centre and Waterfront. Strong leadership and governance shown in preparing the Vision needs to be maintained regardless of changes in political, business or real estate cycles.
4. The Masterplan proposes a key mission statement to underpin it:
5. 'Hartlepool Town Centre and Waterfront will focus on becoming a national destination based upon a specific proposition – striving to become best in class by combining its rich legacy of maritime and industrial heritage with a new focus on supporting high value engineering, creative industries and the significant expansion of its educational, retail and leisure offer all well connected through a quality physical environment.'
6. Hartlepool needs to build on its assets and address issues to improve the 'experience' people have in the Town. This experience needs to focus on quality as much as quantity. The 'quality drive' for Hartlepool will manifest itself in several, integrated ways including to shops, connections, public realm, visitor attractions, buildings and learning environments.
7. The Masterplan is not starting from a blank canvas. Within the Town Centre and Waterfront, which form the majority of the Masterplan Area, exciting things are already in place and the investment in the educational sector represents a huge opportunity looking forward. Across the wider Town, investments in Seaton Carew, the Headland and Wynyard help generate prosperity for the Town. With Enterprise Zones at Queens Meadow and the Port Estate, Hartlepool can offer a number of exciting investment propositions.
8. The Council and its partners require long-term strategies over the next 15 years to guide and deliver future development and regeneration of the wider Town Centre and Waterfront area. The purpose of the Masterplan therefore is to deliver a connected and prosperous wider Town Centre and Waterfront in which a transformational approach to development is achieved, creating the jobs for the future.
9. The strategic aims of the Masterplan include to:
 - Increase Hartlepool's profile as a major leisure and visitor destination;
 - Redefine and open up the potential of the Town through the delivery of bold solutions for leisure, tourism, retail and recreation uses;
 - Create a step change in the retail offer of the Town to revive the sector and ensure that it meets modern needs and requirements;
 - Enhance and support growth in the key areas of Hartlepool and to set out expectations for the content and timing of development proposals;
 - Kick-start the wider regeneration of the Town;
 - Take advantage of the Waterfront to appeal not only to local but sub-regional, regional and national audiences to realise high quality development;
 - Support the delivery of schemes within the Town Centre and Waterfront area of Hartlepool by providing greater certainty to existing businesses and potential investors and allowing co-ordinated development; and
 - Fully consider and integrate the public realm and the connectivity of retail, leisure, and tourism aspirations.
10. Hartlepool today is a vibrant Town which has evolved over centuries. The Masterplan Area has a large retail presence anchored by the Middleton Grange Shopping Centre with

Hartlepool Today

- national retailers and there are also a number of Retail Parks (Anchor, High Point and Vision) and supermarkets (ASDA and Morrisons) alongside the shops in the more traditional shopping street of York Road.
11. There is also a strong leisure presence in the Masterplan Area with visitor orientated attractions like the Hartlepool Maritime Experience (HME) and HMS Trincomalee at the Waterfront. Navigation Point and the Marina provide leisure orientated cafes and bars as well as having a Premier Inn and Travelodge present. With facilities including the Vue Cinema, Mecca Bingo, Hartlepool United Football Club, and the facilities at Mill House Leisure Centre Hartlepool already has a lot to offer to visitors. In addition, the Masterplan Area also contains many bars along Church Street and fast food establishments towards the Cinema and Waterfront.
 12. Education uses are key to the Area with both the Cleveland College of Art and Design (CCAD) and Hartlepool College of Further Education being major learning centres for Further and Higher Education. There are also commercial and Civic uses within the Masterplan Area.
 13. The physical environment of the Masterplan Area varies in quality with distinct characteristics. The Waterfront and Marina have many positive features such as the Seaton High Light and HME, however, there are issues with the dominance of car parking and poor connectivity to the Town Centre.
 14. The northern approach to the Masterplan Area along the A179 is dominated by big box retail units, the road and rail network with poor legibility.
 15. The Town Centre area varies in feel from the traditional high street feel of York Road to the larger scale of Middleton Grange Shopping Centre which dominates its surroundings. There are positive buildings and areas such as the Wesley Methodist Chapel and the former Binn's store and the nearby churches. However, the road network, mainly along Stockton Street creates a barrier which with blank facades affects the southern approach to the Masterplan Area.
 16. Church Street has many positive features but which are currently not utilised properly. There are many good historic buildings but many are in need of repair, refurbishment and re-use. The area is most successful around the current CCAD buildings at Church Square.
 17. The A689 and A179 provide the main connection between the Town Centre and Waterfront and the wider area. They connect with the A19 to the north and south of the Town. The A689 carries 23,000 vehicles per day in the Town Centre although most of these are local through traffic. Car parking is considerable and in some places under utilised and there is very little congestion on the roads.
 18. There is also a good railway connection with hourly services to Newcastle and Middlesbrough as well as 5 services to York per day. Rail use has increased substantially in the Town over recent years since 2008/9 and continues to grow and is a positive story. Bus services are comprehensive although some areas are poorly served, especially in the evenings. Grand Central are currently operating five trains per day between Hartlepool and London Kings Cross.
 19. Movement within the Masterplan Area on foot and cycle is disjointed by the barriers created by the A689/A179 and the railway line. Despite all being within walking distance the barriers discourage movements. Public realm in York Road and Stockton Street is unwelcoming for pedestrians and needs to be addressed to make the pedestrian experience more attractive.
 20. Overall, there are a number of assets and liabilities at present. These include:
 - **Strengths** – popular visitor attractions, coastal location, maritime history, available development sites, architectural heritage, and good transport connections.
 - **Weaknesses** – retail offer, connectivity in the Area, physical environment, duration of visitor stays, and effect of car parking.
 - **Opportunities** – land ownership, potential for regional/national attractions, building on education and skills, public realm and built form improvements, creating a step change for retail provision, and new and improved movement networks.
 - **Threats** – competition from other centres, not delivering an integrated solution, deliverability of proposals.
 21. The Masterplan is built up from many layers of detailed analysis contained in the Strategic Framework Baseline Report. In order to help create a 'framework' to direct the Masterplan

Masterplan Framework

a series of integrated strategies have been prepared and included in the Masterplan document. These strategies include the following:

- [Leisure Destination Strategy](#)
- [Live, Work and Play Strategy](#)
- [Retail Revival Strategy](#)
- [Physical Strategy](#)

22. The Physical Strategy can be broken down into the following series of integrated sub-strategies:

- [Public Realm Strategy](#)
- [Movement Strategy](#)
- [Reinstating the Historic Hartlepool Grain](#)
- [Key Development Sites](#)
- [Improving the Physical Appearance of Buildings](#)

23.

The Masterplan

24. Over the next 15 years the Hartlepool Regeneration Masterplan aims to deliver fundamental change for the Town. It aims to provide the fundamentals to establish Hartlepool as a town known for its business, shopping, tourism, cultural, leisure and living opportunities.

25. Whilst much can be achieved by improved organisation, partnership between public and private sectors and improved leadership, the renaissance will require a substantial investment in the built environment, the Town's infrastructure and its public realm. The Masterplan therefore focuses on a number of key projects for sites and areas within three sub-areas; the Town Centre, Innovation and Skills Quarter, and the Waterfront. These will be linked by improved pedestrian and cycle connections delivered through new public infrastructure and public realm enhancements.

26. One of the main strengths of the Masterplan is the location of the projects and their connections. These help to create a new urban 'spine' through the Masterplan Area from

the Town Centre to the Waterfront. This route will be anchored by developments at various points encouraging movement and increased footfall.

27. Each of the three Masterplan Sub-Areas has distinctive deliverables that contribute to the enhancements to the Masterplan Area as a whole and are intrinsically linked to each other. This ensures that the Masterplan is more than the sum of its components and offers a holistic improvement to central Hartlepool.

Waterfront

28. The Waterfront is a key area for the Masterplan with an excellent opportunity to improve and re-launch it. The major proposals include:

- [Jacksons Landing](#) will provide a landmark development opportunity for a major visitor attraction complemented by other attractions, a hotel and leisure uses along with improved public realm around the Seaton Highlight.
- [Trincomalee Wharf](#) will be a major mixed-use redevelopment. This could include residential, office and leisure uses as well as some shops. There will also be new connections through the site to improve access to the Waterfront.
- There is potential to improve the public realm around the Waterfront and to make better use of Jacksons Dock for water based activities and events. Connectivity will also be improved with water taxis around the Dock and a Cycle Hub to help promote cycling.

Innovation and Skills Quarter at Church Street

29. The Church Street area is the focus for the creation of an Innovation and Skills Quarter. The proposals will redefine the area with additional day time uses, an improved environment and a vibrant cluster of creative industry businesses. Improvements to the streetscape and historic buildings aims to stimulate more daytime activity and uses.

30. The principle of developing a supportive environment for creative and entrepreneurial businesses has the potential to link up closely with the new Campus for CCAD on the Council's Lynn Street Depot. This will provide modern accommodation for the College and increase footfall on Church Street with the potential for future expansion and synergies with the aims for the area.

Town Centre

31. Middleton Grange Shopping Centre dominates the Town Centre. The new owners are keen to invest in improvements to the Centre and to attract new retailers. There is potential for the redevelopment of part of the Centre to introduce new modern units and to open units facing Victory Square to add greater activity respecting the historic monument.
32. A key project is the relocation of leisure facilities from Mill House to the centre of Town adjacent to Middleton Grange (on the car park next to the Market Hall). The creation of new modern community and leisure facilities which are efficient to run, close to public transport and served by ample car parking will encourage linked trips to the shops which will help improve the Shopping Centre and attract retailers.
33. Proposals would also seek to improve the physical shopping environment of York Road by removing guard rails along the Road and improving the public realm and access to Middleton Grange Shopping Centre .

Connectivity

34. The key to the success of the public realm strategy is the ability to connect all of the sites together and make walking between them easier. Each key site will therefore be linked to each other enabling a flow from one space to the next. Without improved connectivity individual developments and projects will be isolated and will not complement each other.
35. Proposed improvements include up to seven amendments along Stockton Street including new crossings, the removal of guard rails, and revised priority junctions. These will help pedestrians cross the road but also maintain a steady flow of traffic and maintain road safety.
36. In addition, public realm and junction improvements are also proposed to Church Street and Church Square, Victory Square/Victoria Road and York Road. These improvements, along with those proposed at the Waterfront increase the ease with which people can move around the Masterplan Area.

Masterplan Projects Defined

37. Although the Masterplan presents a cohesive integrated strategy to deliver regeneration it can be broken down into a series of key inter-related projects – development, public realm and transport projects. Together these provide the bold, but deliverable cornerstones of

the Masterplan through which perceptions and experiences of central Hartlepool will be enhanced.

Development Projects

- Jacksons Landing
- Trincomalee Wharf
- Church Street/Lynn Street Depot
- Middleton Grange
- York Road
- Mill House
- Former Odeon, Raby Road

Connectivity and Public Realm

- Stockton Street
- Church Street
- Waterfront
- Victory Square
- York Road

Implementation and Delivery

38. A central component to the Masterplan preparation has been its implementation and deliverability. The proposals for the key sites, public realm and highways improvements have been assessed throughout its preparation and revised as necessary in relation to their broad acceptability in terms of viability and cost, capacity, economic additionality, planning policy and the availability of funding.
39. The Masterplan has been conceived as a whole vision for the Town Centre and Waterfront. All of the projects are purposefully designed to be implemented together as part of a cohesive Regeneration Programme. There is, by definition, a delivery ambition that will be an on-going and sustained process for the next fifteen years.

40. It must be recognised that the Masterplan is also not a 'set-in-stone' blueprint but a document that is alive and flexible to circumstances changing. New projects will inevitably be defined over time. New projects that tie in with the Mission Statement will be encouraged.
41. The projects schedules presented here follow the three themes of; development, public realm and connectivity. There are 29 distinct projects contained within these three themes at a gross cost of over £165 million. An investment programme of £165 million will indeed serve to raise the profile of Hartlepool amongst other private and national and international investors.

Major Capital Projects

42. There are three major capital projects included in the Masterplan: Jacksons Landing, Trincomalee Wharf and Church Street. This document sets out their details, anticipated phasing, approximate estimated cost, potential funding sources and opportunities and key delivery commentary.

Public Realm Projects

43. A number of public realm projects have been identified, these include:
- Improvements to Church Street
 - Improvements to Victory Square
 - Improvements surrounding the Maritime Experience
 - Improvements at Navigation point
 - Gateway linkage form Trincomalee Wharf to Church Street
 - Improvements at York Road

Highways Improvement Projects

44. The following highway improvement projects have been identified:
- Improvements to the crossing of Stockton Street/Victoria Road/Church Street junction
 - Improvements to the crossing of York Road/Park Road junction
 - Improvements to the crossing of Victoria Road/York Road junction

- Improvements to the crossing of A689/Clarence Road
- Removal of railings from Stockton Street and A179
- New Pedestrian Crossing from Middleton Grange to Hartlepool CFE
- Signalised Right Hand Turn into MSCP
- Improvements to the Junction at Park Road/Stockton Street
- Narrowing of roadway of A689 to introduce wider footway/cycleway
- Alteration of phasing of signals on A179 to improve pedestrian crossing times

Funding Strategy

45. The Masterplan is a £165million programme of realisable and phased projects. Of the £165m (including an allowance for the initial CCAD proposals being included), £47m is anticipated to be drawn from a number of public sources including direct investment by the Council (assumed at just over £6million). The remainder is expected to be private finance, reflecting a major investment programme from the private sector. This is over the course of a fifteen year programme but it is quite possibly the most significant investment programme in Hartlepool for a generation.
46. For this to be successful it requires the buy-in of the stakeholders and the delivery of early wins to improve confidence in Hartlepool as a place to invest. A number of stakeholders, landowners and funding agencies are vital to the delivery of the Masterplan.

Economic Impacts

47. It is important to consider the potential economic and social benefits of the proposals developed as part of this Masterplan exercise. This includes benefits generated directly and indirectly as a result of the Masterplan projects, and those generated during the construction of buildings and infrastructure and once the development is complete. We have undertaken an assessment of the potential economic and social benefits of the Masterplan following the principles established within national guidance. In summary the social and economic benefits are:
- The total construction spend of approximately £101.5m
 - Up to 3,575 gross construction jobs or 1,210 net additional construction jobs.

- 625 to 700 net additional jobs generating £25.6m – £28.6m additional value within the economy.
- **465 additional residents** creating an additional expenditure of £813,450 per annum on comparison goods and £520,840 per annum on convenience goods.

Governance

48. Hartlepool finds itself in an era of 'localism' where the responsibility for delivering priorities rests jointly with the local authorities, local stakeholders, local Enterprise Partnership and the local community, working in partnership. A new governance structure is required that provides a long-standing platform of accountability and leadership, of championing Hartlepool and influencing a wider network of public and private interests, and in bringing together resources and priorities in a way that it has not in the past.
49. It is important therefore that the ultimate accountability for the ongoing implementation of the Masterplan rests with a constituted 'Board' or formalised Steering Group, and that members are drawn from the local authority (at the most senior level), from local stakeholders and also members of the local community.
50. It is a recommendation of the Masterplan that this higher-level Board be discussed between the Council, stakeholders and community representatives and terms of reference be worked up and agreed over the next 6 months. In the meantime, project delivery does not stop. It should always be the case that the Council should not be considered as the sole body responsible for the Masterplan.

Planning Strategy

51. The Masterplan has been developed having regard to the saved policies of the adopted Local Plan (2006) to enable early opportunities to be consistent with adopted local planning policy. However, it is noted that the Council is also at the early stages of preparing a new Local Plan to replace the adopted Local Plan. Responses to the initial Issues and Options consultation stage for the new Local Plan have been taken into account to capture local views and opinions of stakeholders with regard to planning policies that could affect the Masterplan Area.

52. The Masterplan will be a key consideration in assisting the Council to prepare and refine emerging Local Plan policies that affect the Masterplan Area. This should ensure continuity between the two documents in order to assist the delivery of key identified projects.

Local Development Orders

53. It is recommended that the Council seeks to create two three year LDOs which permit certain changes of use without the need for planning permission in two key areas; Church Street and York Road. It is hoped that the LDO will encourage landlords and tenants in these areas to respond to their changing nature, encourage the occupation of floorspace and to react to the opportunities the area presents with reduced planning burdens.

Addressing Problem Properties

54. A key issue in a number of areas within the Masterplan Area is the problem of trying to encourage change in vacant or underutilised properties where owners are unwilling to engage with the Council, support pursuing redevelopments or even maintain properties in a considerate manner. Whilst the Council wishes to work with all parties in a constructive manner there are specific tools that the Council will consider using on a case by case basis to ensure that buildings do not detrimentally affect the appearance and character of the Masterplan Area. These include the following:

- [Section 215 Notices](#)
- [Urgent Works Notices](#)
- [Repairs Notices and Compulsory Purchase Orders](#)
- [Enforced sale Procedures](#)
- [Dangerous Buildings and Structures](#)
- [Works to Unoccupied Buildings](#)
- [Working alongside Historic England and the Heritage Lottery Fund.](#)

1. Introduction

- 1.1 The ambition contained within this Masterplan represents one of the most important investment opportunities available across the North East of England.
- 1.2 The Masterplan offers developers and investors, stakeholders and the local community an exciting opportunity to take part in one of the most important phases of evolution in Hartlepool's history. This is a Masterplan focussed on the rejuvenation and revival of the Town Centre and in unlocking further regeneration opportunities around the Waterfront.
- 1.3 The implementation of the Masterplan proposals will allow the Town to make the fullest possible contribution to the continued growth of the Tees Valley sub-region; a very dynamic, high value and fast growing region of the UK.
- 1.4 It is an opportune time to be preparing this Masterplan. The UK is emerging from a period of economic recession that ranks as one of the worst in living memory. Whilst few would consider the UK economy to be completely 'out of the woods', there is little doubt that in 2015 the Masterplan is being launched in much improved, and still improving, economic conditions.

The Hartlepool Vision and the Masterplan

- 1.5 The Hartlepool Vision was launched by Hartlepool Council and partners in 2014 as the start of a conversation between politicians, key partners, residents and stakeholders, on what the future should be for the Town. The Vision covers all areas of Hartlepool, including those which this Masterplan addresses, namely the key areas of the Town Centre and historic Waterfront.
- 1.6 The Council and its partners are highly ambitious for Hartlepool. Implicit within the Hartlepool Vision is that the Council and its partners are thinking long-term; they are thinking about a coordinated and sustained programme of investment; and they are committed to creating wealth and prosperity for the Town's residents and businesses.
- 1.7 The Hartlepool Vision is simple, clear and effective: it is about using Hartlepool's history and heritage to forge a new identity as a destination town of regional distinctiveness to move it forward. To this end, the focus of the Vision, and hence the Masterplan, is to focus on what Hartlepool has, and to fully utilise the Council's assets.

- 1.8 Any successful Masterplan, or regeneration framework, must have the following key ingredients: it needs to be distinctive; opportunistic; and be underpinned by strong leadership and sustained governance.
- 1.9 The Hartlepool Regeneration Masterplan has been prepared with the fullest appreciation of these factors. It presents a new vision for Hartlepool that is not replicable anywhere else. It seeks to make Hartlepool's attractive assets work much harder for the Town's benefit – exciting new development and investment opportunities running alongside interventions that help the Town to be much more joined-up and integrated.
- 1.10 The very nature of regeneration is that it is long-term and it is therefore a pre-requisite that the strong leadership shown by public and private sectors in Hartlepool in launching the Vision continues. Strong leadership and governance needs to be maintained regardless of the inevitable changes that happen in political, business or real estate cycles.
- 1.11 Any successful Masterplan also helps to establish a brand or identity that can be marketed nationally and internationally. This brand starts from within. With the Town Centre and Waterfront as the heart and soul of Hartlepool, it stands to reason that these areas need to be flourishing if Hartlepool as a whole is to grow and prosper. The Masterplan proposes a key mission statement to be agreed and adopted to this end:

'Hartlepool Town Centre and Waterfront will focus on becoming a national destination based upon a specific proposition – striving to become best in class by combining its rich legacy of maritime and industrial heritage with a new focus on supporting high value engineering, creative industries and the significant expansion of its educational, retail and leisure offer all well connected through a high quality physical environment.'

- 1.12 Hartlepool needs to build on its assets and address issues to improve the 'experience' people have in the Town. It needs to become an inherently accessible place, from the Town Centre to the Waterfront. This experience needs to focus on quality as much as quantity, particularly for the retail offer. Finally, the Town needs to work more to encourage people in to the Town and to spend more time and money there.
- 1.13 The 'quality drive' for Hartlepool will manifest itself in several, integrated ways:
- Quality shops, quality hotels, quality attractions and quality restaurants;

- Quality arrival points – train station, Transport Interchange and bus stops, and car parking in the Town Centre as well as the sense of welcome from A Road regional arteries of A689 and A179;
- Quality public realm – a very walkable Town Centre demands investment in its public realm, including lighting, cleanliness, animated streets, 'pop-ups', public art, entertainments, markets, etc;
- Quality pedestrian and cycle ways and a shifting of the balance away from the primacy of to the car;
- Quality visitor and resident experience, building upon the historic legacy of the Town (the Museum of Hartlepool could represent a town-wide experience and not just an experience in a building);
- Quality buildings and the preservation of everything historic that can make a positive contribution to the future of the Town; and
- Quality learning experiences realised in many different ways, attracting and retaining students (and knowledge) and creating entrepreneurial and innovative business incubators and eventually grow-on space.

1.14 The Masterplan is the physical manifestation of these aspirations.

The Starting Point

1.15 Hartlepool has achieved a great deal already. It has a wonderful Marina and its investment in the educational sector represents a huge opportunity looking forwards. Across the wider Town, investments in Seaton Carew, the Headland and Wynyard help generate prosperity for the Town. With Enterprise Zones at Queens Meadow and the Port Estate representing 33% of the Tees Valley Enterprise Zone land allocation, Hartlepool can offer a number of exciting investment propositions.

1.16 The Port Estate Enterprise Zone has attracted TWI which is responsible for the mobilisation and servicing of the Redcar Offshore Wind Farm which has resulted in the creation of 20 jobs. In addition, McDermotts has announced it intends to establish a pipe spooling operation at the Port, creating a further 100 jobs.

1.17 Queens Meadow is currently the most successful part of the Enterprise Zones in the Tees Valley with 12 projects having been secured with a total investment of around £5m. These

include a new 20,000 sq ft small business unit development. A range of businesses in the advanced manufacturing sector such as Hart Bio, Propipe and Omega Plastics have created around 200 jobs. Cleveland Fire Brigade is also proposing to build its new HQ including state of the art training facilities at the Business Park.

1.18 The economic benefits of these sites and the advanced manufacturing sector to the Town are critically important to achieving a high value added economy that requires high levels of skills and consequently high levels of pay.

1.19 As stated above, the Town Centre and the Waterfront should be conceived as the heart and soul of Hartlepool. This is where investment, if delivered successfully and in a co-ordinated and integrated way, will have the greatest additionality and socio-economic impact.

1.20 The Masterplan is not starting from a blank canvas. Within the Town Centre and Waterfront, exciting things are already in place:

- An attractive and active waterfront location, including the £500m Marina development covers over 24Ha and is a hub of restaurant, café, bars and retail uses with opportunities for further investment and development;
- Established leisure and tourism facilities, including the Hartlepool Maritime Experience and HMS Trincomalee (the oldest Navy warship in the UK still afloat), the Museum of Hartlepool and Christ Church Art Gallery;
- The Town Centre as the key destination for retail activity - over 10m annual shopping footfall into Middleton Grange Shopping Centre, which has recently been acquired by the Mars Pension Fund with further investment envisaged;
- A £5m Transport Interchange on Church Street with direct rail services to London Kings Cross;
- Significant investment in further / higher education facilities. This area accommodates Hartlepool College of Further Education with a mix of 8,000 FE and HE students and a strong focus on vocational skills; and
- Cleveland College of Art and Design (CCAD) is the only specialist provider of Higher Education in the creative industries in the North East and has recently expanded into key historic buildings in the area.

- Highlight Retail Park has received a £2m investment since its acquisition by M7 and has been re-named Vision Retail Park.

1.21 Hartlepool has already seen a significant level of successful investment that will continue to pay dividends for many years to come. However, the purpose of the Masterplan is to help define a new chapter in economic development.

1.22 The Council and its partners require long-term strategies to guide and deliver future development and regeneration of the wider Town Centre and Waterfront area. The Waterfront is a success but it has the potential to appeal to a greater regional and national interest. The footfall in the Town Centre is considerable for a catchment population of this size. However, national retail patterns and behaviours are changing out of all recognition compared to what has gone before and the Town Centre needs to adapt.

1.23 The purpose of the Masterplan therefore is to deliver a connected and prosperous wider Town Centre and Waterfront in which a transformational approach to development is achieved, creating the jobs for the future.

1.24 The Masterplan builds upon past successes and sets an agenda for development over the next fifteen years.

Aims and Objectives

1.25 The Masterplan forms part of the Hartlepool Vision to revitalise the centre of Hartlepool, spark the Town's wider regeneration and lay the foundations for its future prosperity.

- 1.26 The strategic aims of the Masterplan include to:
- Increase Hartlepool's profile as a major leisure and visitor destination;
 - Redefine and open up the potential of the Town through the delivery of bold solutions for leisure, tourism, retail and recreation uses;
 - Create a step change in the retail offer of the Town to revive the sector and ensure that it meets modern needs and requirements;
 - Enhance and support growth in the key area of Hartlepool and to set out expectations for the content and timing of development proposals;
 - Kick-start the wider regeneration of the Town;

- Take advantage of the Waterfront to appeal not only to local but sub-regional, regional and national audiences to realise high quality development;
- Support the delivery of schemes within the Town Centre and Waterfront area of Hartlepool by providing greater certainty to existing businesses and potential investors and allowing co-ordinated development; and
- Fully consider and integrate the public realm and the connectivity of retail, leisure, and tourism aspirations.

Defining the Masterplan Area

1.27 Figure 1.1 below shows the regional context for Hartlepool which has a population of 92,000 people (ONS, 2011). Hartlepool is located within the Tees Valley sub-region of the North East of England.



Figure 1.1: Regional Context of Hartlepool

1.28 The Town Centre and Waterfront benefit from excellent road connections, with very easy access to the A19 to the west via the A689 dual carriageway and the A179. The Area is very well connected to public transport services, with bus stops located throughout the

Area, providing connections to services to many parts of the Borough and to surrounding areas such as Stockton, Durham and Sunderland.

1.29 The Town Centre is also served by the Durham Coast Rail Line that provides connections to the East Coast Main line at Darlington and the Trans Pennine rail network at Thornaby. The Town has a direct rail service to London provided by Grand Central. The Town's railway station is situated in the Masterplan Area and was recently improved following investment in a new Transport Interchange.

1.30 It lies within 18 miles of the Durham Tees Valley Airport whilst Newcastle International Airport is around an hour's drive or a train ride away.

Masterplan Area

1.31 The Masterplan Area is formed of a wider 'Masterplan Boundary' and a 'Focussed Boundary' as shown in Figure 1.2.

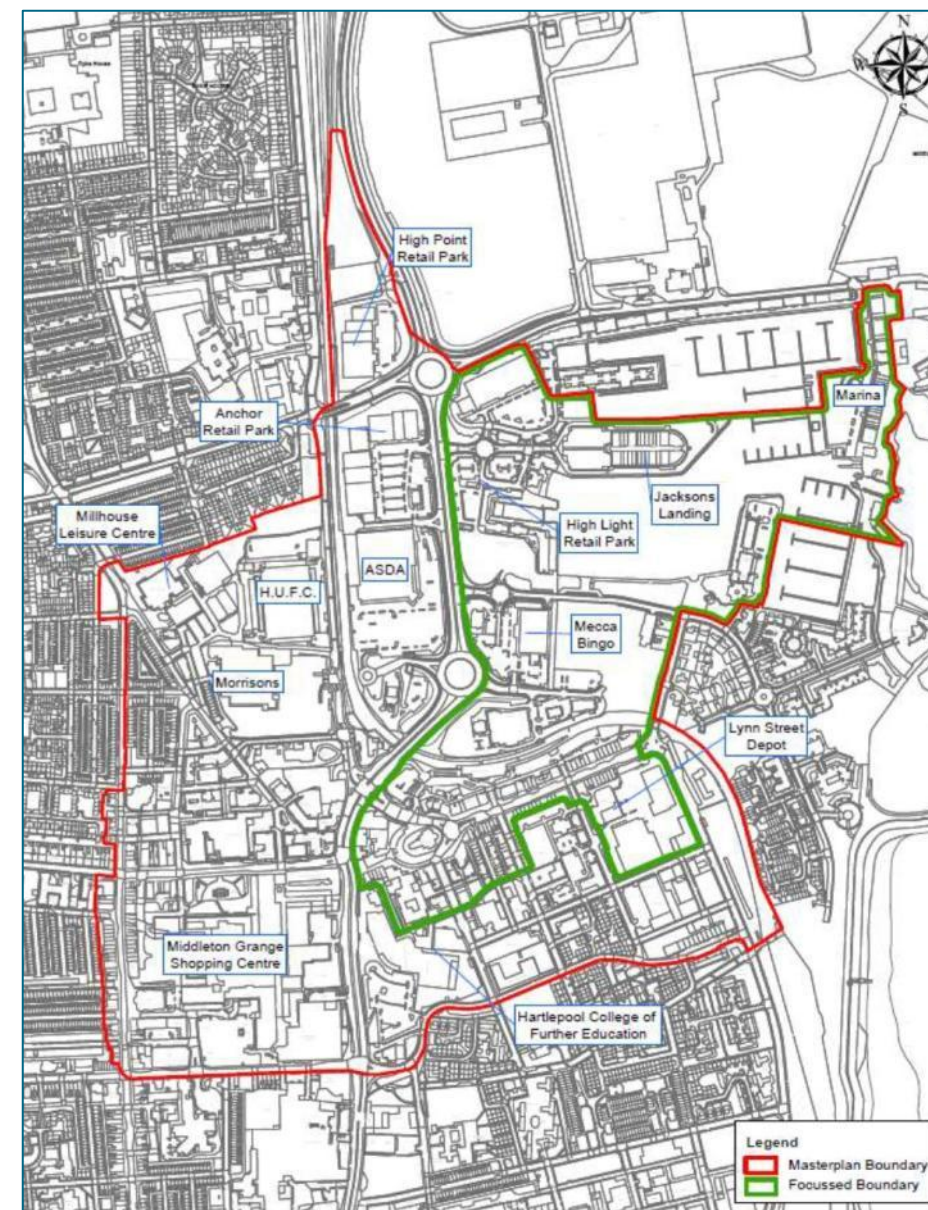


Figure 1.2: Hartlepool Masterplan Boundaries

Wider Masterplan Boundary

1.32 The wider Masterplan Area covers an area of 99.5 hectares extending from York Road in the west to the railway line and Marina in the east (excluding the residential areas east of Victoria Terrace). The southern edge of the Masterplan Area is formed by Park Road and Huckelhoven Way. The northern edge of the Masterplan Area encompasses the Mill House Leisure Centre and Hartlepool United FC, before following the railway line to include the High Point Retail Park and includes Jacksons Landing and part of the Marina.

1.33 The wider Masterplan Area includes a number of key features and destinations including:

- Middleton Grange Shopping Centre;
- Morrisons;
- Asda;
- Civic Centre;
- Hartlepool College of Further Education;
- Anchor and High Point Retail Parks; and
- Mill House Leisure Centre.

Focussed Boundary

1.34 The Focussed Boundary extends to 38 hectares as shown in Figure 1.2 and relates primarily to the areas surrounding the Marina and Jacksons Dock within the Masterplan Area. Extending to the east of Marine Way (A179) and Stockton Road (A689) it follows the main Masterplan boundary to the north and west but only extends beyond the south of Church Street taking in some adjoining properties such as the Lynn Street Depot.

1.35 The Focussed Boundary includes key features and destinations including:

- Jacksons Landing;
- Trincomalee Wharf;
- Hartlepool Maritime Experience;
- the Marina;
- Mecca Bingo;
- Vue Cinema;
- Vision Retail Park (formerly the High Light Retail Park);
- Lynn Street Depot;
- CCAD;
- Christ Church;
- Rail Station, and
- Transport Interchange.

Surrounding Area

1.36 The wider Masterplan Area is bounded to the north by residential and office buildings next to the Marina. Beyond this is the successful Port of Hartlepool, operated by PD Ports. On the western side of the Masterplan Area there are residential areas.

1.37 To the east of the Masterplan boundary is residential development adjacent to the Marina. This comprises apartments and traditional housing developments and was developed in the 1990s.

1.38 To the south of the eastern part of the Masterplan Area there is primarily residential development. To the south of the western part of the Masterplan Area there are more town centre uses including the NHS 'One Life Hartlepool' facility which fronts on to Park Road, retail units and Cameron's Brewery. Beyond these uses are residential areas.

1.39 To the west of the Masterplan Area lies residential development behind the retail frontages of York Road which lie within the Masterplan Area.

1.40 The wider context diagram (Figure 1.3) shows the surrounding employment and retail areas and leisure attractions.

1.41 There is a large industrial Port area immediately to the north of the Masterplan Area, with several other employment areas to the south along the route of the railway. Queen's Meadow and Wynyard business parks are key employment sites.

1.42 There are various green spaces and nature reserves, particularly to the south of the Masterplan Area, including Saltholme RSPB Reserve, Teesmouth National Nature Reserve, as well as Ward Jackson Park and Summerhill Country Park to the west. To the north, the historic Headland is a key destination, with its town moor, and heritage features such as St Hilda's Church and the Heugh Battery. Another significant area in the context of Hartlepool's Masterplan, is a traditional seaside resort of Seaton Carew which offers golf links, sports domes and caravan parks and has a seafront Masterplan in place featuring leisure facilities and improved public realm.



Figure 1.3: Local Context

2. Hartlepool Today

- 2.1 In order to formulate plans for the Masterplan Area it is necessary to understand the wider context. This baseline position helps to identify the physical areas and sectors that should be the focus of the Masterplan.

Land Use

- 2.2 The historical evolution of Hartlepool has resulted in a mixture of land uses existing in the Masterplan Area as shown in Figure 2.1.

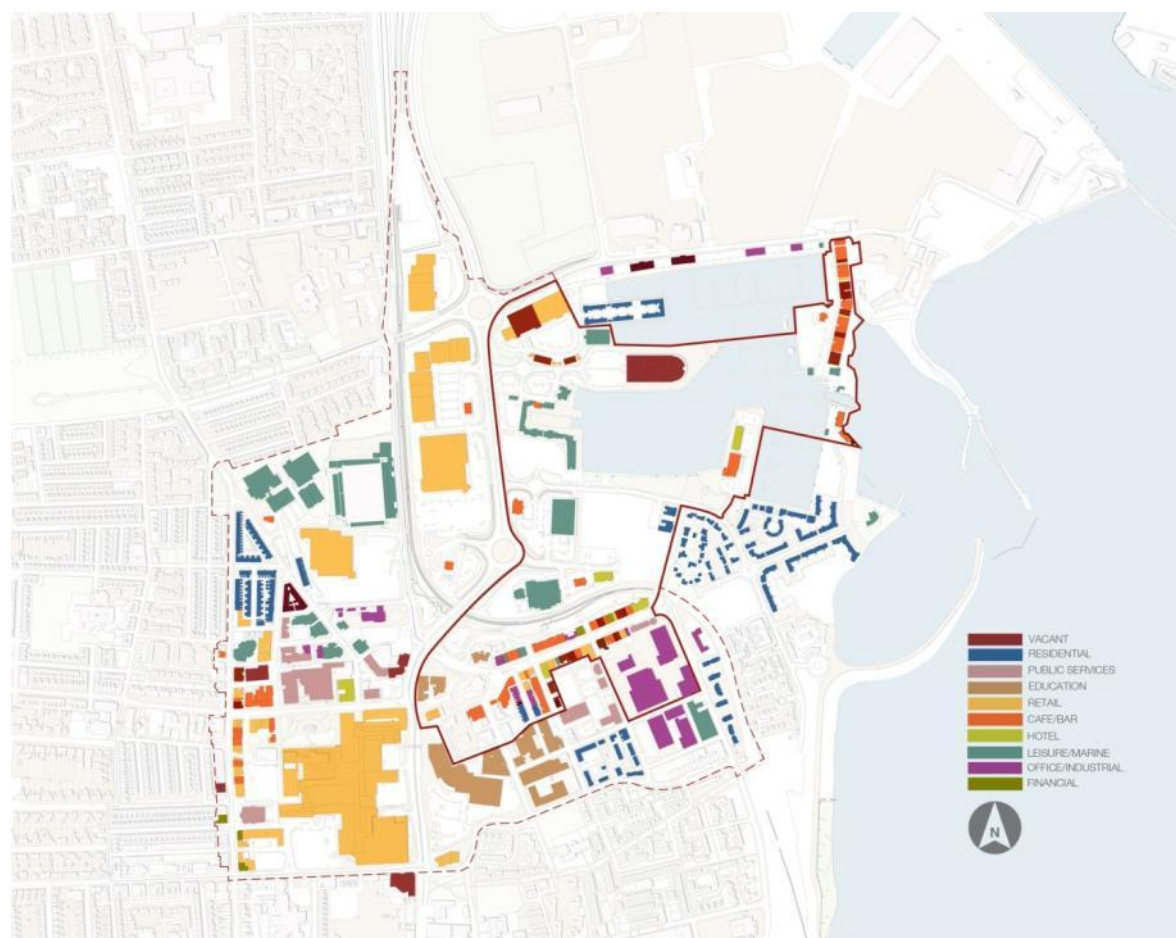


Figure 2.1: Current Land Use Plan of the Hartlepool Masterplan Area

Retail

- 2.3 Middleton Grange Shopping Centre, which is the third largest covered shopping centre in the North East, anchors the Primary Shopping Area (PSA) and this is complemented by retail provision along Park Road and York Road. Within the northern part of the wider Town Centre there are two major supermarkets; Morrisons and Asda. There are also some smaller retail units along Church Street.
- 2.4 There are a number of retail parks located outside the defined Town Centre with the Anchor Retail Park, High Point Retail Park and the newly renamed Vision Retail Park all accessed from Marina Way (A179). These provide larger retail units for bulky goods suppliers but also accommodate traditional town centre occupiers like Boots, Next and Argos.

Leisure

- 2.5 The Masterplan Area includes a number of key leisure functions and areas. These include the primarily visitor orientated Hartlepool Maritime Experience and HMS Trincomalee adjacent to the Waterfront. These are popular destinations within the Area, drawing visitors from local, regional and areas further afield.
- 2.6 To the south of these facilities lie Mecca Bingo and the 7 screen Vue Cinema, alongside the 65 bedroom Travelodge (completed in 2012) which extend the leisure and visitor offer to the east of Marina Way (A179).
- 2.7 There are a cluster of leisure orientated uses at Navigation Point, with cafes, bars, and restaurants located beneath residential apartments on the eastern edge of the Marina. These are largely fully occupied and appear popular with visitors. There is also a 98 bedroom Premier Inn (extended in 2013) and Brewers Fayre public house located on the southern side of the Waterfront.
- 2.8 Church Street is a particular focus for bars, cafes and takeaways. Many of the bars and venues which dominate the street are not open during the day. There are also a number of vacant properties along Church Street which are in poor physical condition.
- 2.9 To the north west of the Masterplan Area Mill House Leisure Centre and Hartlepool United FC are the main leisure and recreation destinations. The leisure centre offers swimming pools, sports halls and a gym and is accessible all week. Hartlepool United FC is a key

destination during the football season between August and May on match days and also offers conference and other facilities on non-match days.

Commercial

- 2.10 Commercial floorspace is primarily located to the south of Church Street including various office buildings as well as industrial and warehouse units and the Council's Lynn Street Depot.

Education

- 2.11 Hartlepool College of Further Education fronts on to Stockton Street and the CCAD occupies a number of buildings at the western end of Church Street.
- 2.12 The £53m 19,000 sqm Hartlepool College of Further Education building opened in August 2011. The building provides facilities for vocational courses, including hair and beauty and sports science, as well as there being a gym and a bistro. It also houses building services, aerospace, construction, and mechanical and electrical engineering courses.
- 2.13 CCAD is the only specialist provider of higher education for the creative industries in the North East and occupies three buildings at Church Square. It has proposals to expand and has secured £8.3m of Local Growth Fund (LGF) money towards the cost of a new 4,200 sqm Campus at the Lynn Street Depot and replacing its current main Campus building on Church Street for the new academic year beginning in September 2016.
- 2.14 The College has also supported the development of student accommodation blocks for 56 students at the corner of Tower Street and Surtees Street to the south of the Campus. The development opened in September 2014. These developments will help to contribute towards aspirations to increase the Higher Education student numbers from 750 to 1,500 and to acquire University status.

Residential

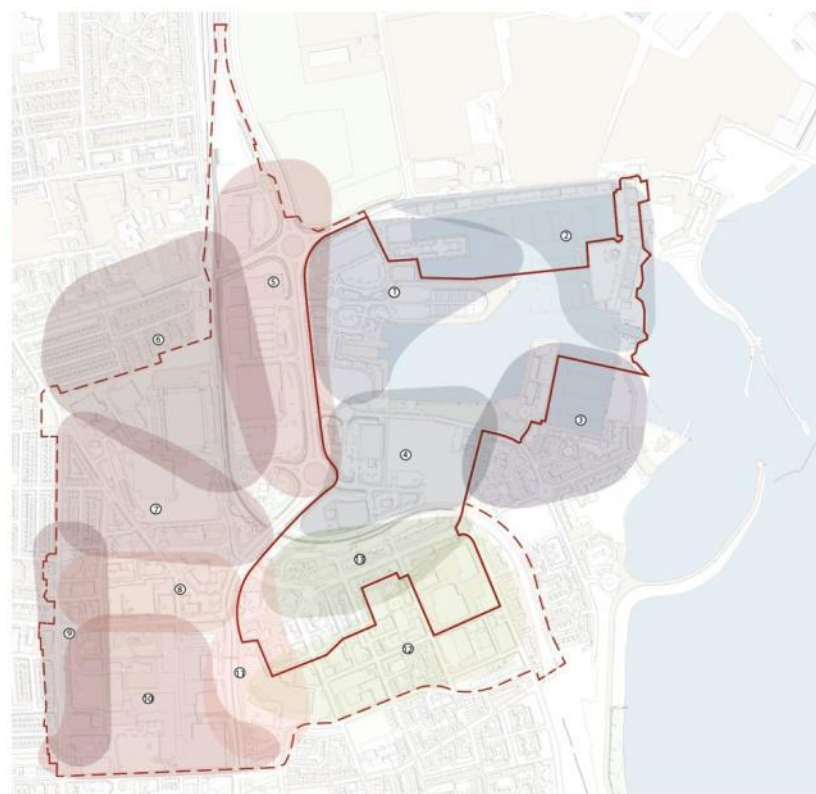
- 2.15 There is limited residential development within the Masterplan Area. There is some housing located in the area to the south of Church Street, inter-mixed with the predominantly commercial uses in this area. There is also some residential development to the east of Mainsforth Terrace on the eastern edge of the Masterplan Area and in the north western part of the Masterplan Plan Area to the west of Raby Road. There are also apartments above the leisure and retail uses at the Marina.

Civic Uses

- 2.16 Hartlepool Borough Council is a major landowner and occupier in the Masterplan Area having accommodation focussed around the Civic Centre on Victoria Road. The Council also occupies a number of other buildings and sites within the Area, including the Lynn Street Depot, Bevan House, Victoria Buildings, Sir William Gray House, and the Windsor Offices (in Middleton Grange). However, the Council has been rationalising the amount of buildings it uses over recent years, including leasing Bryan Hanson House to Northgate. This successful move facilitated by the Council has introduced 235 jobs to the area with more to follow to add vibrancy and activity to the centre of Hartlepool.

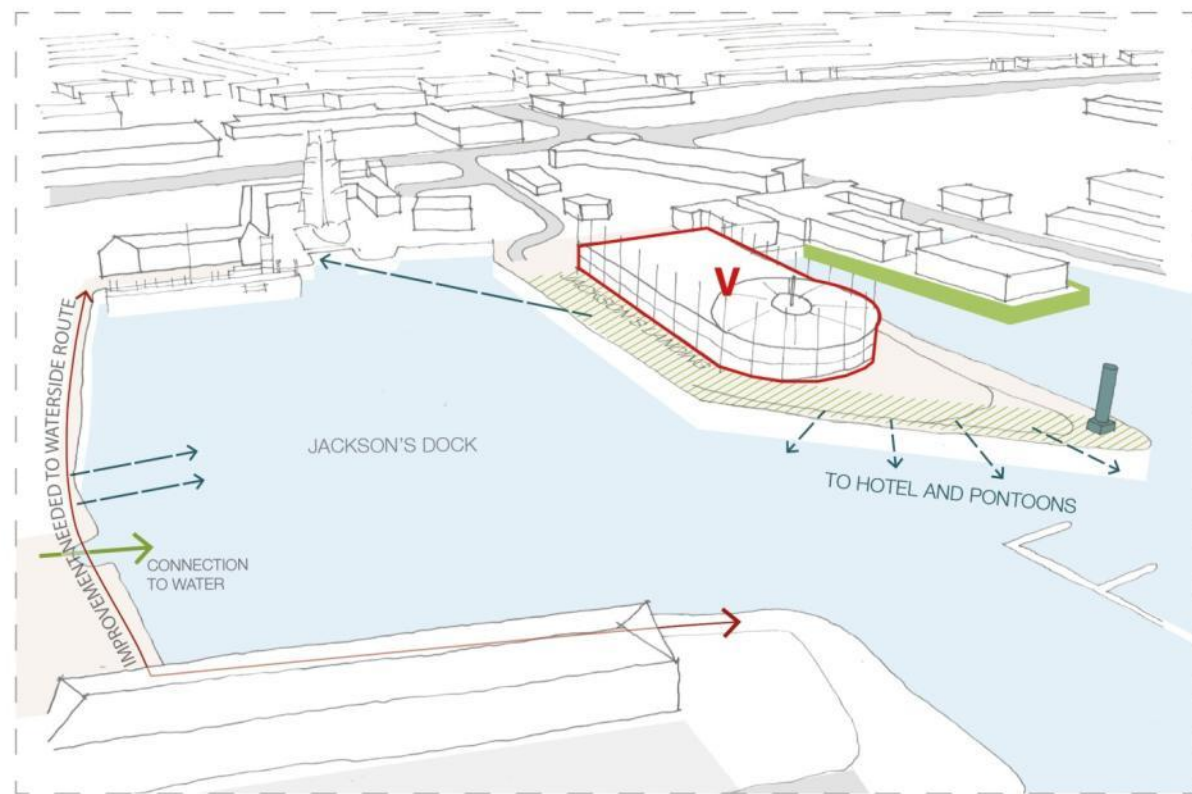
Physical Environment

- 2.17 The Strategic Framework Baseline Report, which informed the Masterplan, reviewed the positive and negative aspects of the existing physical environment of the Masterplan Area. The review was conducted by dividing the Masterplan Area into 13 Study Areas with distinct characteristics. Summary diagrams of some of these findings are shown on the following pages.
- 2.18 Within the Waterfront and Marina area many positive features were noted including the Hartlepool Maritime Experience, Seaton Highlight landmark, Old Dock Office and Custom's House Listed Buildings, the lock, Navigation Point's active frontage, and long distance views. However, several missed opportunities exist too, such as the domination of car parking and poor public realm surrounding the Maritime Experience, Vision Retail Park and gym, the cinema and bingo hall, and poor pedestrian connectivity across the area and with the Town Centre. An opportunity exists to promote a continuous pedestrian and cycle circuit connecting various attractions and facilities, and utilising the large development sites at Trincomalee Wharf and Jacksons Landing, both of which afford excellent views and aspect.

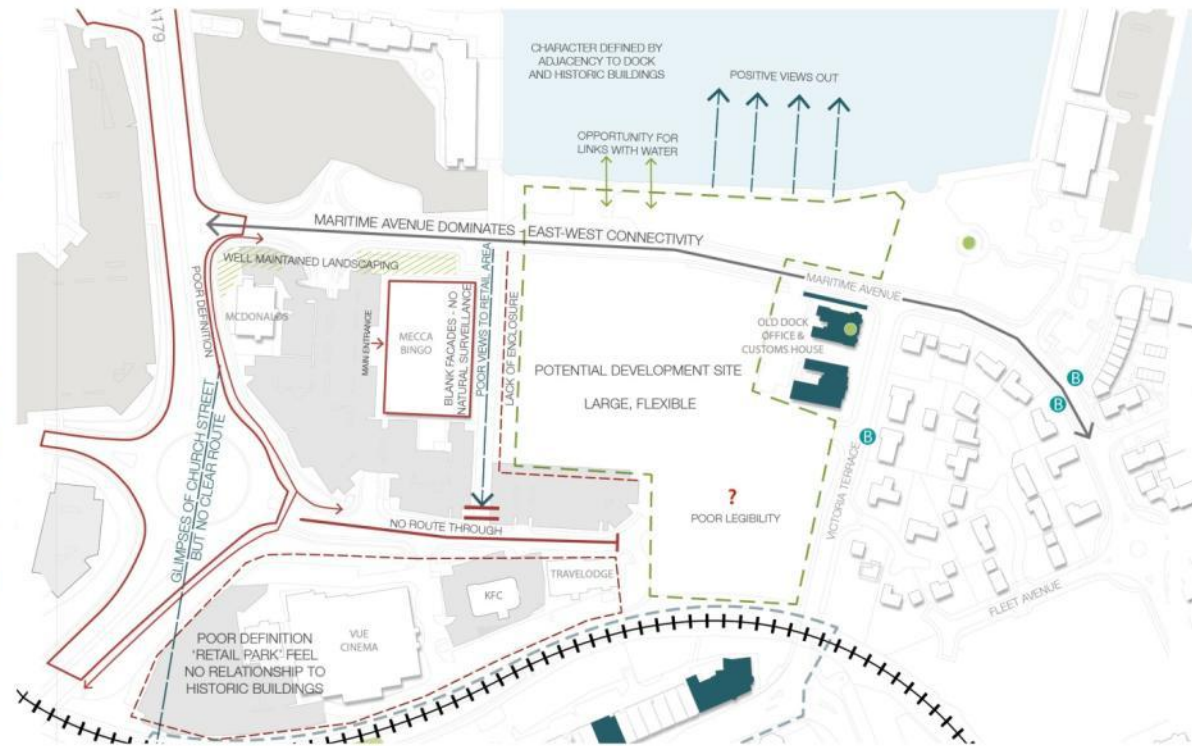


- STUDY AREAS**
1. JACKSON'S DOCK
 2. UNION DOCK
 3. PREMIER INN - FLEET AVENUE
 4. TRINCOMALEE WHARF + SURROUNDINGS
 5. NORTHERN APPROACH
 6. HUFC AREA
 7. RABY ROAD + SURROUNDINGS
 8. VICTORIA ROAD
 9. RETAIL HUB (YORK ROAD SOUTH + MIDDLETON GRANGE)
 10. PARK ROAD
 11. STOCKTON STREET
 12. LYNN STREET DEPOT + SURTEES STREET
 13. CHURCH STREET

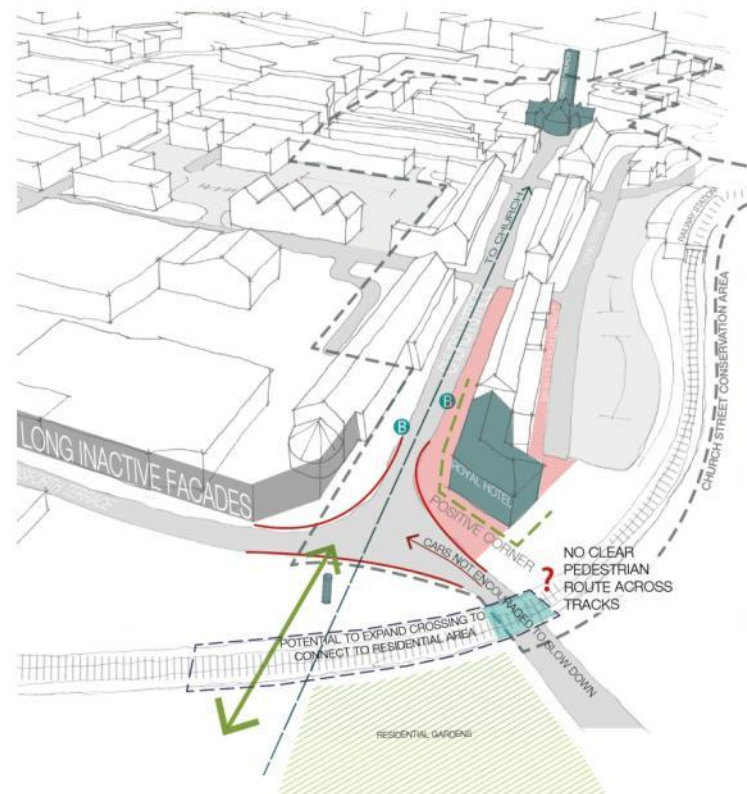
For detailed studies of each of the character areas please refer to the Baseline Report.



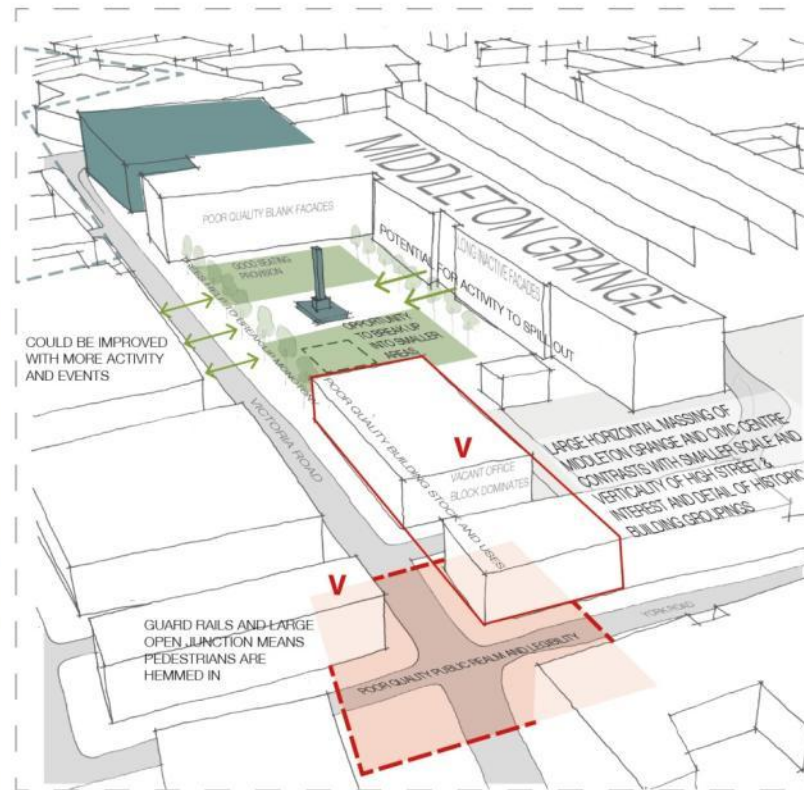
Study Area 1 - Jackson's Dock



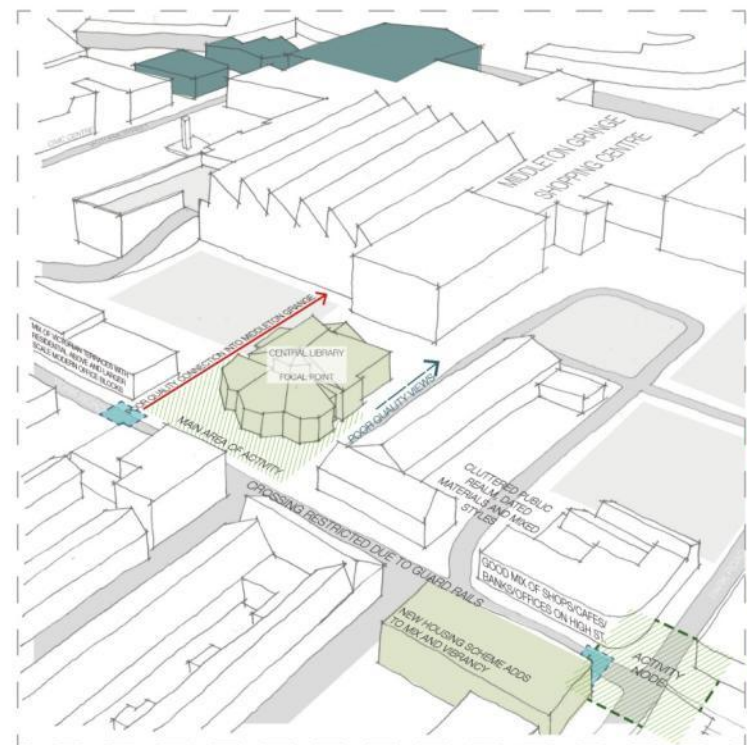
Study Area 4 - Trincomalee Wharf and Surroundings



Study Area 12/13 - Church Street and Surrounding Area



Study Area 8 - Victoria Road



Study Area 9 - Retail Hub (York Road South + Middleton Grange)



Study Area 6 - HUFC Area

- 2.19 The northern approach into Hartlepool is along the parallel routes of the A179, Clarence Road and the railway line, all of which serve to separate the Waterfront from the Town Centre. These approaches are dominated by 'big box' retail and car parking, with poor pedestrian connectivity due to the roads, guard railing and lack of adequate footpaths and crossing places. There is poor legibility throughout these areas, particularly around Morrisons and Hartlepool United FC. Raby Road has better legibility and more of a 'street feel' as well as some positive elements along the route into the Town Centre, such as William Gray House, the Town Hall Theatre, and a pleasant green seating area.
- 2.20 The Town Centre varies greatly in character between the traditional high street feel of York Road and the large mass of Middleton Grange Shopping Centre which completely dominates the area. Positive features include the civic quality of the buildings and public areas around the Civic Centre and Victory Square, heritage assets such as the Grand Hotel, the Wesley Methodist Chapel and the former Binn's and Co-Operative stores, as well as views to landmarks such as St Paul's, St Joseph's, St George's and Christ Church. From the detailed study of this area, key points for intervention potentially include the crossing between Victoria Road and Church Square across Stockton Street, the public realm along Victoria Road, Park Road and York Road, and improving the negative blank facades and car parking around Middleton Grange Shopping Centre.
- 2.21 There is also an important area between the Waterfront and the Town Centre, focusing on Church Street and its surroundings. Although traces of the historic grain can be observed, permeability and environmental quality have suffered due to the amount of vacant properties and gap sites in this area. There are several good quality historic buildings in use along Church Street; however, there are many others in need of refurbishment which detract from the quality of the area. The area around Church Square is most successful, with the CCAD buildings and associated shops and cafes. Several potential development sites are pepper potted throughout the area, the largest being the Lynn Street Depot site at the east end of Church Street which is a pivotal site in terms of footfall between the Waterfront, Church Street and the Town Centre.

Movement and Connectivity

Accessibility to Hartlepool

- 2.22 The A689/A179 provides the principal connection between the Town Centre, Waterfront and the wider region. This route connects with the A19 both to the north and south of the

Town. The A689 carries approximately 23,000 vehicles per day in the Town Centre. The A179 connects the Town Centre with Seaton Carew and industrial areas such as Seal Sands. However, given the nature of the Transporter Bridge over the Tees this route carries essentially only local traffic and hence modest traffic volumes. Given its location relative to the A19, Hartlepool Town Centre is fortunate in that it does not suffer from 'longer distance' through traffic. All traffic has an origin or destination within the Borough. Indeed, the traffic count profiles reflect that movements made are attributable to local retail, education and leisure trips being made by car. However, the A689 in the Town Centre does carry 'local through' traffic travelling between the Port and other industrial areas. In a sense, the nature of movement and accessibility to Hartlepool is symptomatic of the real issues at play in the Town

- 2.23 However, the aspirations that underpin this Masterplan and lead on from the overall Vision for Hartlepool that has been initiated by the Council and its partners, calls for the Town Centre and Waterfront to become more of a regional and national destination than is currently the case. It stands to reason therefore that traffic movements will need to change as a result and this needs to be planned in a coordinated way with the delivery of some of the more transformational projects that the Masterplan proposes.
- 2.24 A more positive picture emerges when considering inter-town rail patronage. Hartlepool has hourly rail services to Middlesbrough via Stockton and Newcastle / Metro Centre via Sunderland. There is also a direct service to York and London 5 times a day. Travel by rail to or from Hartlepool has been on the increase in recent years. In 2013/2014 574,000 passengers passed through the Station, compared with 535,790 the previous year. Patronage figures for Hartlepool and Seaton Carew demonstrate that this growth is an on-going phenomenon and has been on the increase since at least 2008/2009.
- 2.25 Hartlepool is well served by public transport which provides good connectivity to the Town Centre. With the Rail Station being well positioned between the Town Centre and Waterfront areas, this offers a significant opportunity for the Masterplan.

Movement and Connections within the Masterplan Area

- 2.26 As Figure 2.2 shows, the Town Centre and Waterfront should be relatively accessible places. Significantly, more employed residents of Hartlepool (20%) will walk to work, than national and regional averages. Hartlepool's compact form is an asset. The scale of the

Town Centre itself is such that many trips can realistically and appropriately be made on foot. However, it is not pedestrian friendly and this is a priority for action.

2.27 The railway line is a major impediment to pedestrian movement which is difficult and costly to overcome. The A689 is also a significant barrier to pedestrian connectivity but improvements are easier and more cost effective to provide.

2.28 Although the components of the Waterfront area e.g. Historic Quay, Museum of Hartlepool, cinema etc lie within easy walking distance, less than 1 km from the heart of the Town the quality of the routes linking them is very poor. This equally applies, albeit to a lesser extent, to all destinations east of the A689 (Stockton Street) and south of the railway e.g. Church Street, the College etc.

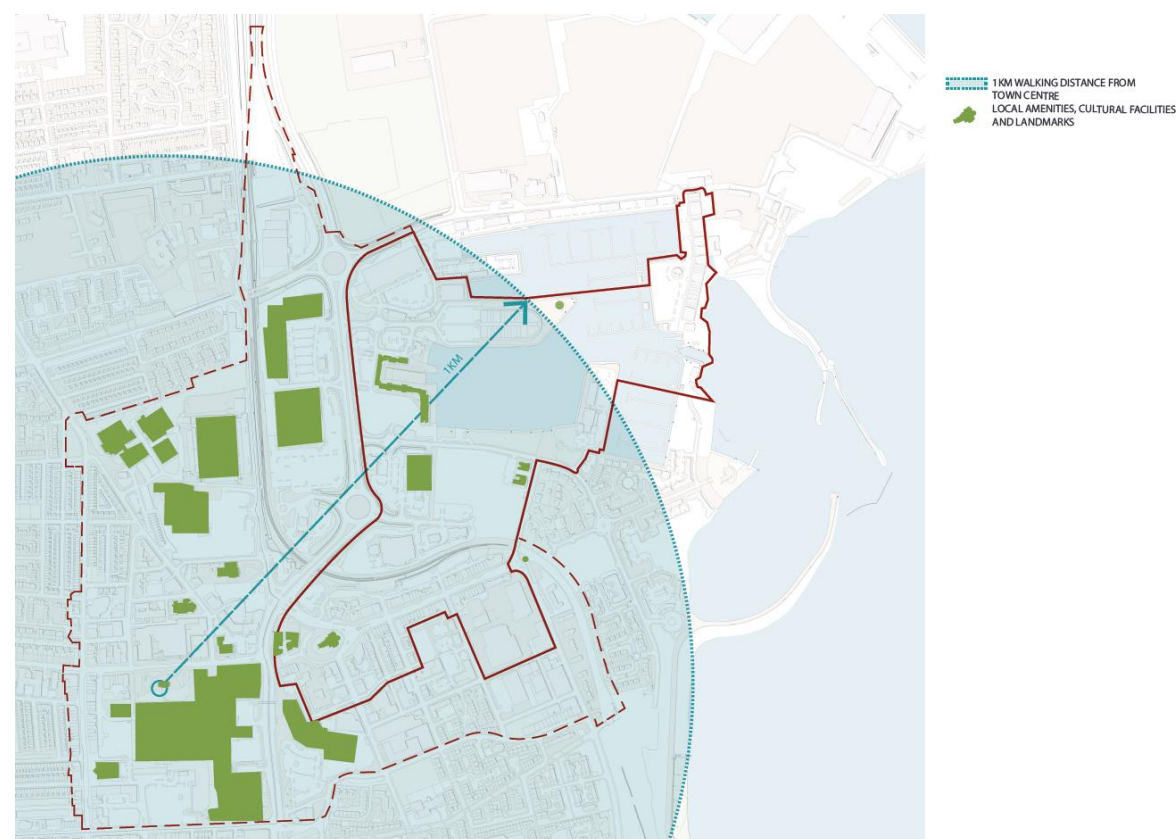


Figure 2.2: Destinations within Easy Walking Distance of Hartlepool Town Centre

2.29 Furthermore, cycle routes to the Town Centre and Waterfront areas are limited in number and fragmented. Improvements are necessary if cycling is to become an important mode and the Town Centre and Waterfront areas are to be fully integrated.

2.30 The public realm in York Road and its junctions with Park Road and Victoria Road is outdated and conditions for pedestrians are poor. Implementing an integrated public realm framework and movement strategy for the Town Centre, building upon the principles contained within this Masterplan, is considered a priority.

2.31 Vehicular access to the Town Centre and Waterfront areas on the other hand is good with only very limited congestion. There is considerable supply of parking in the Town Centre and Waterfront area, over 5,000 spaces, with particular clusters of under-occupancy spread throughout the study area (see Figure 2.3)

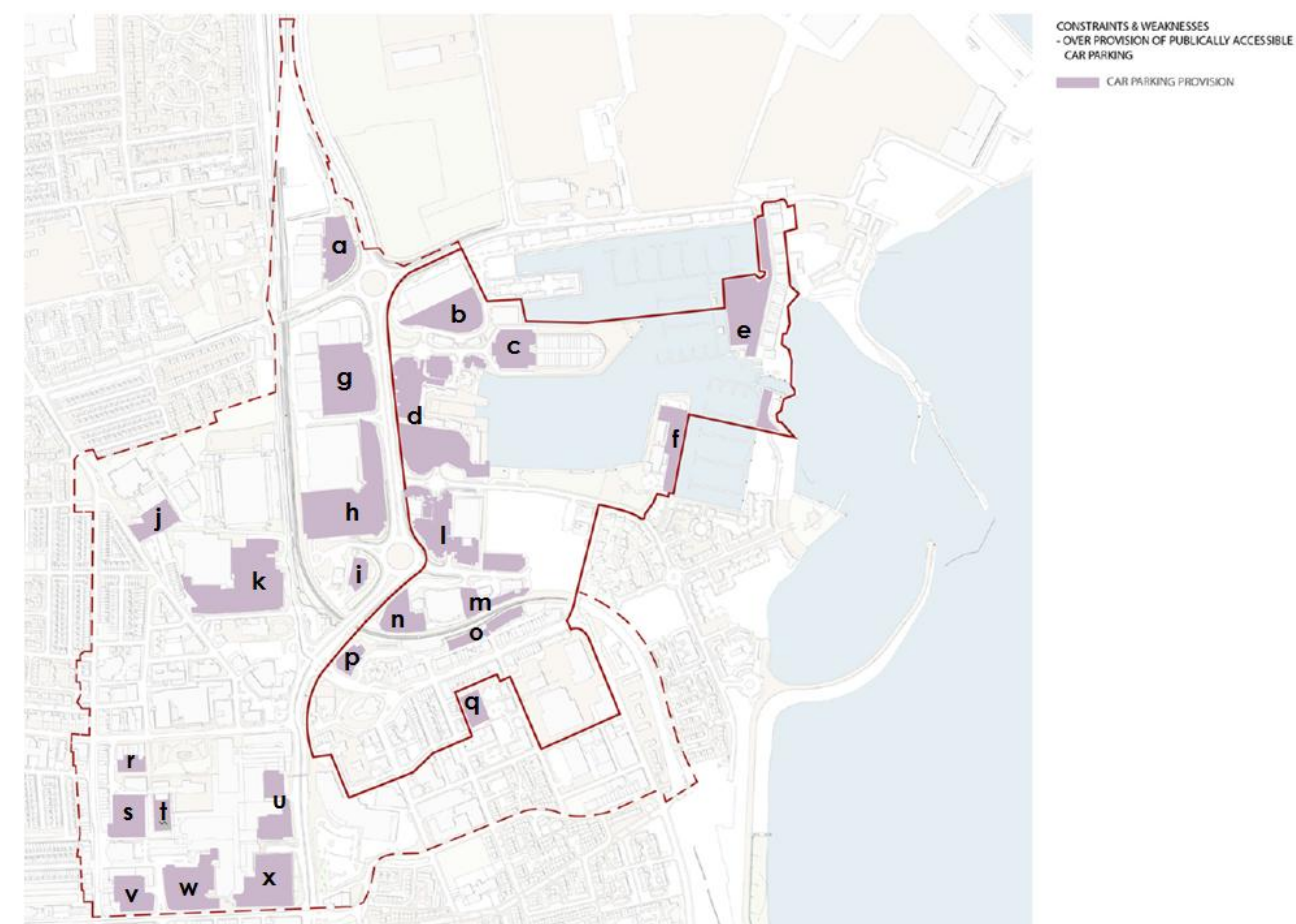


Figure 2.3: Extent and Locations of Car Parks in Hartlepool

2.32 The bus network in the Town is considered comprehensive, although certain areas are poorly served and as with many other towns, evening service levels are basic.

2.33 The primacy of car based movements over pedestrian and cycling modes is to the detriment of the town. This balance needs to be addressed if visiting and using the facilities

is to be a more positive experience. Indeed, it is a priority for new development designs to allow for the integration of public realm with movement patterns. However, it is also important in terms of detailed technical solutions to the day to day operation of the traffic signals around the Town, currently set to maximise vehicular capacity to the detriment of pedestrians and cyclists. Consideration should be given to changing the timings of the signals in the very near future and with wider scale design changes to the junctions in the short/medium term.

Retail

- 2.34 Hartlepool has a large retail offer in the Town Centre focussed around the Primary Shopping Area (PSA). The PSA predominantly comprises the Middleton Grange Shopping Centre. This purpose built shopping mall accommodates mainstream national fashion multiples such as Primark, BHS, and River Island. There is some churn occurring within the Centre with M&S vacating its unit, but TJ Hughes has taken new floorspace. There are a number of food and non-food discount orientated stores located around the indoor market on the upper floor.
- 2.35 The PSA also includes the retail provision along Park Road and York Road which comprises a mix of national names and independent retailers and services. Church Street also offers some local independent shops and services. However, the Street is a particular focus for the evening economy with bars, cafes and takeaways dominating with little daytime activity.
- 2.36 Within the northern part of the Town Centre there are two major supermarkets; Morrisons and Asda. The northern part of the Masterplan Area also includes several retail parks, all located outside the defined Town Centre. These include the Anchor Retail Park, High Point Retail Park and Vision Retail Park. These accommodate a range of tenants, including bulky goods retailers such and some high street names including Argos, Boots and Next. The retail offer in the Masterplan Area is therefore fragmented.
- 2.37 A detailed Retail Study for the Borough was undertaken in the summer of 2014 and identified that there is currently no quantitative or qualitative requirement for the Council to allocate any additional sites for convenience retail (food, drink, newspapers and household goods) over the emerging Local Plan period. The Town has an appropriate network of foodstores with no overriding deficiency in provision.
- 2.38 Whilst the Retail Study identified a quantitative capacity for new comparison retail (clothes, electrical equipment, toys, personal effects etc) provision over the medium to long term period of the replacement Local Plan, there is no requirement for the Council to allocate any sites over the emerging Local Plan period. The need is to focus on the consolidation of the Centre focussing on the quality of the offer rather than further quantitative expansion given the extent of vacancies (in York Road and Middleton Grange Shopping Centre).
- 2.39 There is also a requirement to address current physical constraints in the Town Centre Primary Shopping Area. There is no need or justification for further major out-of-centre provision, given the identified issues within the Town Centre and potential to absorb latent retail demand.

Leisure

Visitor Attractions

- 2.40 The Town has a good critical mass of leisure and visitor attractions relative to its size and its maritime and naval heritage is a key strength of the tourism offering. The Hartlepool Maritime Experience, HMS Trincomalee and the Marina are well visited attractions on the Waterfront.
- 2.41 In 2012 the average number of visitors to attractions in Hartlepool was 65,485, although no paid for attractions exceeded 50,000 visitors. These include attractions spread throughout four locations; The Headland, the Marina, Seaton Carew and Summerhill with most being free of charge.
- 2.42 There are no significant and overriding deficiencies in the commercial leisure offer for the Town. However, it is considered that there are opportunities to promote / enhance the evening economy offer (particularly family orientated food and drink facilities), subject to meeting appropriate planning policy requirements.

Accommodation

- 2.43 According to the AMPM Hotels Database there are 12 hotels within Hartlepool, eight of which have more than 20 bedrooms. The hotel market is weighted towards the lower end, with no four or five-star hotels. In addition to these, there are seven guest houses and four non-serviced accommodation providers in Hartlepool.

- 2.44 The geographical spread of accommodation types highlights that there are concentrations of hotels in Hartlepool Town Centre, Marina and Seaton Carew, while all but one guest house are located in Seaton Carew. There are two self-catering apartments located within the residential developments at Hartlepool Marina.
- 2.45 Recent developments in the hotel sector include a 38 bedroom extension to the Premier Inn Hartlepool Marina (completed in 2013 (bringing total room numbers to 98) and the opening of the 65 bedroom Travelodge Hartlepool Marina in 2012. Both of these hotels are in the Waterfront area.
- 2.46 According to the Hartlepool Economic Assessment 2010/11, contractor business accounts for 60-100% of midweek occupation. Weekend occupancy tends to be lower, with wedding business in summer being the main source of demand.
- 2.47 The Hartlepool STEAM Report 2011 (the latest available data) highlights that the average annual bed occupancy for serviced accommodation was 55%, whilst non-serviced accommodation annual bed occupancy was 36%. This is very low and indicates an oversupply. We are informed that current occupancy at the Premier Inn is roughly 95% due to contractor demand relating to a nearby, offshore wind farm development. It is possible that increases in leisure offer could increase demand but this would be dependent on trend evidence.

Leisure Facilities

- 2.48 There is a relatively good spread of leisure facilities for a Town of Hartlepool's size (see Figure 2.4). However, with the exception of the Yacht Club, Marina and Hartlepool Diving Club, there are no leisure facilities that make use of the water at the Marina.

Leisure Area	Market Provision	Level of Provision
Active Leisure – Indoors	<ul style="list-style-type: none"> Hartlepool Indoor Bowls Centre Six public leisure centres Sports Dome Northern Lights Dance Academy Summerhill Activity Centre Oak Lodge Shooting Ground 	Medium
Active Leisure - Outdoors	<ul style="list-style-type: none"> Abbey Hill Fishing Lake Summerhill Activity Centre Grayfields Sports Pavilion Tees and Hartlepool Yacht Club Hartlepool Marina Trixx Skate Park 	Medium

Sports Venues	<ul style="list-style-type: none"> Hartlepool Football Club 	Medium / Low
Health and Fitness	<ul style="list-style-type: none"> 18 Facilities, including small gyms, community centres and educational facilities 	High
Family Activities / Children's Leisure	<ul style="list-style-type: none"> Mr Twisters Mill House Lane (swimming pool) 	Low
Gambling	<ul style="list-style-type: none"> Two bingo halls 	Medium
Live Entertainment / Music, Concerts and Festivals	<ul style="list-style-type: none"> Town Hall Theatre Borough Hall The Studio Flix 	Medium
Nightclubs	<ul style="list-style-type: none"> Five nightclubs (four around Church Street) 	High
Cinema	<ul style="list-style-type: none"> Vue Cinema 	Medium / Low

Figure 2.4: Leisure Provision Assessment

- 2.49 There are a number of leisure developments proposed in the wider Tees Valley area, including Middlesbrough Sports Village (under construction) and a new Snow Dome at Middlehaven. These will soak up demand for these types of facilities.

Wider Leisure Trends

- 2.50 Research by Savills indicates that nationally consumer leisure spending has remained resilient through the downturn and is expected to grow at a rate of 1.3% per annum over the next five years. Leisure growth is strongest in the cinema, restaurant and health and fitness sectors. There is, however, an enhanced focus by consumers on value for money and discounted offers on leisure pursuits. Savills also highlight that leisure investment volumes rose by 30% in 2013, whilst the lack of available stock was likely to be an issue in 2014.
- 2.51 Changing demographics are one of the key implications for the UK leisure industry moving forward. Visit England note that the 'squeezed middle generation' (those aged 35-49 in 2020) will be time poor. Constraints on leisure time act as a disincentive to participation in time-consuming, active leisure pursuits but shortened formats and more accessible venues could address this. Furthermore, active leisure pursuits can benefit from an ageing population structure because many of them are not excessively demanding physically and because older adults are increasingly developing tastes for adventure sports and active lifestyles.

2.52 Families are now seeking bonding experiences around activities once seen as exclusively 'youthful' such as music festivals, video games or online social networking.

Restaurant Supply

2.53 The Eat in Hartlepool Guide identifies 68 restaurants in the town (excluding cafes, fast food and takeaways) with a range of cuisine types. Most of the restaurants are clustered along Church Street and at the Marina.

2.54 According to Allegra Foodservices, the UK eating out market was expected to grow by 3% in 2014 to £82.5 billion. This is the highest level of growth since the recession and is driven by emerging fast food concepts, coffee shops and further growth of the street food movement. Around 19 million adults in the UK now eat out regularly.

2.55 It is expected to continue growing to £90 billion by 2018. This growth is expected to be driven by branded restaurants, pubs and coffee shops, with the number of outlets due to grow from 326,145 to 337,000 by 2018. Conversely, the number of independent restaurants is expected to decline by 1%.

Visitor Statistics

2.56 The following table (Figure 2.5) details the volume and value of tourism to Hartlepool, Tees Valley and the North East region for 2010 and 2011 (the latest available data).

	Hartlepool		Tees Valley		North East	
	2010	2011	2010	2011	2010	2011
Staying Visitor Numbers (m)	0.408	0.413	2.207	2.229	8.677	8.788
Staying Visitor Days (m)	0.911	0.924	4.863	4.926	23.037	23.602
Day Visitors (m)	2.847	2.772	16.095	16.014	73.445	74.800
Total Economic Impact (m) – index to 2011	132.219	130.641	714.008	713.774	4,199.620	4,249,211

Source: Hartlepool Council

Figure 2.5: Volume and Value of Tourism to Hartlepool, Tees Valley and North East England

2.57 All three areas showed similar trends for staying visitors, with both numbers and days increasing between 2010 and 2011.

2.58 The number of day visitors and total economic impact decreased between 2010 and 2011 in Hartlepool and Tees Valley, whereas there was an increase throughout the North East Region. When the Tall Ships Race was held in Hartlepool in 2010 it attracted a large number of day visitors and may explain this.

2.59 The figures highlight the reliance on day visitors to Hartlepool and the region. 87% of visitors to Hartlepool in 2011 were day visitors and this increases to 90% across the North East region. We are informed that around 90% of visits are predominantly between Easter and October, highlighting that seasonality is an issue for Hartlepool.

Assets and Liabilities

2.60 Hartlepool currently has a range of strengths, weaknesses, opportunities and threats which were identified in the baseline research work that was undertaken in preparing the Masterplan. These findings are set out in detail in the Baseline Report following site visits, desktop analysis and considering consultation feedback. It is useful to consider these items as they need to inform the process of change for the Masterplan Area. The findings are summarised below.

Strengths

2.61 **Retail offer** – Hartlepool has a large retail offer for the size of the settlement with Middleton Grange Shopping Centre being the third largest covered shopping area in the North East. It also has a varied local independent provision as well as retail warehouse parks and a commercial leisure offer.

2.62 **Popular visitors attractions** – Hartlepool has a number of successful visitor attractions including the Marina, HMS Trincomalee and the Hartlepool Maritime Experience which draw visitors to the Town. Events such as Tall Ships Race in 2010 focussing on the maritime history of the town help to attract additional visitors as well.

2.63 **Coastal location** – Hartlepool benefits from a coastal location with positive outlooks to the Headland and the Marina which provides a competitive advantage compared to other settlements. It also includes the Seaton Carew sea front resort.

2.64 **Maritime history** – Hartlepool has a strong maritime history which creates a sense of identity for the Town which can be built upon. It has a strong heritage of shipbuilding up to the 1960s and the Port of Hartlepool continues to be a thriving employer in the Town. The maritime heritage is recognised through the Hartlepool Maritime Experience which is closely located to the successful Marina. Initial discussions have been held with the National Museum of the Royal Navy (NMRN) North about involvement at the Waterfront, including a new visitor offer. This would represent a truly transformational project for Hartlepool and is considered further in subsequent sections.

- 2.65 **Available development sites** – There are a number of key development sites that are vacant and/or available for development in prominent and desirable locations within the Masterplan Area including Jacksons Landing, Trincomalee Wharf and the former Lynn Street Depot. There are also a number of car parks which are under-utilised which provide opportunities to deliver new development to create a positive change in the environment.
- 2.66 **Architectural heritage** – There are a lot of historic buildings in the Masterplan Area that contribute to the attractiveness of Hartlepool including Christ Church, the Grand Hotel and the Wesley Methodist Chapel. The Church Street Conservation Area in particular has a number of key buildings such as Christ Church which are of particular value. However, care needs to be given to the treatment of these buildings and their settings.
- 2.67 **Good transport connections** – Access to Hartlepool is not an issue. By road it is largely local trips and it is well connected by rail to the region and beyond which allows for visitors from outside and local residents to have easy access to the Masterplan Area.

Weaknesses

- 2.68 **Retail offer** – Whilst retail is a strength, the Town has a constrained catchment and there are a significant number of vacant units within the Town Centre PSA and a lack of higher order national and international fashion brands. There is an increasing concentration of discount orientated retail provision within Town Centre PSA and severance of the Town Centre PSA from retail (foodstores / retail parks) leisure (cinema) and tourist destinations (Marina etc.). There is a lack of family-orientated national chain restaurants. The standalone Vue cinema and the restaurant provision at the Marina is too distant. Middleton Grange Shopping Centre is not integrated with the traditional Town Centre PSA streets and has a negative external environment (visually 'dominant' and it turns back on many surrounding uses) and is impermeable.
- 2.69 **Connectivity** – A key weakness in the Masterplan Area is the level of connectivity. The A179 and A689, and the railway line create strong barrier between the east and west parts of the Masterplan. This particularly restricts pedestrian movements within the Masterplan Area and discourages people from moving around the Area.
- 2.70 **Physical environment** – There are some areas of the Masterplan Area where the physical environment is in need of improvement such as areas of Church Street and surrounding Middleton Grange where activity should be introduced to add vibrancy.
- 2.71 **Duration of stay** – The lengths of stay of visitors in the Masterplan Area are currently short and focussed on single destinations and not potential linked trips. For example, visitors come to attractions like the Hartlepool Maritime Experience by coach and leave by coach without visiting other attractions in the Area. This is linked to the poor connectivity within the Masterplan Area.
- 2.72 **Effect of car parking** – Whilst a generous provision of car parking can be considered to be an advantage the over provision of car parking in Hartlepool creates a breakdown in urban character, live frontage and enclosure of streets and neighbourhoods. The Town thus suffers in terms of its cohesiveness.

Opportunities

- 2.73 **Land ownership** – A large proportion of the land in the Masterplan Area is owned by the Council including key sites like Jacksons Landing. This provides the ability to control and deliver development and public realm improvements at key locations throughout the Masterplan Area.
- 2.74 **Potential for regional/national attractions** – Hartlepool has a strong maritime heritage that could be further built upon to develop additional attractions of regional or national importance to attract people into the Masterplan Area.
- 2.75 **Building on education and skills** – The recent completion of Hartlepool College of Further Education's major new building at Stockton Street and the proposals to redevelop and expand the CCAD in the Church Street area offer the opportunity to develop an Innovation and Skills Quarter. Based around a revitalised Church Street area this would create an environment conducive to attracting and retaining skilled creative and technology individuals to Hartlepool as a place to learn, live and work.
- 2.76 **Public realm and built form improvements** – Hartlepool has a number of positive areas of public realm such as Church Square and Victory Square which can be further improved as vibrant public areas. It is considered there is potential to create more active frontages from Middleton Grange to Victory Square and there is potential for the improvement of the pedestrian environment of Church Street to introduce a new area of public realm.
- 2.77 **Creating a step change for retail provision** – There is a critical mass of retail and leisure operators to potentially attract additional operators to the Town Centre. The focus needs

to be on improving the quality of the offer and the retail experience. There are opportunities for improved marketing / promotion of the Town, including 'digitisation' of the High Street (Wi-Fi etc.) and to qualitatively distinguish the Town Centre offer. Physical intervention works could reintegrate Middleton Grange Shopping Centre with wider Town Centre PSA alongside opportunity sites around Marina and Tourist destinations which could develop complementary attractions. Enhanced linkages between Town Centre PSA and edge / out-of-centre retail, leisure and tourist destinations would create a more coherent circuit. There is also potential to address the existing deficiency in family-orientated national restaurant chains around the Vue Cinema.

- 2.78 **New and improved movement networks** – There are numerous potential opportunities to improve pedestrian and cycle connectivity through the Masterplan Area. There are opportunities to review car parking arrangements, improve or introduce new pedestrian crossings to reduce the barrier effects of the A179 and A689 in particular, and develop pedestrian and cycle routes around the Masterplan Area linking key sites and destinations. It is also important that connectivity is considered from across the town to the Masterplan area. **Threats**
- 2.79 **Competition from other centres** – Other centres in Tees Valley and beyond will also be seeking to reinforce and enhance their retail, leisure and town centre economies and this could attract people and businesses from the Hartlepool area.
- 2.80 **Not delivering an integrated solution** – The short term programme of investment is largely within the control of the Council working with other interested parties. Many of the issues are localised in nature and can be remedied locally, particularly around public realm and movement. When the transformational projects are considered; however, which will fundamentally change the demand dynamic, these need to be planned for now.
- 2.81 **Deliverability of proposals** – Whilst the property market is recovering funding and developer appetite is still constrained it is essential that proposals that are developed in the Masterplan are robust. Should the market recovery stall or funding opportunities be curtailed this could put opportunities at risk.

3. Masterplan Framework

3.1 The Masterplan is built up from many layers of analysis that encompass the socio-economic, the physical and the policy landscape. The detailed analysis is contained in the Strategic Framework Baseline Report that informs the Masterplan.

3.2 The Assets and Liabilities outlined in the previous section demand specific responses. The purpose of this section is to detail in a thematic sense, a series of integrated 'strategies' in support of the Masterplan delivery. These strategies incorporate the following:

- Leisure Destination Strategy;
- Live, Work and Play Strategy;
- Retail Revival Strategy; and
- Physical Strategy.

3.3 The Physical Strategy breaks down into a series of component integrated sub-strategies and approaches:

- Public Realm Strategy;
- Movement Strategy;
- Reinstating the Historic Hartlepool Grain;
- Key Development Sites; and
- Improving Physical Appearance of Buildings.

Leisure Destination Strategy

3.4 Tourism is a key sector of Hartlepool's economy. This is reflected in the local Economic Regeneration Strategy (2011-2021) which states that one of the five objectives is 'to boost the visitor economy'; both in terms of visitor numbers, and more significantly, visitor spend.

3.5 There is excellent scope to expand and enhance the tourism and leisure offering within Hartlepool. The Town has a good critical mass of attractions relative to its size. Maritime and naval heritage is a key distinctive strength of the tourism offering.

3.6 At the forefront of this is the Hartlepool Maritime Experience (HME); the flagship attraction in the Town. Whilst HME remains an important attraction, it faces the challenge of refreshing and revitalising its offer in terms of its exhibition and attractions to help maintain and improve visitor numbers.

3.7 The opportunity arising from the NMRN affiliation, and potential subsequent proposals for a regional museum (NMRN North) present an excellent opportunity to enhance and 're-launch' the Waterfront area as a nationally significant visitor destination. These proposals should continue to be supported by the Council.

Visitor Accommodation

3.8 Hartlepool's accommodation sector is largely weighted towards the budget end of the market reflecting market demand. Occupation figures indicate that the supply of accommodation in Hartlepool is sufficient for current demand levels. The Masterplan therefore recommends that future hotel development is reactive to increases in demand drivers, such as increases in business opportunities and further visitor attractions.

Food and Drink

3.9 There is a reasonable variety of restaurants and there is a clustering of attractions at the Marina. However, we note there is a lack of family-orientated national branded restaurants that needs to be addressed. Appropriate policies to promote / enhance the evening economy offer (particularly family orientated food and drink facilities) should be promoted (in accordance with appropriate planning policy tests). These should be balanced with the need to protect and enhance independent establishments to ensure that there is a mixed food and drink offer across the Town. Again, as the major transformational projects take hold at the Waterfront, it will hold that restaurant and café culture will require bolstering from the current offer.

Promote the Waterfront

3.10 Hartlepool Waterfront is one of the most prominent tourism and leisure destinations in the region. However, large areas of it, including Jacksons Landing and Trincomalee Wharf, as well as the water space, are hugely underutilised.

3.11 Hartlepool Marina has been trading since the 1990s when it played a central role in the original regeneration of the dock area. It is a modern, full service marina and offers its boat

owners a full and complete range of services. However, the Marina needs refreshing and the owners fully understand that investment will be required to modernise the operation, and in some cases, bring it up to the latest standards.

- 3.12 The Waterfront location, existing access to the water, its previous use of hosting on the water events and pleasant backdrop, including the HMS Trincomalee, all suggest that the area could be promoted as a water events destination.
- 3.13 Active leisure, and in particular, water sports, is one of the fastest growing leisure sectors in the UK. There are opportunities to extend water-based events using existing clubs and infrastructure, such as integrating the Yacht Club more closely with the Marina activities and making it more appealing. This could involve developing club sailing, youth sailing, yacht regattas and dinghy regattas.
- 3.14 Support should be given to proposals being considered by the Marina. The Hartlepool Marina management team have hosted a number of water events which have been relatively popular and successful in activating the water space. They have aspirations including operating regular passenger rides on inflatable Thundercat boats and developing cable tow systems for water skiing in the Dock and are willing to investigate potential business cases further with support from the Council. The Marina operators therefore provide a focus for promoting water activities and are a key stakeholder in activating the Waterfront.
- 3.15 Building on this success a joined up long term strategy should be developed by the Marina and Council in collaboration. This would help to create better and repeatable activities and events that could have a major role to play in increasing Hartlepool's status as a leading tourism and leisure destination.
- 3.16 Promoting the Waterfront as an events destination will also attract landward tourists to the Waterfront and nearby restaurants as day visitors. Furthermore, an appropriate events programme should encourage more repeat visitors to Hartlepool.
- 3.17 Portsmouth is an example of a comparator destination which has successfully developed a range of international sailing and maritime events, including the International Festival of the Sea, the Cutty Sark and the Volvo Ocean Race. Hosting such events can be viewed as a 'catalyst' in helping to promote Hartlepool as a leading visitor destination.

- 3.18 An important factor in promoting the Waterfront will be to enhance the accessibility, particularly for walkers and cyclists, and enhancing the quality of areas of the public realm. This should result in it becoming a more attractive area to visit for both residents and tourists and become much more a part of a wider 'circuit' route.

Continue to Utilise the Maritime Heritage

- 3.19 Hartlepool is steeped in maritime heritage and it has helped to define and shape the Town's history to the present day. Since the Middle Ages when a harbour was developed at Hartlepool, and it became a port for the Bishop of Durham, maritime activities have been very important. Whilst the port declined by the 18th Century the main industry was predominantly fishing and still heavily maritime based.
- 3.20 By 1913 Hartlepool was one of the three busiest ports in England with 43 ship building companies located in the Town. Between 1836 and 1963, 11 individual ship building companies built a total of nearly 2,000 ships, with over half coming from just one yard – William Gray & Co. which made over 1,100 ships between 1874 and 1963. The closure of shipyard heralded the end of shipbuilding in the Town.
- 3.21 Despite the cessation of ship building in the Town the Port of Hartlepool continues to operate successfully under the stewardship of PD Ports and the maritime heritage is now the focus of tourism and visitor attractions. The Hartlepool Maritime Experience and HMS Trincomalee based around the Historic Quay are major tourist destinations as is the overall Marina area.
- 3.22 HMS Trincomalee which was built in Bombay, India in 1817 was brought to Hartlepool in 1987 as a shell and was finally restored in 2001 and provides the main attraction of the Historic Quay for visitors. Alongside the Maritime Experience which opened in 1994 and includes the PSS Wingfield Castle, a restored steamer, it provides an insight into the marine heritage of the Town. These key visitor attractions and the maritime history of the Town also helped to attract the Tall Ships Race to Hartlepool in 2010.
- 3.23 Given the importance of the maritime history to Hartlepool it is important that it should continue to underpin and inform the future leisure development of the Town. It helps set the Town apart from other locations. The established attractions offer a unique selling point which can be reinforced and enhanced alongside the continued maritime related employment in advanced manufacturing at the Port of Hartlepool.

Create a Museum Quarter

- 3.24 While the HME remains an important visitor attraction for Hartlepool, it is in need of revitalisation. The current offering does not encourage repeat visits and the Waterfront area is viewed as no more than a half-day attraction, with few facilities to encourage further dwell time. The opportunity arising to enhance the offering with the proposals for the NMRN North will help to overcome these issues.
- 3.25 The Council and NMRN have both gained Committee and Board approval to develop a NMRN-North facility, integrating the site into a single site operation, developing new gallery space, dynamic displays, events and other commercial activity on site. It is forecast that paying visitors will triple over a six to seven year period. The new attraction will be formally launched in April 2016. However, NMRN will be bringing temporary exhibits to the site, which will hopefully include major exhibits to be displayed in the car parking area. The Imperial War Museum North in Salford is an ideal example of how to create a successful regional branch of a national museum. The mix of permanent and temporary exhibits encourages repeat visits from both tourists and local residents. The establishment of a major national brand in the tourism sector will be a major catalyst for supplier chain development and will act as a key anchor investment within the Waterfront development site.
- 3.26 With this developing tourism offering at the Waterfront in the form of the HME, the Museum of Hartlepool and the NMRN should allow for the opportunity for the area to become a 'Museum Quarter' with an enhanced offering. Creating a clustering of attractions has proven to be a positive development in several locations in the UK, including Portsmouth where they have created several attractions under one banner – "Portsmouth Historic Dockyard". Similarly, Hull has created a dedicated Museum Quarter which aims to encourage more visitors to stay longer, and consequently, spend more money (objectives that are shared with Hartlepool).
- 3.27 Further to the NMRN North, the proposals for a science and discovery centre at the Marina - the STEM (Science, Technology, Engineering and Mathematics) Hub – are positive. Developing it at the Waterfront will help to create a Hub of museums and visitor attractions, along with the NMRN North and Museum of Hartlepool.

- 3.28 The clustering of attractions at the Quarter should also encourage demand for greater ancillary facilities such as food and drink establishments. This will help to act as a catalyst for new investment and development around the Waterfront.
- 3.29 In summary the key focuses for leisure investment are set out below in Figure 3.1.

Opportunity	Comments
Development of a National / Regional Museum	<ul style="list-style-type: none"> The proposal for a NMRN North is very positive for Hartlepool and is one that should continue to be supported by the Council. Maritime heritage is a strength of the Town's tourism offer and this development will help to build on this. Although HME has been a success since opening over 20 years ago, it is in need of rejuvenation as it has remained largely unchanged. The NMRN North proposals could involve a rotation of temporary exhibits and exhibitions which should create repeat visits particularly from local residents. The Imperial War Museum North at Salford Quays is an excellent example of developing a regional outpost of a national museum and can act as a benchmark for development of NMRN North. Although the spatial requirements of the NMRN North have not yet been determined, a suggestion would be to either use the Museum of Hartlepool to provide exhibit and exhibition space (and developing a new site for the Museum of Hartlepool at the Marina) or extending HME to create a new flagship building for exhibit and exhibition space, ideally at Jacksons Landing.
STEM Hub	<ul style="list-style-type: none"> The opportunity to develop the STEM Hub at the Marina is positive. Developing it at the Waterfront will help to create a Hub of museums and visitor attractions, along with the NMRN North and Museum of Hartlepool. This will in turn encourage people to stay at the Marina for longer and spend more; a key objective for the Council.
Water Based Activities	<ul style="list-style-type: none"> There is potential scope to develop water based activities and attractions through Hartlepool Marinas operations. Given the location, it would seem feasible to develop a water-based leisure activities and attractions. Active leisure, and particularly water sports, is one of the fastest growing leisure sectors in the UK. Any proposals would need to consider other water-based attractions in the North East (such as the Tees Barrage International White Water Centre) and provide something unique. Centres such as Pinkston Watersports have been developed to encourage participation and develop a skills base, particularly amongst youths in disadvantaged areas. This could be examined in Hartlepool and may help in regards to obtaining funding based on increased participation and integration within the wider Hartlepool and Teesside area. On the water events organised by Hartlepool Marina have been relatively successful and should be encouraged and expanded. Developing more dedicated water-based activities could help them to build on the success. The ideal location for associated land based space for such uses would be at either Jacksons Landing or Trincomalee Wharf as these are the largest potential development sites with water frontages (although recognising the Marina's ownership of land on the immediate water's edge) and likely to have the greatest associated footfall once redeveloped. This will increase the potential for patronage and linked trips. There are also opportunities to enhance water-based events using existing clubs and infrastructure, such as integrating the Yacht Club more closely with the Marina activities and make it more appealing. This could involve developing club sailing,

Opportunity	Comments
	<p>youth sailing, yacht regattas and dinghy regattas.</p> <ul style="list-style-type: none"> There may be opportunities to explore developments that have not been done anywhere else, including lighting the vacant water space and create night time water sports, such as canoe polo, sailing, building a static ski tow for wakeboarding, radio control power or sail boats. The business cases for such activities should be investigated by the Marina and Council inline with their aspirations.
Investment in Access and the Public Realm	<ul style="list-style-type: none"> Large parts of the Waterfront area are not visitor friendly and lack adequate pedestrian and cycle access. Connecting these areas through enhanced walking and cycling routes should be seen as an important development. Alternative types of transports, such as water taxis, could also be considered to help connect HME with the Marina. Large areas of the public realm throughout the Waterfront area are in need of improvement. This should be viewed as a key component in creating an all-round quality destination. Creation of a parkland setting, which also helps connect the Waterfront with other areas of the wider Masterplan Area, could be considered. The Helix at Falkirk is an example of how a former brownfield site has been developed into parkland with the added benefit in improving walking and cycling access. There is a requirement for a comprehensive access, footpaths and cycle route plan.

Figure 3.1: Leisure and Visitor Opportunities in Hartlepool

Live, Work and Play Strategy

3.30 The Masterplan must improve Hartlepool for local people. It is critical that socio-economic improvements are made as well as environmental ones.

Creating Residential Environments

3.31 The Masterplan not only seeks to attract people into Hartlepool to visit, but it is also about encouraging people to live in the area and also the wider borough. There was strong feedback in the consultation exercises that the Masterplan should help to introduce more residential opportunities into the centre of Hartlepool.

3.32 Introducing new residential opportunities as components of key development sites should allow for a range of house types to be provided. These should range from traditional semi-detached and short terrace housing (Mill House), modern Waterfront apartments (Trincomalee Wharf), conversions to flats above shops (York Road and Church Street), and student accommodation. This range of uses would help to offer accommodation options to a variety of types of people from first time buyers, young professionals and students.

3.33 It is important to have residential elements within the Masterplan Area, not necessarily as a dominant land use but as part of a mix of uses that add to vibrancy of locations. Having residential development in key locations can extend the activity in the Masterplan Area

throughout the day and into the evening. Residential and other uses should only be co-located where they do not compromise each other.

Improving Recreation Experiences

3.34 The Masterplan Area offers important opportunities to improve the recreational offer of Hartlepool. This can help to encourage greater activity that will benefit health and well-being. The Masterplan looks to deliver opportunities for healthy lifestyles including promoting active travel opportunities (walking and cycling) and physical activity, and provides quality open space and opportunities for play, sport and recreation.

3.35 The Masterplan Area is compact enough to walk and cycle around but the current environment does not encourage people to do this as much as they could or should. Improving the connectivity within the Masterplan Area by removing barriers, enhancing and providing new connections, and improving the quality of the public realm will help to improve the enjoyment of spaces. This will help to encourage greater pedestrian and cycle movement through the Masterplan Area.

3.36 In particular, it is proposed to encourage cycling through the establishment of a Cycle Hub on the Waterfront, ideally as part of one of the buildings in the redevelopment proposals at Trincomalee Wharf or Jacksons Landing, with facilities aimed at cyclists including potentially a cycle shop, service centre, and café. Opportunities to improve cycle parking and facilities for cyclists (e.g. secure storage and shower facilities) will also be promoted through development opportunities throughout the Masterplan Area.

3.37 It is envisaged that the Cycle Hub would provide an urban facility to complement the facility at Summerhill Country Park and Outdoor Nature Reserve where the Council already offers free cycle repair services. The new Hub could be similar in style to the successful facility in the Ouseburn in Newcastle upon Tyne which serves recreational and commuting cyclists. This facility fulfils a number of roles including being:

- A cafe to meet or drop in for refreshment;
- A place to start, finish or stop on a bike ride;
- A place to get your bike serviced, repaired and buy accessories;
- A variety of good quality hire bikes – ranging from half a day up to several days;
- A place to hold a meeting or hire for a small function;

- A place to access training in cycle maintenance; arrange cycling lessons and guided day rides in association with organisations like Sustrans;
 - An information point for all things cycling in Hartlepool including about cycle routes;
 - A home for local cycling related businesses; and
 - Part of the community working with other Waterfront businesses and organisations.
- 3.38 It would be a social enterprise linking the Council's successful involvement in cycle repairs with other cycle partners and related businesses in a prominent location to maximise interest and cycling opportunities. The nature of the operations would lend itself to support from public funding opportunities, particularly those which encourage sustainable transport.
- 3.39 Areas of quality public realm such as new park areas will be provided at key locations (for example at Jacksons Landing and at Trincomalee Wharf). The local network of high quality and well managed spaces will create an urban environment that is attractive, clean and safe. These improvements will help to encourage people to spend more time at in the Masterplan Area and to make it more enjoyable to spend personal time in the Town.
- 3.40 The Masterplan seeks to improve the quality of the indoor leisure and recreation offer by seeking to relocate Mill House to the Town Centre. It is proposed to provide a replacement for the current Mill House Leisure Centre adjacent to Middleton Grange Shopping Centre where there are good public transport connections, opportunities for linked trips to the Shopping Centre and plentiful car parking. This will provide state of the art facilities to help promote healthy living for all ages.
- 3.41 The relocation will have a number of key benefits including:
- Wider economic benefits – locating the Leisure Centre adjacent to Middleton Grange will introduce more people into the Town Centre and increase the chance of them spending money in shops and cafes on their visit. This expenditure will help support new jobs and to attract quality retailers to Hartlepool.
 - Environmental improvements – the redevelopment of the site adjacent to Middleton Grange will replace an area of surface car parking and be part of improvements to the approach to Middleton Grange from York Road. It will also facilitate the improvement of the environment at the redeveloped Mill House site.
- Health and wellbeing benefits – providing a new Leisure Centre in a more central accessible town centre location could encourage greater participation in sport. This will help to improve the health and wellbeing of more people in Hartlepool.
 - Energy efficiency savings – the provision of a new thermally efficient and highly sustainable leisure centre will reduce energy consumption, CO2 emissions and running costs for the Council.
 - Maintenance and improvement savings – increasing maintenance and improvement costs for the ageing Mill House would be avoided and money invested in providing a new Centre.
 - Sustainable location – the relocation of the Centre will bring it closer to the focus of public transport connections in the Town with the majority of bus services operating in the Town Centre stopping on York Road and/or Victoria Road.
- 3.42 As car parking is free at Mill House at certain times it is important to maintain such an offer. In other town centre locations where car parking charges are levied the ticket machines nearest the Leisure Centre the machines issue a 'double ticket'. Half is displayed in car as normal to demonstrate payment to the parking warden. The other half is taken to the Leisure Centre where the cost of the parking is then deducted from any admission or other charge. Hence, there is no net cost to the user if they use the Leisure Centre albeit they would have to pay at the machine initially.
- 3.43 The issuing of double tickets like this to receive a refund at a leisure centre or shop is quite commonplace. For example, it operates at Wilmslow Leisure Centre which is in the town centre, and is considered to be a pragmatic approach to ensure adequate free car parking is available for people using the new Centre. Given the quantity of car parking available at Middleton Grange and that it operates below capacity it is considered that the additional vehicles coming to the Centre could be accommodated and would improve utilisation rates of the spaces in the car parks.
- ### Create an Innovation and Skills Quarter
- 3.44 A key component of the Masterplan and the Live, Work and Play Strategy is to develop an Innovation and Skills Quarter focussed around the reinvigoration of the Church Street area. This is in line with the Council's Creative Industries Strategy for Church Street. The presence of both Hartlepool College of Further Education and CCAD provide a solid base for developing the Quarter.

- 3.45 The development of a new Campus for the CCAD on the Council's current Lynn Street Depot and the replacement of the College's existing main building at Church Square will support its continued growth and act as anchors for the two ends of the Quarter. With funding secured to deliver the redevelopments it is important that the catalytic effects they could have on the Quarter are supported, encouraged and ultimately realised.
- 3.46 CCAD's aspirations to grow its Higher Education offer over the short to medium term (900 undergraduates by 2017 and 1,500 by 2025) will also require the provision of increased student accommodation. Attracting students from outside the area is an important component for this growth and student accommodation will be encouraged at the Lynn Street Depot and within the Quarter. Having students who are resident and learning in the Quarter will increase footfall on Church Street and in the Masterplan Area. This will help introduce more activity and spending power within the Masterplan Area.
- 3.47 A key to the success of the Innovation and Skills Quarter will be the retention and attraction of talent and encouraging innovative and creative entrepreneurs to develop their businesses in Hartlepool. Further LGF funding was secured in January 2015 to help create small scale, high quality workspace and studios in the Quarter. Such approaches elsewhere in the country in the Creative Quarter in Nottingham and the Engine Shed in Bristol have successfully demonstrated that providing support for innovative and creative businesses can have significant economic benefits.
- 3.48 Linkages to the College's can be a substantial driver for the Quarter. The links between education and creative industries is evident in the case studies identified. These focus on the relationships between education centres and the energy and excitement that they can support and drive in new enterprises. Ravensbourne College in London enjoyed success in creating a Digital Media Innovation Consultancy (DMIC) to support the media and technology industry. This project which was financially supported by the European Regional Development Fund supported 542 local businesses, safeguarded 71 jobs, created 23 jobs and increased GVA by £2.78m over the project duration.
- 3.49 Both the principles of the Engine Shed and DMIC project could be replicated in the ISQ with CCAD and Hartlepool College of Further Education working closely with new start-up and SME businesses being accommodated in attractive and refurbished workspace in Church Street. This would help entrepreneurial businesses start, develop and grow through a collaborative and supportive relationship with two major institutions in the Town in close proximity. It would also create a symbiotic relationship to identify and plug skills gaps in emerging talent.
- 3.50 The creation of the Quarter with enhanced physical environment and commercial floorspace, coupled with a supportive culture would help to improve perceptions of Hartlepool as a place to live and work for pre-start, micro and Small and Medium-sized Enterprises (SMEs) in the fields such as design, advanced manufacturing and digital media. They can then grow in the Town and contribute the local economy and the community.
- 3.51 Building on the connections and proximity to the two education providers in the Quarter and the emerging advanced manufacturing sector in Hartlepool it will help to create the conditions for innovation and supplying skilled workers. The education providers can help to provide technical and vocational skills as well as motivated students who can progress in to business and undertake placements. If retained in Hartlepool these people can be crucial to innovation, investment and commercialisation of ideas and products. These could particularly tie in with advanced manufacturing and the digital/creative growth sector of the Tees Valley economy.
- 3.52 A successful Innovation and Skills Quarter will have wider spin off benefits including increasing local employment and spending power in the local economy and assisting to raise the profile of the Town as a place to live, work and invest in. It will help create ancillary cafes and shops in the Church Street area with greater activity during the day than at present. Similar successful schemes in Nottingham and Sheffield provide exemplars of how the character and atmosphere of an area can be utilised to make an area successful and create a high quality reputation and brand. This is through re-use of buildings and improving the public realm. The ISQ offers the opportunity to do this in Hartlepool building on the heritage of Church Street and the brand of the ISQ to create a destination area in not only the Town but the North East.
- 3.53 Whilst the area will have to be accessible, safe, dynamic, characterful and enjoyable with the best infrastructure for occupiers and users it is also important to appreciate that the creation of such a Quarter is not simply a physical investment in creating quality affordable property and public realm. It also requires a more multi-dimensional approach that treats businesses and occupiers as key strategic assets. The needs of businesses for collaboration and networking opportunities to exchange knowledge and for support from the Council are intrinsic to the long-term success of the Quarter. To help achieve this a Creative

Network has been established to help guide the development of the Quarter including UK Trade and Industry (UKTI), Digital City, CCAD and creative businesses. This will look to the successful approaches adopted elsewhere in the country such as The Shed in Bristol, the Creative Quarter in Nottingham and the DMIC project at Ravensbourne College which have all flourished. Support services are key elements to the success and added value of the projects. Encouraging partnership arrangements between the public, private and third party sectors is important to build a creative business eco-system.

- 3.54 The establishment of workspace in Church Street needs to be collaborative with a glue to bind them. This could be in the form of business support and light touch management structures such as in Nottingham. It is critical that the Council uses floorspace under its control and knowledge to ensure that management and support services are located in Church Street for at least an inception period to attract and support businesses, and that these can then be self-sustaining.
- 3.55 The Council will carefully manage the Quarter to support companies as they mature into higher value organisations which can continue help Hartlepool develop and grow economically. Key stakeholders and partners in the venture will be important but the approach to 'strategic asset management' is one in which dedicated expertise is also required.

Creating Employment Opportunities

- 3.56 In addition to the creation of the Innovation and Skills Quarter the development of other key sites and projects and the operation of the new attractions and businesses will create significant employment opportunities either through direct employment or indirectly through supply chains in the wider area. It is critical that these opportunities are maximised to benefit the local economy.
- 3.57 In addition to the economic benefits of construction activity the proposals include for the development of new floorspace for a range of uses including visitor attractions, leisure uses, retail stores, and commercial floorspace. The creation of these spaces would also accommodate new or expanding ventures that would employ local people and increase the local spending power of Hartlepool. These could be linked to advanced manufacturing enterprises in the Town or Region and attract other organisations to relocate centrally in Town as Northgate has in Bryan Hanson House.

- 3.58 These new job opportunities would be spread over the lifetime of the Masterplan and could provide long-term increased income to the local economy. The key is to then capture that increase in potential spending power through improving the retail and leisure offer of the Masterplan Area as set out in the Retail Revival Strategy and the Leisure Destination Strategy.

Retail Revival Strategy

- 3.59 The Retail Study from Summer 2014 indicated that there was no real requirement for additional retail floorspace for either convenience or comparison food in the Masterplan Area. Therefore, the Retail Revival Strategy is not about providing substantial additional retail floorspace, but is about the consolidation of the retail offer, improving its quality and preventing leakage of expenditure from the Borough. These should be combined with clear retail planning policies that will address excessive out-of-centre development to ensure that this can be managed so that it does not detrimentally affect the retail offer of the Town Centre.

Protecting the Vitality and Viability of the Town Centre

- 3.60 The Retail Study sets out a number of recommendations relating to the establishment of appropriate town centre use planning policies to be included in the emerging Local Plan. Whilst the Masterplan cannot pre-judge the form of these policies it can have regard to the recommendations in formulating a Retail Revival Strategy for the Masterplan Area.
- 3.61 The Retail Revival Strategy recommends that the Masterplan and any future planning policies are revised in accordance with National Planning Policy Framework (NPPF). Existing town centre and retail policies should be updated / proposed which specify that:

- Main town centre uses will be supported within the defined Primary Shopping Area (PSA); and
- Proposals for main town centre uses outside of the defined PSA will be subject to the relevant NPPF retail policy tests (sequential and impact on investment and in-centre viability / trade).

Town Centre Boundaries

- 3.62 It is recommended that the existing Town Centre boundaries are reviewed as there is a requirement to consolidate the physical extent of the Town Centre. The adopted Town

Centre boundary is drawn relatively widely and extends beyond existing (considerable) physical boundaries including the railway line to the north and Stockton Street to the east. Revising this will focus opportunities for retail investment into a core area.

Primary Shopping Area

- 3.63 Existing policy should be reviewed to recognise that the PSA should be the focus for all main Town Centre uses rather than just retail uses. Securing viable uses for existing vacant floorspace is an important policy requirement over the replacement Local Plan period. However, it will be necessary to consider that some appropriately scaled town centre uses may be required as ancillary development to facilitate wider development opportunities and where uses cannot be accommodated in the PSA.

Impact Threshold

- 3.64 It is recommended that the Council establishes a local floorspace threshold to identify where impact tests would be required for retail proposals because the 'default' NPPF threshold of 2,500 sqm is deemed to be high and not relevant to Hartlepool. As a guide for the Council, it may be that defining a minimum local retail floorspace threshold of 200 sqm net is appropriate on the basis that:

- There has been a significant increase in small format convenience stores operated by the mainstream retailers (Asda, Morrison's (M-Local), Tesco (Express) and Sainsbury's (Local)); the average size of these smaller format stores is c. 370 sqm (3,000 sq. ft.) gross. Such stores serve top-up convenience shopping needs and could impact upon the existing top-up shopping function of the local centres in particular.
- With respect to the average size of individual units within the Town Centre, the Experian Goad survey details that the majority of units within the Town Centre are below 232 sqm (gross). On this basis and allied to the fact that there are identified vacancies of a similar scale in prominent locations within the Town Centre, a minimum local floorspace threshold of 200 sqm net for assessment may be appropriate.

- 3.65 In setting thresholds specific consideration should be given to the potential for site specific thresholds for sites for mixed-use development at Trincomalee Wharf and Jacksons Landing where an element of ancillary retail development would be desirable to aid deliverability and ensure an appropriate mix of development

Monitoring

- 3.66 The NPPF requires Local Planning Authorities (LPAs) to undertake continuous monitoring of their plans and policies, assessing whether the policies in local development documents are being achieved. Future) monitoring activity by the Council should specifically include:
- The floorspace and fascia composition of the Town Centre;
 - A schedule of planning permissions granted for retail and leisure proposals in the borough (adopting a minimum floorspace threshold may be appropriate);
 - Retail and leisure commitments and proposals in the competing centres in the wider sub-region (of a scale to materially influence sub-regional shopping patterns); and
 - Development opportunity sites.

Improving the Town Centre

- 3.67 As well as protecting the vitality and viability of the Town Centre through effective planning policies and monitoring there are a range of opportunities to improve the Town Centre to retain and attract more quality retailers and encourage more people to visit the Town Centre.

Quality of Retail Offer

- 3.68 At the core of the existing retail offer is Middleton Grange Shopping Centre. Mars Pension Fund acquired the long leasehold for the Centre in March 2014 and has indicated a commitment to investing in the Centre for the long-term. It has a well-respected track record of investing in and improving similar shopping centres across the UK. It is committed to actively increasing the occupancy of Middleton Grange by bringing in better quality retailers to create a step change in the retail offer in the Centre.
- 3.69 Its ownership of a number of other Centres provides a strong presence in the market to assist with attracting quality retailers to its centres. Mars Pension Fund and its advisors will be able to use its strength to attract its target occupiers which are in line with the recommended Masterplan approach to improve the type of retailer present in the Town. The Council needs to actively engage with the Fund and the fund managers to influence the required improvements. It can use its leverage as freeholders of the Centre and also

the potential for the re-location of the Leisure Centre to assist in creating a positive change.

- 3.70 The opportunity to use Local Development Orders (LDOs) to assist the renewal and management of Church Street and York Road areas should also be utilised to help reduce vacancies.

Quality of the Retail Experience

- 3.71 Overall, the Town Centre is not particularly architecturally aesthetically appealing. However, Mars Pension Fund is committed to improving the physical fabric of the Middleton Grange Shopping Centre to improve the retail experience of shoppers in the Town Centre. It is likely that improvements may include:

- new signage;
- new and improved entrances;
- opening the frontages of the Centre on to Victory Square;
- remodelling of shop units and floorspace; and
- new advertising opportunities.

- 3.72 The Retail Revival Strategy aims to support Mars Pension Fund in its aspirations to make physical improvements to the Shopping Centre through supportive appropriate planning policies in the emerging Local Plan.

- 3.73 It is also noted that improvements could be made to the retail environment of York Road. The Masterplan proposes some public realm improvements to the traditional high street including the de-cluttering of the street through the removal of guardrails and other items. It also recommends the improvement of the approach to the entrance to Middleton Grange from York Road which is the busiest entrance to the Shopping Centre. This would be improved as part of the new retail floorspace and Leisure Centre proposals for the west of the Centre. The Masterplan makes recommendations as to how the public realm improvements on York Road could be funded and delivered.

- 3.74 It is not just the physical environment that contributes to the retail experience. The digitisation of the Masterplan Area through a quality wi-fi provision is also important to help attract people to the area and lengthen their stay. Tapping in to funding opportunities from Broadband Delivery UK (BDUK), part of the Department for Culture, Media and Sport

could help to potentially provide connections in public buildings and on transport connections as successfully delivered in Manchester. A free on-street provision could also be targeted in key areas to begin with, with the opportunity to extend this should a trial prove successful.

Frontages Policies

- 3.75 Given that the continuing national policy direction towards supporting the re-use of existing retail units within town centre locations to non-retailing activities (i.e. residential or wider commercial uses), it recommended that the Council undertake a review of the adequacy and relevance of existing defined shopping frontage designations within the Town Centre. However, any frontage policies relating to evening economy uses (Classes A3 – A5 in particular) should be maintained and strengthened where appropriate given the potential social and environmental issues arising from a concentration of these uses.

- 3.76 This review should be considered in the context of looking to deliver LDOs for Church Street and York Road to help facilitate permitted changes of use to accepted uses beyond those allowed either through temporary arrangements or permanent legislation. This will help to streamline the re-use of vacant properties to ensure active and vibrant streets.

Linked Trips

- 3.77 A key component to reducing the leakage of expenditure from the Borough is to increase the footfall in the Town Centre. There are opportunities for increased retail performance as the median gross weekly earnings in Hartlepool, based on residents who are in full time employment, are the highest in the Tees Valley and higher than the North East average.

- 3.78 Reducing leakage can be achieved partly through improving the retail offer and the quality of the experience as set out above but other uses can attract people into the Town Centre. People may then have a linked trip and visit local shops and services during their stay.

- 3.79 A major destination in the Masterplan Area is the local leisure centre at Mill House which has c. 300,000 visitors per annum. The Masterplan proposes relocating the leisure centre to the Town Centre adjacent to Middleton Grange Shopping Centre. This relocation adjacent to the west of the Centre would be in close proximity to a large number of bus services on York Road and Victoria Road and would be highly sustainable. It offers the potential of people visiting the leisure centre for activities and classes spending time in York

Road or Middleton Grange before or afterwards where they may spend money, capturing greater retail and leisure expenditure in the Town.

Maximising the Connectivity in the Masterplan Area

3.80 The Masterplan also seeks to improve connectivity throughout the Masterplan Area to encourage visitors and/or residents in the Town Centre to walk around the Area and connect to the Waterfront.

3.81 With the potential for more students to become resident in the Church Street area linked to the expansion of the CCAD there will be a greater student population close to the Primary Shopping Area. It is proposed to significantly improve the connections between Church Square and Middleton Grange through the introduction of a new pedestrian crossing as part of the changes to Stockton Street. This will make it easier for people to walk into the Primary Shopping Area to support the retailers in the Town.

Masterplan Area Management

3.82 Whilst Middleton Grange is well managed as a private Shopping Centre Hartlepool should develop a wider Masterplan Management structure for not only the Town Centre but the wider Masterplan Area. This wider coverage would ensure that there is a joined up management approach which is critical for a joined up delivery approach and improving all areas and connections.

3.83 The Management approach would seek to enhance the Masterplan Area for everyone through partnership working. The partnership would ensure a focused plan of action so that it continues to be a popular place to shop and visit and meets the needs of all its users both now and in the future.

3.84 A key action would be establishing a Masterplan Partnership that would include members from various organisations; retailers, businesses, public sector organisations, voluntary and community groups who have an interest in their Masterplan Area. These members would be represented by a Steering Group who would work with a clearly defined Council Masterplan Team comprised of appropriately skilled Officers. The Masterplan Team would share responsibilities including:

- Facilitating the delivery of key Masterplan projects;
- Helping to organise the marketing of the Area;

- Promoting events such as themed markets and street entertainment;
- Championing digital opportunities including improving Wi-Fi access and online shopping;
- Facilitating networking opportunities between businesses; and
- Being the primary point of contact relating to health and management of the Masterplan Area.

Physical Strategy

3.85 People's perceptions of the Area will depend on the quality of the physical environment. At present this is deficient in many respects. Of particular note is the fact that the area is very car orientated and hostile to the pedestrian. This means that people do not linger in the area for longer than they have to. This needs to be addressed.

Public Realm Strategy

3.86 The Public Realm Strategy guides improvements to the public realm throughout the Masterplan Area. The quality of the public realm – between streets, squares, parks and open space can assist reinforcing or creating a new identity for a location and create a sense of well-being and security which can help to attract visitors.

3.87 Three priorities of The Public Realm Strategy are:

1. Build on the local character and distinctiveness of the positive assets of Hartlepool to create a place that is **memorable, attractive and enjoyable, and promotes activity**;
2. **Break the barriers** imposed by the dual carriageway and railway line to create an attractive public realm that encourages movement along and between the three key areas of; Waterfront, Church Street, and Town Centre; and
3. Create a sense of **strong local identity** to the three areas within the Masterplan:
 - a. Hartlepool Waterfront;
 - b. The Innovation and Skills Quarter of Church Street; and
 - c. The Town Centre.

3.88 Underneath these three strategic priorities are a number of key principles which have been applied to the process of considering improvements to areas of public realm throughout the Masterplan Area.

1. **Exploit key views and potential visual corridors** – there are numerous key views within the Masterplan Area which should be protected, respected and utilised in public realm proposals.
2. **Embrace the historic architecture and character this creates for key areas with the public realm complementing it and not competing against it** – in key areas like Church Street where there is high quality the architectural buildings it is important the public realm allows the buildings to speak for themselves.
3. **Improve environmental quality and biodiversity through integration of green spaces and tree planting** – there is limited green space within the Masterplan Area at present and the introduction of new green spaces will have environmental benefits as well as adding visual interest and diversity to the Area.
4. **Encourage bold and exciting design solutions to transform neglected spaces into attractive venues** – opportunities exist to reinvent spaces to reflect the change in the Masterplan Area which will lead to new public experiences (see Figure 3.3).



Figure 3.3: Example of how exciting public realm can create new experiences

5. **Encourage public art, and connections with CCAD** – there are opportunities for the College to be involved in devising and delivering a public art and lighting strategy throughout the Masterplan Area and locating artwork at appropriate locations to showcase the local talent that exists in Hartlepool. An example of how this can work can be seen at Figure 3.4. Further details of opportunities should be discussed with CCAD and funding opportunities explored.



Figure 3.4: Example of how lighting can be used as public art to add interest to an area

6. **Minimise 'street clutter' and guard rails, seeking out alternative design solutions** – ensuring that there is effective movement through the public realm can help to define the success of spaces. The removal of barriers and clutter (see Figure 3.5) should be a fundamental component of design responses to maintain legibility and permeability.



Figure 3.5: Example of use of minimising barriers in the public realm

7. **Use natural way-finding design techniques to lead people through spaces and the Town Centre** – there should be a natural flow from place to place which utilises landmarks (e.g. HMS Trincomalee and Christ Church – see Figures 3.6 and 3.7) and other reference points to ensure there are legible routes throughout the Masterplan Area linking the Town Centre right through to the Waterfront, for example poetry and art trails.



Figure 3.6: HMS Trincomalee's masts act as a way finding beacon.



Figure 3.7: The Christ Church spire is a navigation aid.

8. **Exploit local microclimates to create attractive seating and social spaces** – opportunities to create sheltered and sun trap environments should be maximised through the design of public realm and its relationship with surrounding buildings.
9. **Ensure high quality and durable streets, and spaces that are straightforward to maintain** – public realm should not be a short-term deliverable that is implemented and left but should be cost effective to manage and maintain to maximise its lifespan.

Movement Strategy

- 3.89 Creating a strategy to improve the movement and connectivity for the non-car user whilst maintaining traffic flows and safety is a significant component of the Masterplan.

Pedestrian and Cycle Connectivity

- 3.90 At the heart of the Movement Strategy is the proposal to, break down the barriers of the A689 dual carriageway and the railway. Minor improvements in pedestrian connectivity are not considered sufficient. Transformational change is necessary and can be delivered relatively easily.
- 3.91 An effective pedestrian and cycle circuit needs to be created through the Masterplan Area, making it easy for people to move seamlessly between the Town Centre and Waterfront area. This is vital to helping retain visitors within the Masterplan Area for longer periods.
- 3.92 The aim is to transform the nature of the local road network to reduce the dominance of the cars whilst maintaining vehicle movement, particularly acknowledging the important role these streets play in providing for buses and taxis. Different approaches will need to be considered for different parts of the Masterplan Area as there is no one size fits all approach.
- 3.93 In designing the necessary transformations to support pedestrians the Masterplan has adopted the following key principles:
- To assist bus and cycle movement where possible;
 - Not to adversely impact on highway capacity and congestion, especially on the A689;
 - Not to adversely impact on the road safety record of the Town Centre;

- 3.94 These transformations draw upon best practice elsewhere in the UK and abroad and the proposals have been based on analysis of traffic and pedestrian impacts of the proposals. The proposed approaches will thus be effective and deliverable, and are not simply a 'vision'.
- 3.95 Consideration has been given to both heavily traffic engineered signalised solutions as well as a 'less managed' shared space design concepts where traffic volumes are lower.

Vehicular Movement

- 3.96 Whilst pedestrian and cycle connectivity is key to getting people to move around the Masterplan Area it is important to ensure that vehicle movements are not overly restricted. A balanced approach is necessary. Therefore, at the heart of the Masterplan is the aim to maintain the effectiveness of the A689 through the Town Centre whilst minimising its adverse impacts in terms of severance and emissions.
- 3.97 The Masterplan seeks to simplify and shorten traffic routings in the Town Centre, having banned movements for general traffic only where they provide significant benefit to bus operations or pedestrian connectivity. Consideration for alternative forms of junctions has been made if and where they will enable all movements to be provided.
- 3.98 The prioritisation of bus movements has been ingrained in the Strategy where possible. The Masterplan seeks to encourage bus services to operate from the Interchange by reducing journey times to and from this facility.

Car Parking

- 3.99 There is an over provision of car parking in the Town Centre which results in underutilisation (only 30% occupancy). The Masterplan seeks to rationalise and improve the utilisation of car parking where appropriate. Where surface car parks are underutilised opportunities have been shown for their redevelopment for other purposes such as the provision of the new Leisure Centre.
- 3.100 As part of this process the Masterplan has considered the simplification and improvement of access/egress and signage to key car parks (areas), in particular the multi-storey car park at Middleton Grange Shopping Centre which is severely underutilised (see Figure 3.5).
- 3.101 The redevelopment of surface car parking offers greater areas for development for the loss of less car parking spaces than the redevelopment of the multi-storey car park. The multi-

storey car park is fundamental in any discussion on car parking in the Town Centre. It is the biggest single facility and is little used yet expensive to maintain. The existing situation is not sustainable.

- 3.102 There are two options for change; firstly to demolish to save operating costs; or secondly to make far greater use of the facility by removing certain other neighbouring surface car parks and redeveloping these sites. It is necessary in making greater use of the facility to improve its access and egress arrangements. Given the multi-storey is built, is well located relative to the shops and is a very efficient use of space it is considered the option of making better use of it rather than demolish it is preferred solution.



Figure 3.8: Low Usage of the Multi-Storey Car Park at Middleton Grange

Reinstate the Historic Urban Grain

- 3.103 The Masterplan Area has developed over centuries and the changes to the urban fabric and land uses have been at the heart of the development. Urban grain refers to the

pattern of the arrangement of street blocks, plots and their buildings in a settlement. Historically, Hartlepool's urban grain was based on a gridiron pattern of linear terraces and small plot subdivisions with lots of permeability, resulting in a fine grain. Over time, the grain has become coarser, with large plots and impermeable blocks.

- 3.104 Notably, the traditional retail centre around the historic high street axis of Lynn Street and Church Street has gravitated west. As the terraces were demolished the historic grain was eroded and replaced by larger, boxier development which can be seen on the Council Depot site, leaving only a few visible strong axes to the area. Although traces of the historic grain can be observed, permeability and environmental quality have suffered due to the amount of vacant properties and gap sites in The Church Street area. For example, the streets to the south of Church Street once made up a walkable gridiron which has since been compromised by a patchwork development of business uses and the impenetrable Lynn Street depot block. Although it is underused, Church Street has maintained its principal sightlines between the monument to the east and Christ Church to the west, providing significant opportunities.

- 3.105 The Masterplan proposes to replicate and re-establish where possible the historic street pattern, reinforcing the axis of Church Street, including a new landmark building at the corner of Church Street and Mainsforth Terrace. This will also improve the environmental quality along neglected routes such as Lynn Street which once formed the heart of this area, and bring the scale and massing back in line with the character of Church Street, whilst allowing for flexibility in the urban structure for different uses with different requirements to emerge. The careful adaptation of the original morphology will help to preserve the distinctive character of the area and enhance its sense of place which will be instrumental in attracting uses to the Innovation and Skills Quarter for example

- 3.106 Similarly, within the Town's current retail core, the former residential grain has been replaced by the singular mass of Middleton Grange and associated car parking. Avenue Road and Swainson Street providing north-south links through the area; a strong central diagonal axis; linear terraces running north-south; and Roker Street, Villers Street and Thornton Street, running parallel to Park Road, were all part of a historic street pattern which now features dead-ends, large car parks, service areas and blank facades. The Masterplan aims to set a framework within which better quality, more legible routes and public spaces can be developed around the constraints in this area, with a key aim being

to improve the pedestrian experience and build upon the activity and vitality of areas such as the public space around the library on York Road.

3.107 In any reconfiguring of the Middleton Grange Shopping Centre, it is important to explore ways in which connecting through the Centre to surrounding streets all sides can be improved.

3.108 Trincomalee Wharf was reclaimed from Swainson Dock and now that industrial uses around the old docks have declined and been replaced by leisure, retail and commercial uses, it is vital to knit this site back into the surrounding area through a strong urban form, ensuring it is better connected into the street network. Cues can be taken from the historic buildings such as the Customs House and Old Dock Office along Victoria Terrace, to continue a strong active frontage along this key route, as well as encouraging routes through the site from the Lanyard and Victoria Terrace towards Maritime Avenue and the Waterfront area. This would help link the Waterfront with Church Street and the Town Centre.

Key Development Sites

3.109 There are a number of key potential development sites which can be brought forwards to help drive forward change. These sites provide a range of sizes of development opportunities and can deliver a variety of uses. Significantly, the vast majority of the potential key development sites are in the ownership or control of the Council which provides greater control over the delivery of development.

3.110 The key sites are:

- Jacksons Landing;
- Trincomalee Wharf;
- Church Street / Lynn Street Depot;
- Middleton Grange Shopping Centre;

- Mill House; and
- Former Odeon, Raby Road.

3.111 The Masterplan identifies the potential uses, scale of development, design considerations, delivery considerations for key projects on all of the above sites.

Improve the Physical Appearance of Buildings

3.112 As well as seeking to improve the public realm and provide new development at key sites the Masterplan will also seek to improve the physical appearance of prominent existing buildings. The Masterplan will set out a Strategy to improve key buildings including:

- **Middleton Grange** – the Centre requires investment to improve its external and internal appearance to help integrate it more into the Town Centre. This could be achieved through remodelling and refurbishment works.
- **Properties on Church Street** – as part of the proposals for the Innovation and Skills Quarter it is important that properties are improved externally and internally to attract and retain businesses. This will include improvements to windows, walls, shop fronts, innovative lighting and painting to add visual interest that respects the heritage of the Church Street Conservation Area.
- **Marina** – the buildings at the Marina would benefit from investment in maintaining the quality of the asset and attraction at the Waterfront.
- **Wesley Methodist Chapel** – the Chapel is a key building and the Masterplan will support the proposals to regenerate the Listed Building and return it to its former quality.
- **Former Odeon Cinema** – the Masterplan will seek to address the external appearance of the Listed former Cinema through short-term and long-term interventions. This could involve refurbishment or redevelopment if necessary to help improve the appearance of the Mill House area.

4. The Masterplan

- 4.1 Over the next 15 years the Hartlepool Regeneration Masterplan aims to deliver fundamental change for the Town. The renaissance of the Masterplan Area requires the delivery of a series of inter-connected interventions. The success of each intervention will depend upon the delivery of others and a holistic joined up approach. For example, the desire to strengthen the Town's retail offer will depend upon increasing economic development activity, improvements to the physical environment, and an enhanced tourism offer. Equally, an improved retail offer is a pre-requisite to the successful attraction and retention of residents, businesses, and tourists within the Town.
- 4.2 The Masterplan proposals are a direct response to the Strategic Framework Baseline Report analysis and the Strategies set out in Section 3. It aims to provide the fundamentals to establish Hartlepool as a town known for its business, shopping, tourism, cultural, leisure and living opportunities.
- 4.3 Whilst much can be achieved by improved organisation, partnership between public and private sectors and improved leadership, the renaissance will require a substantial investment in the built environment, the Town's infrastructure and its public realm. This is necessary to make it a 'comfortable' and 'appealing' place to spend time. However, to achieve its full potential it must embrace a series of transformational projects or interventions.
- 4.4 The Masterplan therefore focuses on a number of key projects for sites and areas within three sub-areas; the Town Centre, Innovation and Skills Quarter, and the Waterfront (see Figure 4.1). These will be linked by improved pedestrian and cycle connections delivered through new public infrastructure and public realm enhancements.
- 4.5 One of the main strengths of the Masterplan is the location of the projects and their connections. These help to create a new urban 'spine' through the Masterplan Area (see Figure 4.2). This stretches from Middleton Grange Shopping Centre through Church Street and Trincomalee Wharf to the Hartlepool Maritime Experience and Jacksons Landing with an improved environment and connectivity.
- 4.6 Developments such as the expansion of CCAD anchor this route creating vibrancy and encouraging people to move between the key sites. The connectivity and environmental

improvements aim to create a high quality, distinctive route that is attractive to pedestrians and encourages footfall.

- 4.7 Each of the three Masterplan Sub-Areas has distinctive deliverables that contribute to the enhancements to the Masterplan Area as a whole and are intrinsically linked to each other. This ensures that the Masterplan is more than the sum of its components and offers a holistic improvement to central Hartlepool.
- 4.8 The proposals for each sub-area are summarised briefly below.

Waterfront

- 4.9 The Waterfront is a key area for the Masterplan with an excellent opportunity to improve and re-launch it as set out in Figure 4.3. There are two major development opportunities; Jacksons Landing and Trincomalee Wharf. These seek to build on the success of the Hartlepool Maritime Experience and the Marina.
- 4.10 It is proposed that Jacksons Landing will provide a landmark development opportunity for a major visitor attraction. This would be complemented by other attractions, a hotel and leisure uses along with improved public realm around the Seaton Highlight.
- 4.11 Trincomalee Wharf will be a major mixed-use redevelopment. This could include residential, office and leisure uses as well as some shops. There will also be new connections through the site to improve access to the Waterfront.
- 4.12 There is potential to improve the public realm around the Waterfront and to make better use of Jacksons Dock for water based activities and events. Connectivity will also be improved with water taxis around the Dock and a Cycle Hub to help promote cycling.

Innovation and Skills Quarter at Church Street

- 4.13 The Church Street area is the focus for the creation of an Innovation and Skills Quarter as shown in Figure 4.4. The proposals will redefine the area with additional day time uses, an improved environment and a vibrant cluster of creative industry businesses.

- 4.14 The new Campus for CCAD on the Council's Lynn Street Depot is a key project. This will provide modern accommodation for the College and increase footfall on Church Street. The Depot will allow the College to expand and to provide additional student accommodation as its student numbers increase in future.
- 4.15 A number of options to improve the appearance, vitality and 'performance' of Church Street have been considered, ranging from full pedestrianisation to schemes that maintain traffic but reduce the dominance of the car. The preferred option is to narrow the vehicle carriageway to provide a widened footpath on the north side of the street. Shops, cafés, and bars can then spill out onto the pavement creating an active street throughout the day.
- 4.16 Improvements to the historic buildings on Church Street will be encouraged to complement public realm improvements to help attract new occupiers and uses to the area.



Town Centre

- 4.17 Middleton Grange Shopping Centre dominates the Town Centre. The new owners are keen to invest in improvements to the Centre and to attract new retailers. There is potential for the redevelopment of part of the Centre to introduce new modern units as shown in Figure 4.5.
- 4.18 Shop units facing on to Victory Square could also be opened up removing the blank wall and improving its external appearance. This would add activity to the Square whilst respecting its memorial status.
- 4.19 A key project is the relocation of leisure facilities from Mill House to the centre of Town adjacent to Middleton Grange (on the car park next to the Market Hall). This will create brand new facilities close to public transport and ample car parking and encourage linked trips to the shops which will help improve the Shopping Centre and attract retailers. It will also provide modern community and leisure facilities which will be more energy efficient and more cost effective to run.
- 4.20 Proposals should seek to improve the physical shopping environment of York Road by removing guard rails along the Road and improving the public realm.

Connectivity

- 4.21 Key to the success of the public realm strategy set out in Section 3 is the ability to connect all of the sites together and make walking between them easier. Each key site will therefore be linked to each other enabling a flow from one space to the next. Without improved connectivity individual developments and projects will be isolated and will not complement each other.
- 4.22 A range of types of improvements are proposed including seven amendments along Stockton Street. These include new crossings, the removal of guard rails, and revised priority junctions. These will help pedestrians cross the road but also maintain a steady flow of traffic and maintain road safety.

In addition, public realm and junction improvements are also proposed to Church Street and Church Square, Victory Square/Victoria Road and York Road. These improvements, along with those proposed at the Waterfront increase the ease with which people can move around the Masterplan Area

Figure 4.1: Strategic Masterplan



Figure 4.2: Key Masterplan Projects and Spine Connection



Figure 4.3: Key Masterplan Elements - Waterfront

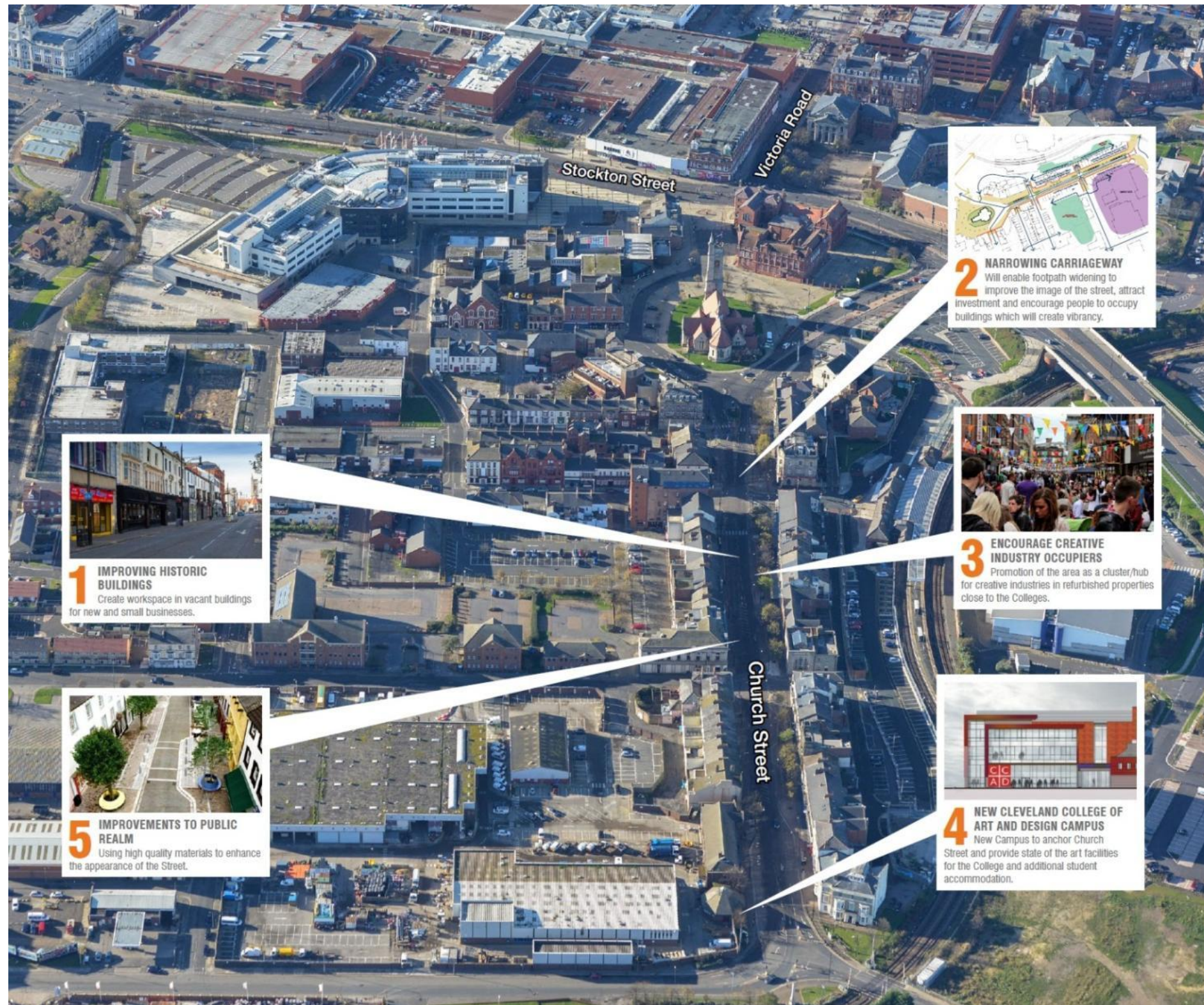


Figure 4.4: Key Masterplan Elements – Innovation and Skills Quarter



Figure 4.5: Key Masterplan Elements – Town Centre

5. Masterplan Projects Defined

5.1 Although the Masterplan presents a cohesive integrated strategy to deliver regeneration it can be broken down into a series of key inter-related projects – development, public realm and transport projects. Together these provide the bold, but deliverable cornerstones of the Masterplan through which perceptions and experiences of central Hartlepool will be enhanced.

Development Projects

Jacksons Landing

5.2 Jacksons Landing, which was proactively acquired by the Council, offers one of the primary opportunities for deliverable transformational change within the Masterplan Area. Since the previous retail outlet use of the building ceased in 2004 the site has been available for redevelopment but with no successful proposals coming forwards. Therefore, the opportunity remains to deliver a proposal worthy of the prime site within the prestigious Waterfront area.

5.3 The site has a potential total development capacity of 11,200 sqm and could accommodate development in a number of buildings or a large single landmark building. It is essential that the site accommodates leisure destination use, complementary to surrounding area; Figure 5.1 shows an indicative site layout with a number of proposed buildings and uses proposed.

5.4 With the National Museum Royal Navy (NMRN) North establishing a presence in Hartlepool, initially based around the HMS Trincomalee and Hartlepool Maritime Experience, an opportunity exists to create a regional attraction which builds on this base. Given the proximity to HMS Trincomalee and the Hartlepool Maritime Experience Jacksons Landing provides the ideal location for a potential landmark development anchor for the site. Figure 5.2 shows how a medium sized new building of up to two storeys could be accommodated on the site.

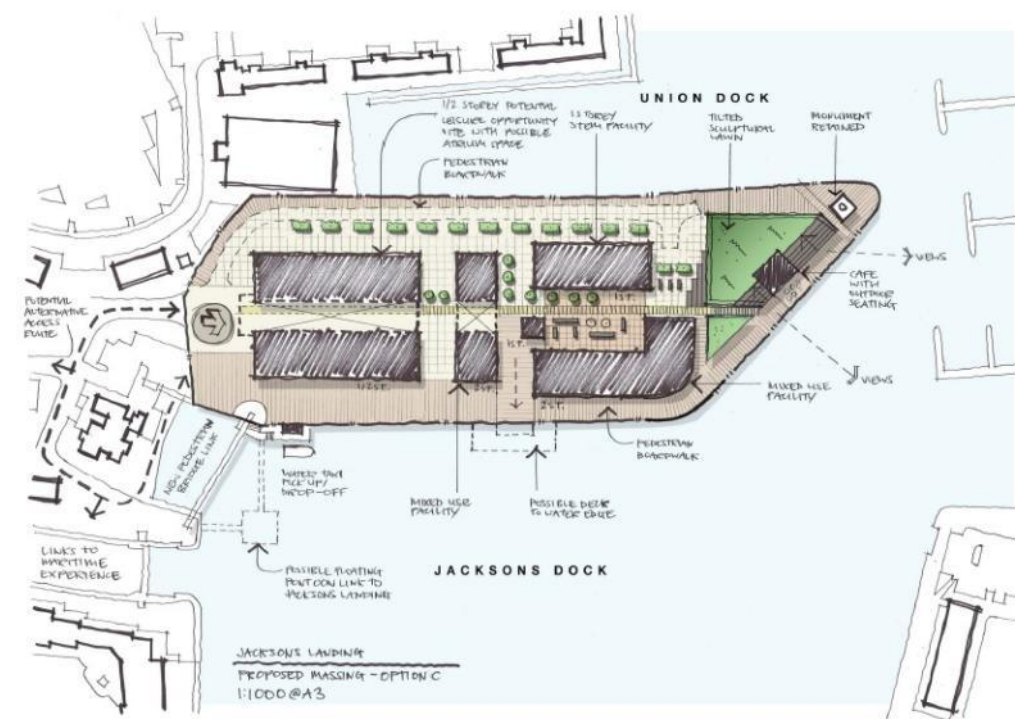


Figure 5.1: Indicative Potential Layout for the Redevelopment of Jacksons Landing

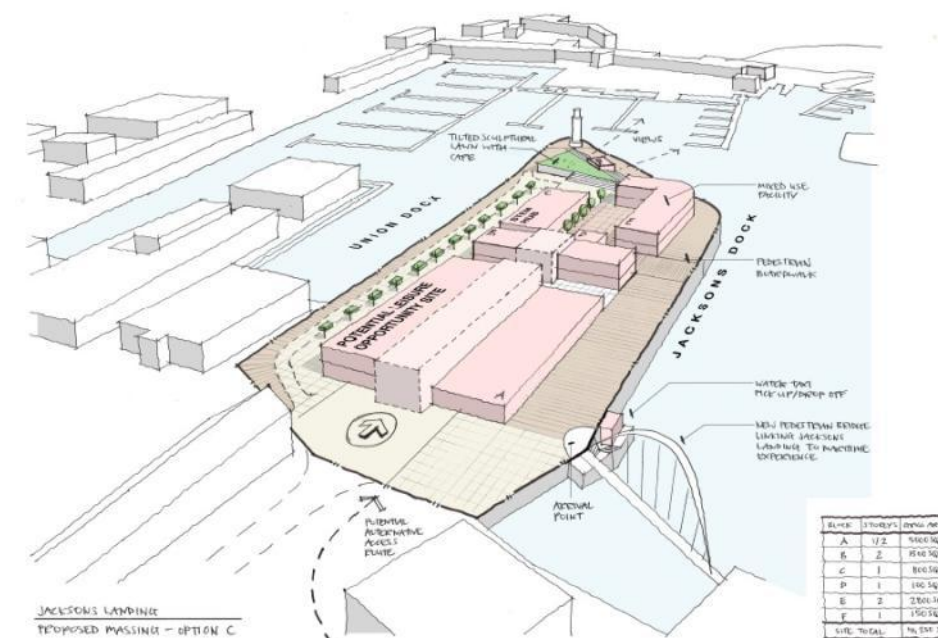


Figure 5.2: Indicative Potential Massing for the Redevelopment of Jacksons Landing

- 5.5 Whilst soft market testing has shown that there is currently no long-term interest in the redevelopment of the site the indicative designs show that there is ample capacity on the site to create a major iconic new building to accommodate a key development. The building could fit to the scale of an end user's requirements when these are fixed. This could be a further major visitor destination in Hartlepool, based on the maritime heritage of the Town that could attract 100,000s of additional visitors to the Town per year.
- 5.6 Accessibility and connectivity to the existing Maritime Experience will be important for the operation of the NMRN and any future development on Jacksons Landing. Further investigation of the potential to link the sites through the construction of a pedestrian bridge will need detailed feasibility consideration.
- 5.7 In addition to the potential for a major anchor development to be accommodated on the site, there would be potential spare capacity to deliver further development, potentially in the form of the proposed STEM Hub for Hartlepool and mixed-use development in separate buildings. The STEM Hub would help to reinforce the heritage and learning focus at the Waterfront and would complement the arrival of the NMRN North in the Waterfront Area to help develop the Museum Quarter identified in Chapter 3. This would provide an educational visitor facility similar in style to the Centre for Life in Newcastle upon Tyne.
- 5.8 The potential for a mixed-use use building with retail/leisure/restaurants at ground floor and offices above, a hotel, and small scale kiosks/pavilions for retail and leisure uses offers the potential to accommodate complementary scaled uses to the main attractions. The site could also accommodate the Cycle Hub in one of the buildings.
- 5.9 The success of Jacksons Land this will depend upon having a central anchor destination use. Hotel operators have expressed potential interest in locating at the site through the soft market testing exercise but have stated that they would need a developer to lead on proposals before any interest can be formalised. Therefore, the site should continue to be marketed and remain an opportunity site to avoid compromising its potential through piecemeal development.
- 5.10 It is recognised that the design of any development on the site would be critical to the successful redevelopment of the site. Respect will need to be given to the scale, height and massing of the buildings on this prominent site limiting the maximum height to four storeys and ensuring different heights are utilised throughout the site. Development should

maximise the potential for views of the Waterfront from buildings. The design and materials of any buildings should be high quality and reflect and respond to the Waterfront location.

- 5.11 The public realm at Jacksons Landing is a fundamental component of the future of the site. At present the public realm is dominated by expanses of unattractive hard standing. Proposals for the site should ensure that public realm is integrated into the design and that specific new provision at the eastern end of the Landing is provided to work with the Seaton High Light (see Figures 5.3 and 5.4). This should involve soft and hard landscaping elements to add green infrastructure to the area and to create a space where people can spend time enjoying the views of the Waterfront. This should include public seating and ancillary café uses where appropriate.

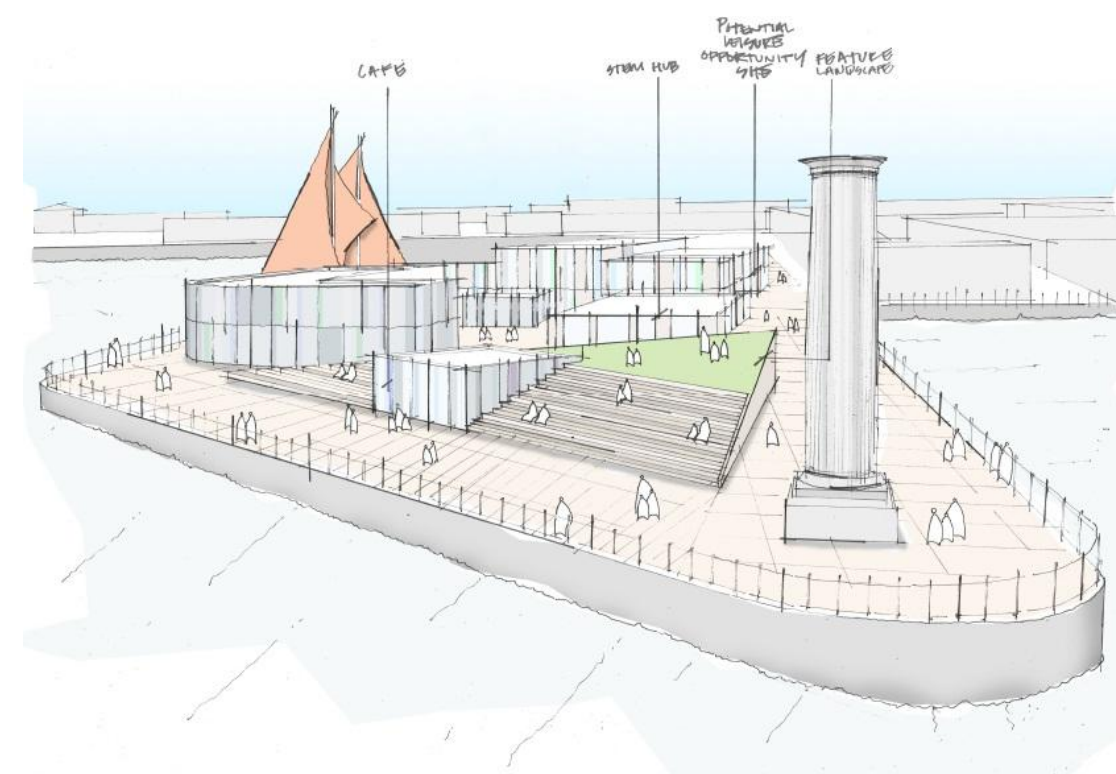


Figure 5.3: Indicative Appearance of the Redevelopment of Jacksons Landing from the Marina

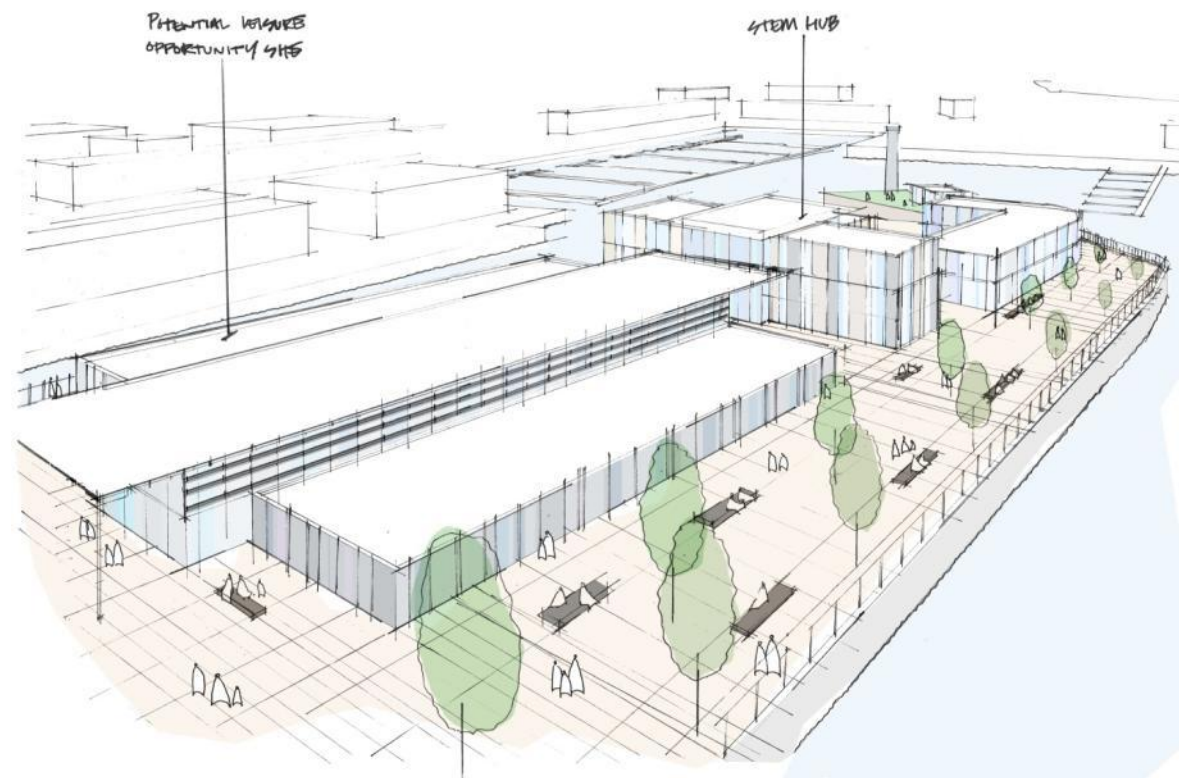


Figure 5.4: Indicative Appearance of the Redevelopment of Jacksons Landing from the Hartlepool Maritime Experience

Proposed Uses	Tourism, leisure, commercial, retail (limited), public realm.
Indicative Floorspace	Potentially up to c. 11,200 sqm
Key Design Components	<ul style="list-style-type: none"> Proposals should include a mix of uses on the site to add variety and vibrancy to the site. The visibility of the site means that heights of proposed buildings should be varied between 2 and 4 storeys although higher buildings could be acceptable if part of an innovative design. Pavilion style kiosks at a single storey level may be appropriate in limited numbers. Where buildings are proposed for mixed-use on the horizontal and vertical basis active uses should be on the ground floor with a single office and residential floorspace above to simplify management arrangements. The design should complement the maritime history of the site and public relationship to it.

- The design should activate the frontages of any development where this is possible.
- Public access should be maintained to all waterfront areas.
- A key area of public realm should be provided on the eastern end of the Landing and include hard and soft landscaping provision to ensure that it is visually appealing to the public. It should incorporate the Listed Seaton High Light as a key feature,
- Internal vehicular access will be to the north of the site and must ensure that cycle and pedestrian links are integrated into the designs.
- Car parking on the site will be limited, primarily to accessible car parking, as part of the proposals to efficiently utilise space and avoid it dominating areas. Underutilised car parking adjacent to the Hartlepool Maritime Experience will be used and permeability and the pedestrian experience improved to the Landing.

Trincomalee Wharf

- 5.12 Trincomalee Wharf offers a significant redevelopment opportunity benefitting, from a prime Waterfront location with good access from the A179 via Maritime Avenue and with potential from The Lanyard.
- 5.13 The site has significant potential for mixed-use redevelopment, including residential, leisure and commercial office uses. Residential and office space above active frontages will be principal uses to bring wider footfall and vibrancy to the area throughout the daytime and evening.

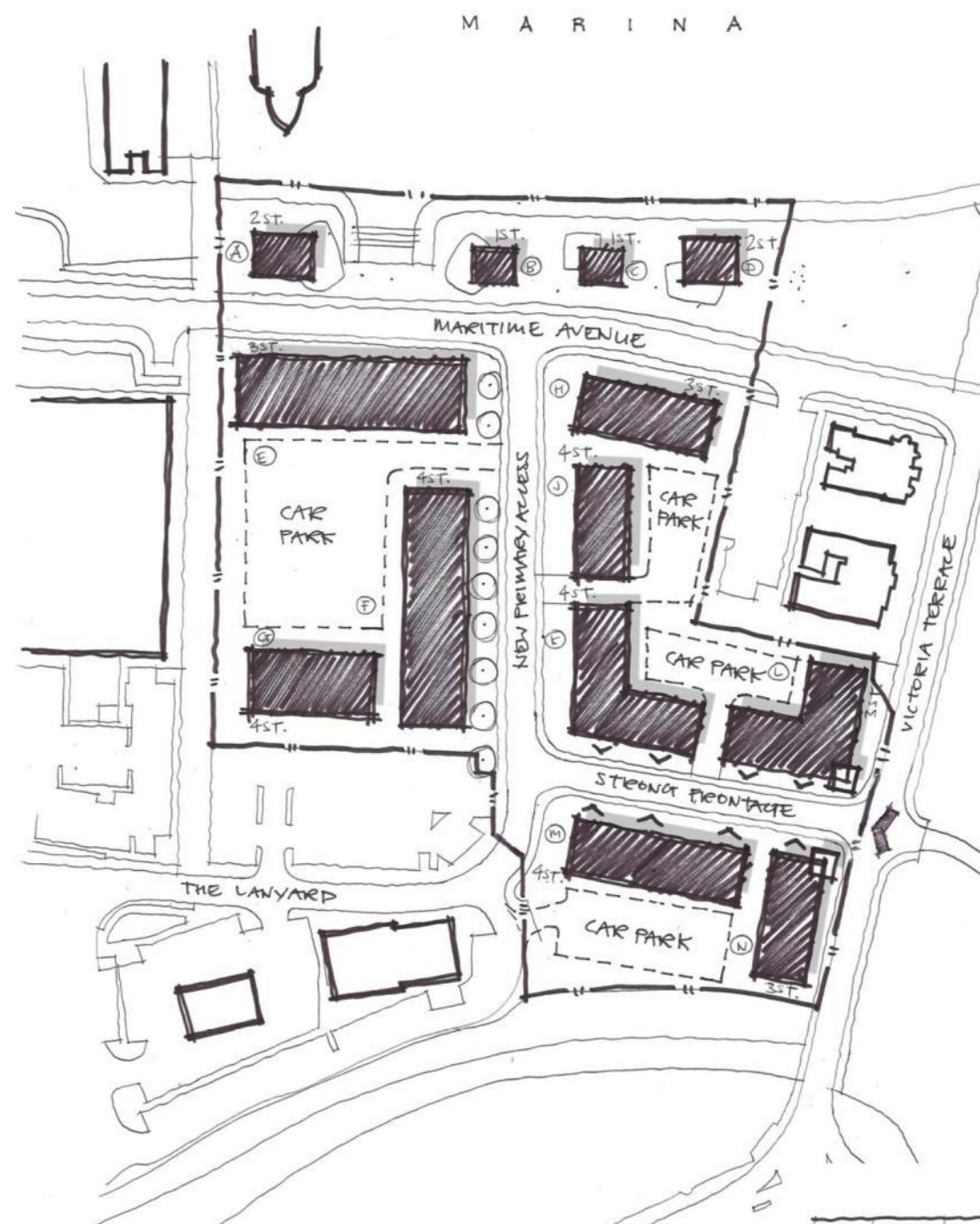


Figure 5.5: Indicative Potential Layout for the Redevelopment of Trincomalee Wharf

5.14 Development should be up to four storeys in height, except where feature buildings may be proposed, and be varied in scale to take advantage of views over the Waterfront area and complement the proposed Museum Quarter proposed for around the Hartlepool Maritime Experience and Jacksons Landing (see Figures 5.5 and 5.6). Care is needed to

ensure that the setting and significance of the Listed Buildings to the east of the site are preserved and enhanced. Car parking will be expected to be screened from the Waterfront through careful positioning of buildings.

5.15 The potential for pavilion style units and smaller buildings on land to the north of Maritime Avenue (see Figure 5.5) will be encouraged and could potentially accommodate a Cycle Hub that would be expected to be delivered within the Trincomalee Wharf site or on Jacksons Landing. These will sit within an area of improved public realm and could offer a natural opportunity to connect with activities on the water in Jacksons Dock including a potential pick up / drop off point for a Water Taxi (see Figures 5.7 and 5.8).

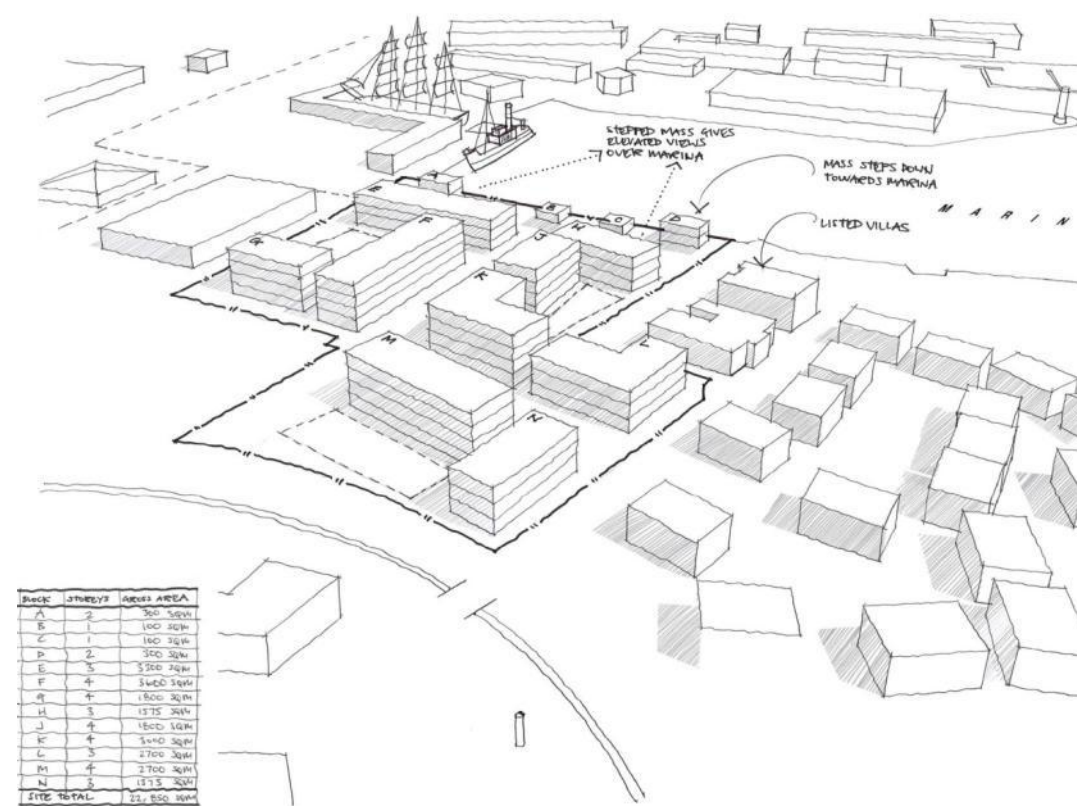


Figure 5.6: Indicative Potential Massing for the Redevelopment of Trincomalee Wharf

5.16 Key to the site is significantly improving connections through the site. A new road connection between The Lanyard and Maritime Avenue would provide a new link through the site providing better connections from the A179 to the Hartlepool Maritime Experience approaching from the south. Vehicles would no longer have to drive past the Experience and double back to access the site through the left in left out arrangements. Instead they

could come off at the ASDA roundabout and drive along the Lanyard before turning on to Maritime Avenue to access the Experience. A new pedestrian and vehicular connection to the extension to The Lanyard from Victoria Terrace will aid connections to Maritime Avenue. This will be a fundamental requirement for proposals (see Figure 5.5). This will ensure that the site acts not only as an attractive destination but also as a movement corridor to the Waterfront.

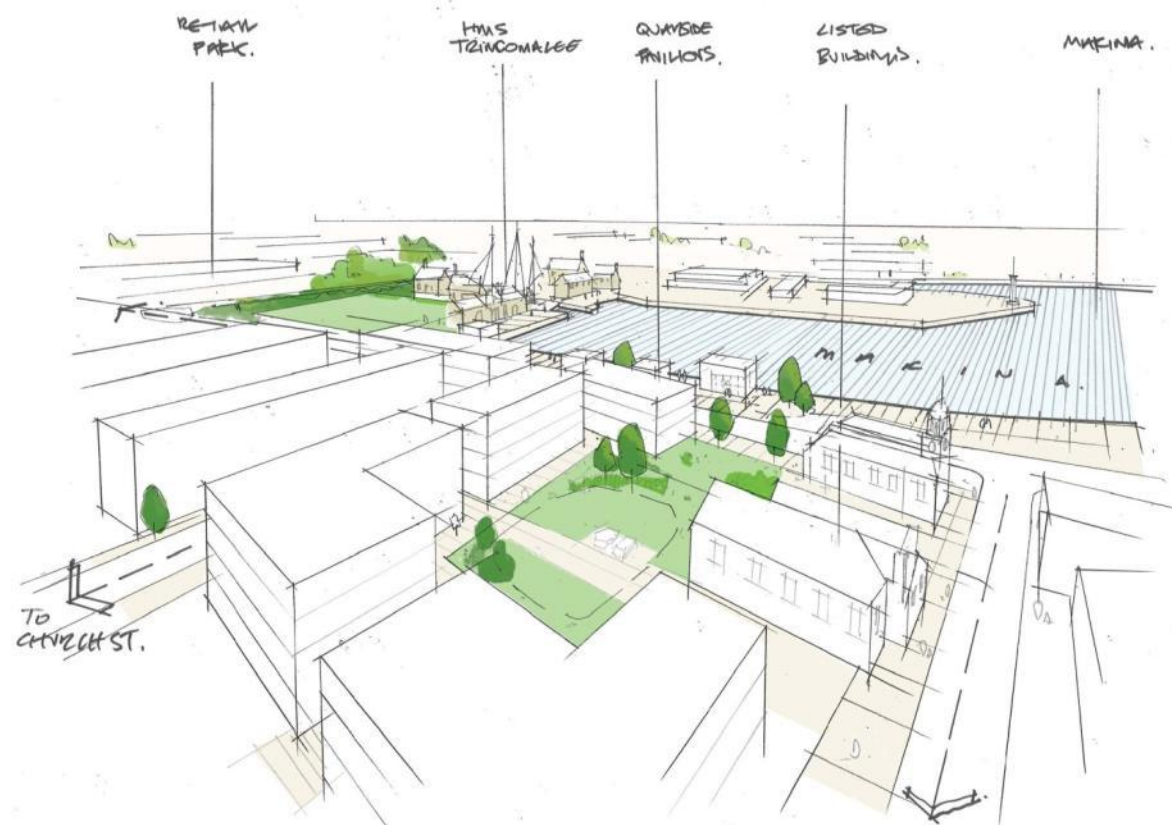


Figure 5.7: Indicative Potential Appearance of the Redevelopment of Trincomalee Wharf Looking North towards Jacksons Landing



Figure 5.8: Indicative Potential Appearance of the Redevelopment of Trincomalee Wharf Looking West towards the Hartlepool Maritime Experience

Proposed Uses	Commercial, leisure, retail (limited), education and residential. Key to be market-led.
Indicative Floorspace	Potentially c. 22,850 sqm
Key Design Components	<ul style="list-style-type: none"> Proposals should include a mix of uses on the site to add variety and vibrancy to the site. Where buildings are proposed for mixed-use on the horizontal and vertical basis active uses should be on the ground floor with either office and residential floorspace above to simplify management arrangements. Maximum height of buildings should be up to four storeys except where feature buildings are proposed. Gateway features should be incorporated at main entrances to the site. Ground floor frontages should be activated wherever possible to ensure active frontages and good natural surveillance. Opportunities to create views from within the site to the

	<p>Waterfront will be encouraged.</p> <ul style="list-style-type: none"> • Development should 'step down' to one or two storeys towards the Waterfront. • Development should respect the significance of the setting of adjacent Listed 'Old Dock Offices' and 'Old Customs House' in terms of scale, massing and proximity. • Development should allow for the extension of The Lanyard to Maritime Avenue as the primary access route. • Opportunities to link to Victoria Terrace should also be utilised to improve the permeability of the site. • Car parking provision should be screened from the Waterfront. • Land north of Maritime Avenue should be used for a public park area with opportunities for smaller scale and pavilion style buildings. • A comprehensive approach to the layout, scale, massing and design will need to be set as part of any planning applications for the site to avoid piecemeal development.
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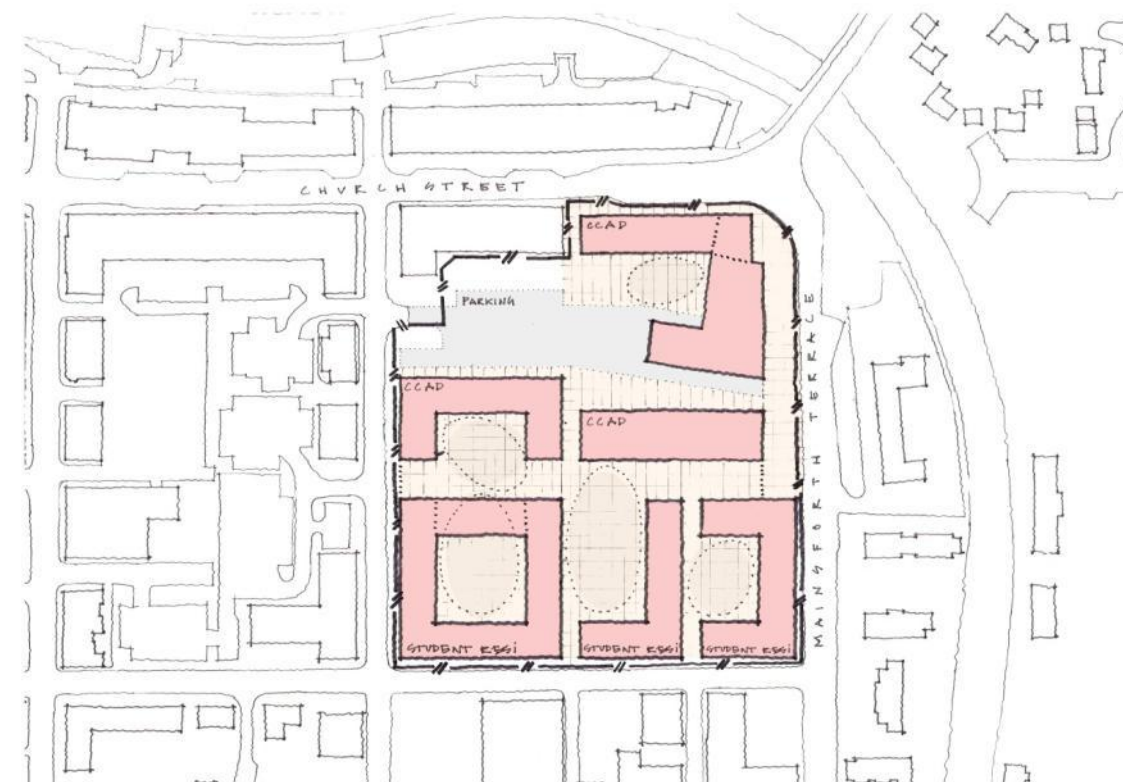


Figure 5.9: Indicative Potential Layout for the Redevelopment of the Lynn Street Depot

Church Street / Lynn Street Depot

- 5.17 A key component of the Masterplan is to develop an Innovation and Skills Quarter focussed around the reinvigoration of the Church Street area. A key anchor to the Quarter will be the CCAD-led redevelopment on the Lynn Street Depot site at the eastern end of Church Street. This development, which has already secured LGF funding for the majority of work, will act as a catalyst in the short-term to help stimulate change in the area.
- 5.18 The initial CCAD redevelopment of the site including for a new 4,200 sqm Campus facility focuses on the northern most part of the site refurbishing buildings on Church Street and replacing those on the corner with Mainsforth Terrace (see Figure 5.9). This will create a focal point at this key junction on the route between the Town Centre and Waterfront. The proposals for the College will be up to three storeys in height on the junction and along the Mainsforth Terrace, but will be lower on Church Street where the street bounds the Conservation Area boundary.

- 5.19 Vehicular access for the CCAD redevelopment will be from Lynn Street, as at present, with approximately 100 car parking spaces to be provided initially, including accessible car parking spaces. Appropriate cycle parking will also be provided. Car Parking will be screened from the Church Street and Mainsforth Terrace frontages by the new College building.
- 5.20 Whilst the Campus should respect the conservation area it is considered that there is potential to use appropriate colours in the design of the buildings to reflect the vibrancy being proposed as part of the dynamic and characterful Innovation and Skills Quarter. The Campus has the potential to stimulate other physical improvements to shops and building frontages in Church Street and should be seen as a pioneer development to inspire change.

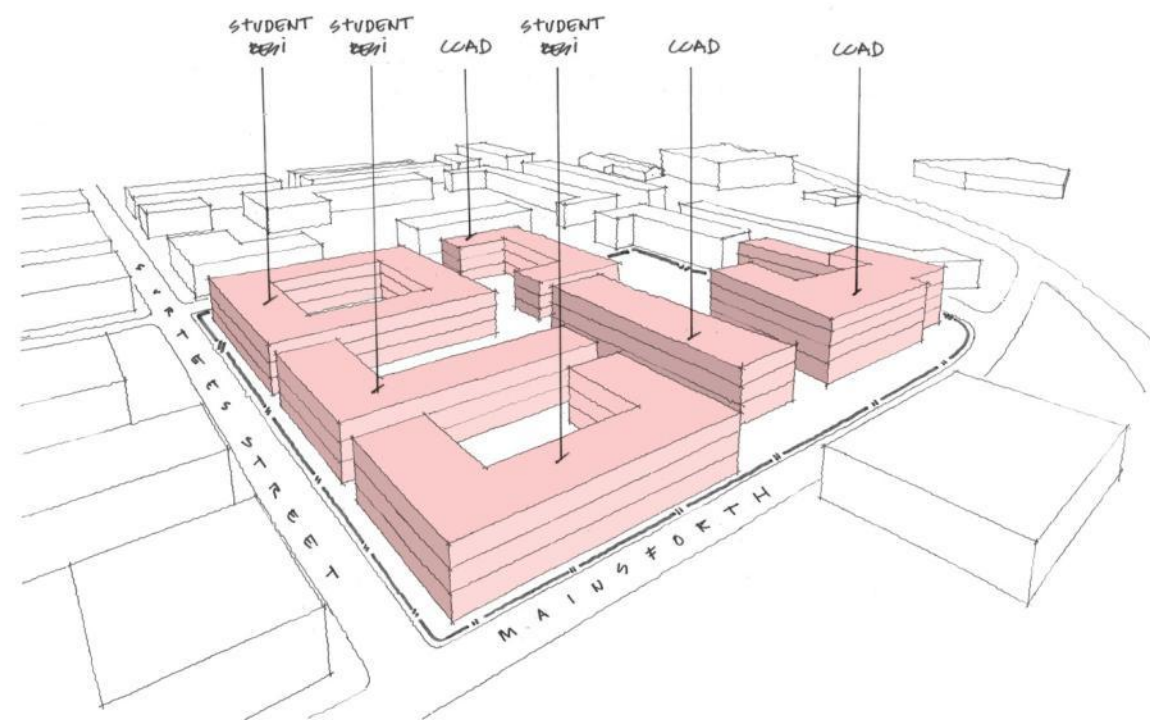


Figure 5.10: Indicative Potential Massing for the Redevelopment of the Lynn Street Depot

5.21 The remainder of the Lynn Street Depot is currently not required by the College, but has the potential to be developed for complementary uses, including future expansion of CCAD and the provision of student accommodation for the College. This should consider the potential to reinstate the historic grain of the area through better connections through the site whilst recognising the need for a secure perimeter to the learning environment for staff and students (see Figures 5.10 and 5.11).

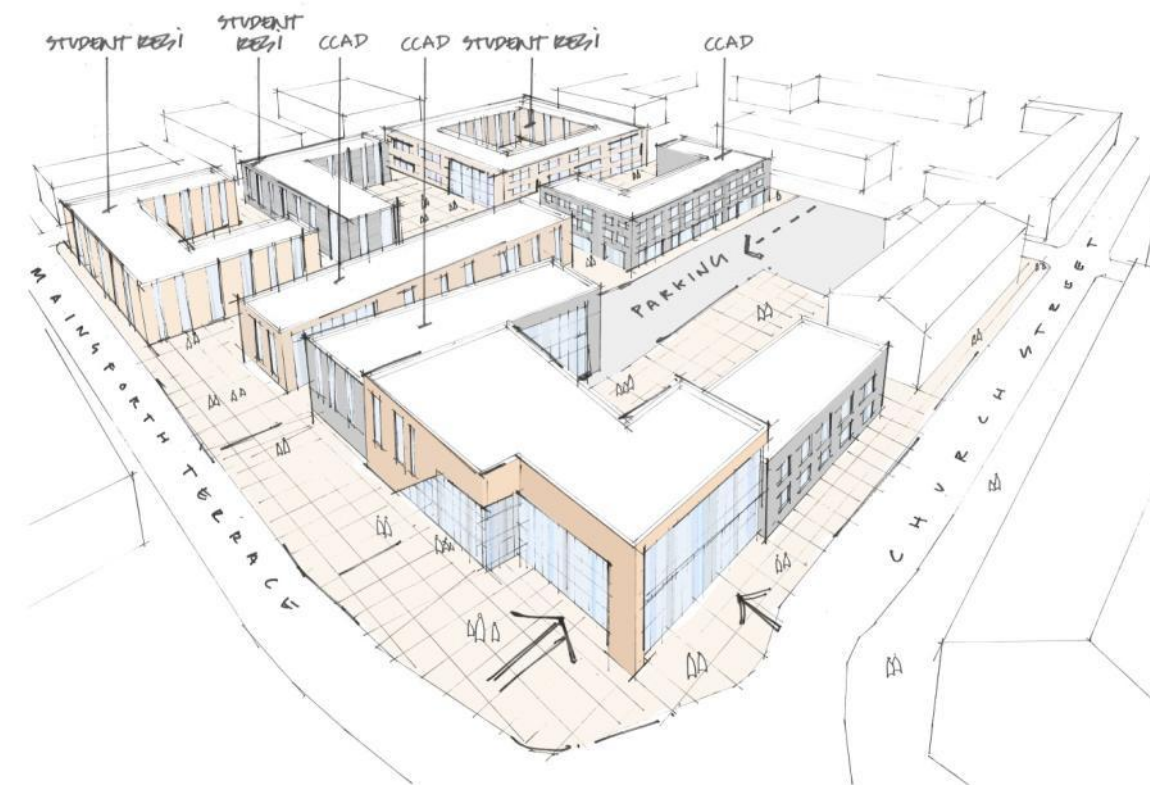


Figure 5.11: Indicative Potential Appearance of the Redevelopment of the Lynn Street Depot

5.22 As a second phase of development the College is also pursuing a redevelopment of its existing Campus at Church Square. This would accommodate replacement floorspace and additional car parking provision whilst allowing for potential future expansion space. Particular regard would have to be had to the setting of the Grade II* Listed Christ Church and the Conservation Area and it is envisaged that development would be limited to two storeys.

5.23 In addition to the CCAD proposals it is essential that the benefits of the Innovation and Skills Quarter are capitalised on to stimulate change along Church Street. The Masterplan considers the change to the public realm later in this Section. However, it is critical that change is effected in the buildings and uses along Church Street as well to encourage occupiers to move to the area.

5.24 It is critical that improvements need to be carried out consistently and especially to key buildings in poor states of repair including the Listed Building known as Shades, which is

currently a heritage asset at risk. Further details about the powers the Council has to enforce change and improvements are detailed in Section 6.

5.25 Improvements should focus on repairs and improvements to the external appearance of the buildings in the conservation area. This can include new shop fronts, signage and painting of facades as well as repairs to stonework and windows, which could be encouraged through grants. Proposals for innovative lighting of spaces and buildings will also be considered appropriately. These will need to be carried out respecting the provisions of the Church Street Conservation Area Character Appraisal and Management Plan.

Proposed Uses	Education, cultural, commercial, and student accommodation.
Indicative Floorspace	Potentially an initial c. 4,200 sqm at the Lynn Street Depot and 600 sqm at Church Square. Future development at Lynn Street Depot could include student residential (up to 11,100 sqm - notional 275 student studio bedrooms) and further education floorspace for CCAD (up to 10,650 sqm).
Key Design Components	<ul style="list-style-type: none"> • CCAD's proposals for the Lynn Street Depot site should demonstrate how account has been taken to creating focal landmark buildings. • CCAD's development should be up to a maximum of three storeys in height and utilise varying heights, stepping down to one or two storeys immediately adjacent to the Conservation Area boundary. • Car parking at the site should be adequate to ensure that on-street car parking does not become an issue in the surrounding streets. It should also be screened from view to the rear of the Church Street frontage. • The CCAD proposals should ensure that there is an active frontage along the majority of Church Street and Mainsforth Terrace to ensure vibrancy is added to the area. • The main entrance for the Lynn Street Depot Campus should be on to Church Street. • Proposals for the remainder of the Lynn Street Depot site should seek to reinstate a finer grain to break down the scale of the previous single use. This could be through new internal access and/or pedestrian/cycle only routes which maintain a secure perimeter. • Proposals for the improvement and/or amendment of shop and building frontages in the Innovation and Skills Quarter will be supported by the Council subject to them not

	<p>detrimentally affecting the appearance and character of the conservation area or the setting of listed buildings.</p> <ul style="list-style-type: none"> • Flexibility will be applied to the use of colour in proposals to reflect the vibrancy of the principle of the Innovation and Skills Quarter. Within reason, the use of vibrant colours on development, such as CCAD, and shop and building frontages will be supported. • The integration of sympathetic lighting for key heritage assets in Church Street and in the wider Conservation Area will be supported and encouraged through any redevelopment proposals. Such lighting should respect the significance of the heritage asset and the wider Conservation Area and be consistent with other lighting proposals. • The integration of public realm improvements should mutually complement improvements to the physical fabric in Church Street to ensure that both components work as a whole.
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Middleton Grange

5.26 Middleton Grange Shopping Centre forms the heart of Hartlepool's Primary Shopping Area and is a key visitor attraction within the Town Centre and had 10.4 million visitors pass through its doors in 2013. However, the Shopping Centre has vacancies and needs to reinvigorate itself to respond to changing market challenges and conditions. Mars Pension Fund which owns the long leasehold for the site has long-term interest and has plans to improve the Centre in terms of its appearance and its retail offer.

5.27 The Masterplan recognises that Middleton Grange is a dominant presence in the Town Centre both in retail capacity and its physical form. It has historically lacked integration with the immediate surrounding area with blank frontages to surrounding roads and expanses of car parking. The Masterplan recommends activating frontages, particularly opening frontages to Victory Square, and encouraging improvements to entrances and signage at the Centre.

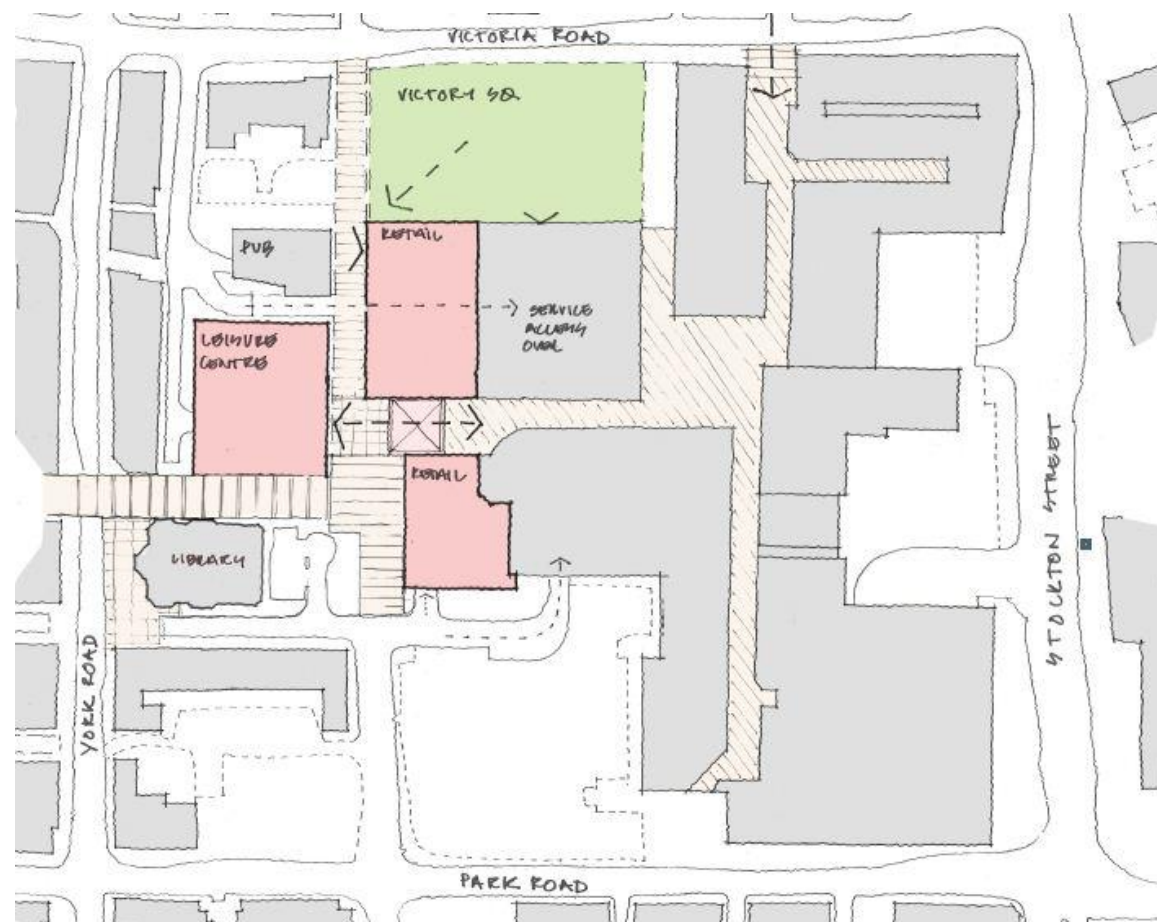


Figure 5.12: Indicative Potential Layout for Redevelopment West of Middleton Grange

5.28 A key proposal for Middleton Grange is the relocation of leisure facilities from the Mill House Leisure Centre to a more central site in the Town Centre adjacent to the Shopping Centre (see Figure 5.12). Through the rationalisation of floorspace at the Centre and utilising the surface car parking area to the west of the Centre there is potential to provide a new Community and Leisure Centre. This would provide a new approach to the Shopping Centre from York Road, the busiest route into the Centre, and encourage linked retail and leisure trips extending the stay of visitors in the Town Centre. It would also place the new leisure provision immediately adjacent to the wealth of bus services in the immediate area at York Road and Victoria Road.

5.29 The creation of a new Community and Leisure Centre would improve the quality of sport and leisure facilities in the Town in a more central and accessible location. This will help to encourage participation in sport and contribute to improving the health and wellbeing of the Town. The new Centre will also be more energy efficient and cheaper to run and

maintain than the existing facilities at Mill House. The relocation will also improve the physical environment at both Middleton Grange and at Mill House through new modern buildings and associated landscaping.

5.30 The Masterplan allows for the new Community and Leisure Centre to be approximately 5,500 sqm in size similar to the size of the Centre at Mill House. It would be up to three storeys in height and likely to include core leisure and recreation spaces including swimming pools, sports hall, gym, studio space and appropriate changing and ancillary spaces. It is not the purpose of the Masterplan to identify exactly what should go in the new Centre as this should be a detailed feasibility exercise with all key stakeholders. However, the Masterplan demonstrates that the scale of an appropriate Centre could be accommodated next to Middleton Grange (Figures 5.12 and 5.13).

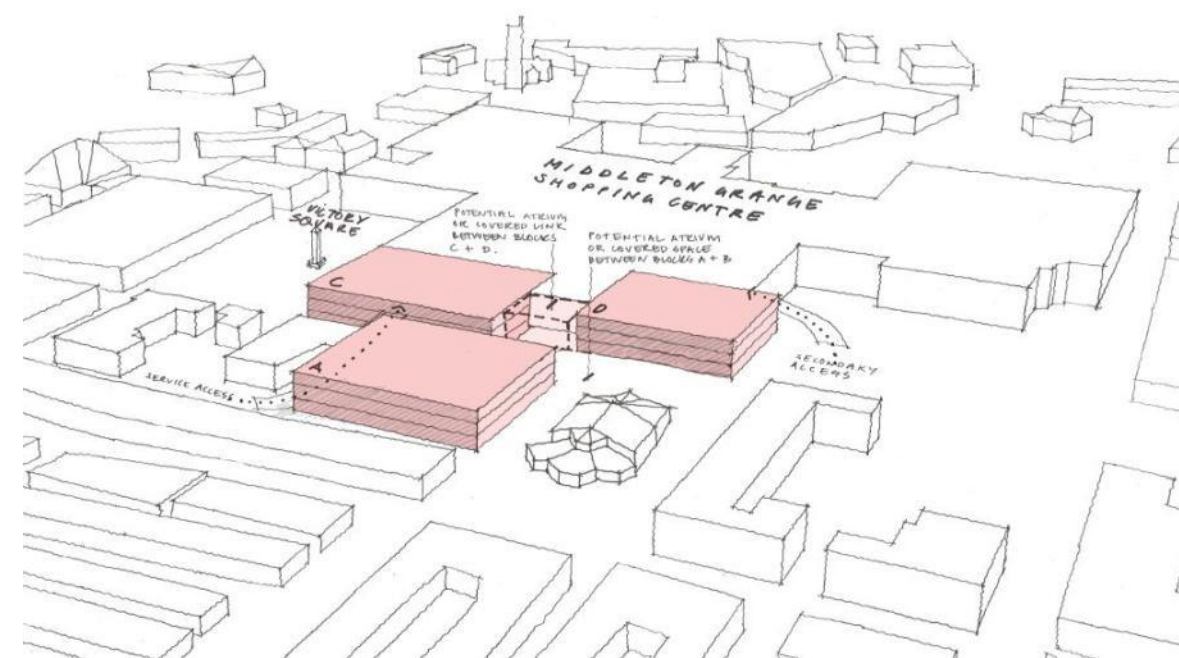


Figure 5.13: Indicative Potential Massing for Redevelopment West of Middleton Grange



Figure 5.14: Indicative Potential Appearance of the Redevelopment West of Middleton Grange

5.31 The Community and Leisure Centre development could be linked to the creation of new two storey retail units and a new entrance on the western edge of Middleton Grange with shop frontages facing the Centre. This will help to create more activity around a new area of public realm between York Road and Middleton Grange. This would see a dramatic physical improvement to the area currently dominated by the surface car park and the badly aging Market Hall at Middleton Grange which lacks character or an identity (see Figure 5.14).

5.32 The proposals show the redevelopment of the Market Hall and the current area where the outdoor market operates. The Market Hall provision would be re-provided within Middleton Grange and it is proposed that space would be retained for an outdoor market in the space adjacent to the development. However, detailed discussions on an appropriate scale of market will be discussed with stakeholders.

Proposed Uses	Retail, community and leisure/recreation uses.
Indicative Floorspace	Potentially c. 13,200 sqm (5,500 sqm community and leisure and 7,800 sqm retail)
Key Design Components	<ul style="list-style-type: none"> Proposals for the improvement of the exterior of the Shopping Centre including new signage and advertising

will be encouraged where it is of an appropriate scale, appearance and design.

- Proposals for the opening up of frontages at the Shopping Centre, such as facing Victory Square, will be supported to activate them and integrate them with the immediate surroundings.
- Proposals for the provision of a new local Community and Leisure Facility to the west of Shopping Centre will be encouraged and should include provision for the appropriate identified community and recreational needs of Hartlepool established through detailed assessment.
- Redevelopment proposals to the west of the Shopping Centre should be a maximum of three storeys in height and respect surrounding development and access requirements.
- Redevelopment proposals to the west of the Shopping Centre should maintain and reinforce strong access routes from York Road to the Shopping Centre.
- Provision for the continuation of market trading should be allowed for through detailed proposals including information of any relocation proposals for the Market Hall or outdoor market.

York Road

5.33 York Road provides an important component of the retail offer in Hartlepool Town Centre. The traditional linear high street comprises local independent shops and services. However, it has suffered from increased vacancy rates and there were 13 vacant shop units on the stretch of York Road within the Masterplan Area identified in the recent Retail Study undertaken by GVA in 2014. There is also an issue with vacancy rates at the upper floor levels as well.

5.34 Whilst physical improvements can be promoted through public realm improvements such as de-cluttering and simplifying the street (covered later in this Chapter) it is critical that these are applied alongside management through Masterplan Management as set out in Section 3.

Mill House

5.35 The Mill House site currently provides a range of local leisure requirements for Hartlepool but it is recognised that the facilities are becoming increasingly dated. As the facilities

increase in age the cost of maintenance and operation will also increase. Therefore, as part of the Masterplan opportunities to facilitate the delivery of a new Community and Leisure Facility have been investigated. This would release the current Mill House site for redevelopment.

- 5.36 As set out earlier in this Section of the Masterplan the preferred location for the core facilities provided at Mill House will be adjacent to Middleton Grange Shopping Centre. This will provide a more centralised leisure provision in a sustainable location in the Town Centre close to main public transport routes and plentiful car parking, and which will allow for linked trips with other Town Centre uses.
- 5.37 As a result the Mill House site can be released for redevelopment. The receipts from the sale of the site for redevelopment will be an important part of the funding for the relocation of the services. Therefore, it has been necessary to consider appropriate income generating uses to maximise receipts whilst respecting the character of the area.



Figure 5.15: Indicative Potential Layout for Redevelopment of Mill House

- 5.38 Residential redevelopment is considered to be the most appropriate use for the site. The potential capacity of the site has been evaluated and it is estimated that the site could accommodate approximately 100 units predominantly in two storeys with three storey developments at appropriate locations. Any redevelopment should be in keeping with the character and appearance of the local area and improve its quality. It is integral to consider proposals for the former Odeon Cinema in particular. The indicative image at Figure 5.15 shows how 94 dwellings could be accommodated, retaining the Mill House public house.

- 5.39 The potential level of affordable housing provision in relation to the redevelopment of the site will need to be considered. The provision should be discussed with the Council, taking into account the emerging Local Plan and evidence alongside the material benefits of the redevelopment enabling the relocation and modernisation of key community facilities. It is likely that a reduced or zero level of affordable housing could be appropriate on the site.
- 5.40 The eastern part of the site could be brought forward as an initial phase but the redevelopment of the western part of the site is likely to have to wait until the relocation of leisure facilities to Middleton Grange are complete. This is important to ensure that there is a continuity of leisure service provision for Hartlepool within the Masterplan Area.

Proposed Uses	Residential
Indicative Floorspace	Approximately 100 residential units.
Key Design Components	<ul style="list-style-type: none"> Development should be at an appropriate density to reflect the character of the surrounding area whilst diversifying the housing market in the Masterplan area. Development should be predominantly two storeys in height with key landmark or gateway buildings being up to three storeys in height. Appropriate open space and play space will be required as part of the redevelopment proposals. Careful consideration should be given to the control of car parking on the site given the proximity to Victoria Park (particularly to the east of the site) and the resulting traffic on match days. Controlled parking arrangements may need to be applied.

Former Odeon, Raby Road

- 5.41 The former Odeon site on Raby Road is a prominent landmark at a gateway location within the Masterplan Area. The Grade II Listed four storey building closed as a cinema in 1981 and despite a number of subsequent uses including a snooker hall and a night club use in the 1990s which ceased in 1993. Since 1999 the building has stood vacant and its physical fabric deteriorated dramatically.
- 5.42 Despite some sporadic interest in the property the lack of agreement on potentially acceptable uses of the building and its value have precluded the re-use of the site to date. Therefore, the site continues to represent an eyesore on the townscape.

5.43 Whilst the Council can continue to take appropriate action to ensure the maintenance and protection of the Listed Building in the short-term (see Section 6 for a summary of details of the powers available) it is important that a long-term solution is found for the site. A feasibility study of the potential for a residential-led re-use of the site indicated that it failed to be viable even at the height of the market. Therefore, it is considered unlikely that future proposals will be viable without substantial public subsidy and the building may need to be demolished.

5.44 However, before this decision is arrived at a full feasibility exercise will be required that considers all realistic uses for building in close consultation with Historic England and the Council's Conservation Team. This will need to consider:

- the structural capability of the building to accommodate alternative uses;
- the potential impacts on the significance of the Listed Building of any proposals in detail;
- the financial viability of the proposals allowing for appropriate costs and returns;
- if there is any charitable or community ownership of the building achievable or suitable, which could secure the future of the building;
- if redevelopment of the building plot would have benefits to the community which would substantially outweigh the loss to the community due to the demolition of the building; and
- if there is any enabling development which was sympathetic to the character, setting and potential uses of the building, which could facilitate its retention was not practical or achievable.

5.45 The feasibility study will need to provide verifiable information and documentation responding to each of these criteria. Should this conclude that demolition is necessary the study should also be capable of being used as evidence to support an application for the demolition of the Listed Building. Appropriate evidence of marketing of the property for re-use would also need to be provided.

5.46 Any re-use or comprehensive redevelopment of the site would offer the opportunity to complement the potential for residential redevelopment at the Mill House site. It would also have to be consistent with and sympathetic to the character and frontages of the existing residential development surrounding the former Odeon building, particularly to the

west and be of the highest quality. Any redevelopment proposals should be no taller than three storeys and will need to justify the demolition of the Listed Building with detailed heritage and viability evidence.

Proposed Uses	Residential, potential community uses, limited retail – dependent on feasibility and heritage assessments.
Indicative Floorspace	Dependent on scheme.
Key Design Components	<ul style="list-style-type: none"> • Re-use or partial redevelopment of the Listed Building should aim to protect and enhance the significance of the property in line with advice from Historic England and the Council's Conservation Manager. • Any proposals for the re-use or redevelopment of the site should be accompanied by detailed heritage advice assessing the impact on the significance of the heritage asset, its structural integrity, financial viability of any proposals, marketing of the property and an assessment of community use. • Any proposals should respect the existing frontages to Raby Road and Dent Street. • Proposals for the redevelopment should acknowledge the scale and massing of the Odeon building but should seek to provide development more in keeping with the scale and density of properties in the surrounding area. Development should be limited to three storeys at a maximum.

Connectivity and the Public Realm

5.47 The key to the success of the public realm strategy is the ability to connect all of the sites together with a pedestrian friendly solution. Barriers should be addressed and spaces need to become attractive and welcoming places for everyone.

Stockton Street

5.48 The rest of Stockton Street from The Lanyard roundabout to the Park Road traffic signals acts as a complete barrier to pedestrians. A comprehensive improvement scheme along Stockton Street from the Lanyard Roundabout to the Park Road traffic signals is recommended. The scheme has been thoroughly analysed using recent traffic data and detailed traffic modelling programs to demonstrate its 'workability'.

5.49 The overall scheme comprises seven components many of which are interlinked.

1. Provision of Roundabout at Stockton Street/ Clarence Road/Church Street Junction

5.50 The removal of the traffic signals (see Figure 5.16) and conversion to a roundabout with toucan crossings on its approaches:

- Improves crossings for pedestrians and cyclists, reducing number of crossings to be negotiated;
- Reduces traffic delay waiting at complex phasing of lights;
- Allows 'u' turning from Stockton Street South, thereby providing reasonable alternative route for traffic travelling south from Victoria Rd (see item 2 below);
- Allows 'u' turning traffic from car parks, including multi-storey on Stockton Street thereby avoiding need to route via Tower Street;
- Reduces travel times for buses travelling to and from Interchange;
- Reduces speeds especially southbound on A689; and
- Enables new car park access and egress to be provided for adjacent College car park.



Figure 5.16: Existing Photographs of Stockton Street / Clarence Road / Church Street Junction

2. Provision of high quality pedestrian crossing across A689 at Victoria Road

- 5.51 The Stockton Street / Victoria Road junction is one of the key nodal points within the Town Centre. However, the A689 dual carriageway severs the Town Centre from Church Street and the Waterfront. The existing pedestrian crossing facility across Stockton Street at Victoria Road is heavily used but is very poor (see Figure 5.17). It operates on a long cycle time requiring pedestrians to wait on occasions up to 1½ minutes and then requiring them often to wait again in a restricted space on the central island.



Figure 5.17: Existing Photographs of Crossing at Stockton Street / Victoria Road

- 5.52 A direct crossing of Stockton Street with pedestrians crossing the road in single manoeuvre and with on average crossing times at least halved can be provided without worsening traffic conditions on Stockton Street. This is achievable by banning the right turn vehicle manoeuvre from Victoria Road. This right turn manoeuvre is the biggest single cause of pedestrian/vehicle accidents at this junction. A reasonable alternative route is put in place with the provision of the roundabout at Clarence Road. The crossing will be at least five metres wide to further improve conditions for pedestrians.
- 5.53 To the north of the crossing is a square bounded by the attractive historic buildings of Wesley Methodist Chapel, the Leadbitter & Municipal Buildings, and the Gray Peverell & Co Building. This square is currently sub-divided by the roads, parking, and overgrown shrubs and trees meaning the value of the architecture is lost. A simplified approach would move all the parking to the north of the square, opening up the front of Wesley Methodist Chapel and bringing it into the public realm, removing the street 'clutter' and

guard rails allowing a coherent public space. The new crossings would be incorporated to allow a natural pedestrian flow through the spaces. With many cars passing along Stockton Street the Square offers a highly visual advertisement of the regeneration of Hartlepool Town Centre.

3. Provision of new pedestrian crossing facility between the College and Middleton Grange

- 5.54 Although there is a strong desire line for pedestrian movement directly from Middleton Grange Shopping Centre to the College and vice versa this is prevented by guardrail along Stockton Street forcing people to use the facility at Victoria Road.
- 5.55 The College and the Shopping Centre are two of the largest generators of people movement in the Town Centre. They are sited immediately opposite each other across the dual carriageway. If direct movement between them is allowed there is every expectation it will be a very heavily used crossing.
- 5.56 A new direct crossing of Stockton Street at the College is considered achievable. It will require an additional set of traffic signals but after analysis it is not considered there will be a source of congestion. It would; however, transform connectivity between the two locations and is recommended.

4. Removal of central barrier along length of Stockton Street and replacement with trees or other 'attractive' features.

- 5.57 With the provision of quality crossings on the key pedestrian desire lines it is no longer considered necessary to 'shepherd' pedestrians to the existing poor crossing facilities. The removal of the barriers will be a major 'psychological' transformation in reducing the severance caused by the A689. The intention will be to use careful urban design so the works create a sense of arrival and drivers recognise that the nature of the road has changed and that they are in the Town Centre.

5. Provision of traffic signals at the multi storey car park access

- 5.58 The multi-storey car park is severely underutilised and it is necessary to improve its access and egress arrangements to improve its usage. The provision of traffic signals at the car park entrance will allow direct access to the car park from the A689 north. The roundabout at Clarence Road will improve egress to the south to a limited extent by enabling 'u' turning rather than requiring visitors to route via Tower Street. It may be possible if major

redevelopment of Middleton Grange takes place to allow a direct egress to the south from the car park. However, this is likely to require modifications to the ramp itself and additional improvement is not considered practical at this time.

5.59 This component of the overall scheme again requires a further set of traffic signals on Stockton Street. A concern therefore is the overall number of signals over a relatively short section of highway. The spacing of the signals has been investigated and such close spacing is in place elsewhere, for example along Kensington High Street where vehicle movements are at or over 2,000 vehicles per hour which is the same as Stockton Street. Furthermore, it may be appropriate to consider the need for the toucan crossings south of the Clarence Road Roundabout, given the improvements proposed elsewhere along the Street these facilities are likely to be little used with equally attractive routing options to both north and south.

6. Improvements to the Stockton Street/ Park Road Traffic Signals

5.60 Some relatively minor changes are proposed to improve pedestrian facilities and make the right turn from Park Road easier for visitors leaving the Town from Park Road. The intention is to separate the Park Road and Hucklehoven Way traffic stages such that right turning traffic from either approach does not have to wait in centre of junction with limited visibility of oncoming traffic. In conjunction with revised pedestrian arrangements analysis indicates that this configuration will be acceptable.

7. Provision of Footway/cycleway along Stockton Street over the rail line

5.61 The overall proposals are to improve connectivity between the Town Centre and Waterfront areas along both the existing routes, firstly via Church Street and across the Level Crossing and secondly alongside Stockton Street over the A689 bridge to the Lanyard.

5.62 Discussions are on-going between Network Rail, rail operators and the Council regarding the potential to open the second platform at the Rail Station and to create a new pedestrian and/or cycle crossing of the railway line at the Station. This would need detailed consideration of potential locations for any bridge to meet technical requirements of Network Rail, where it would be located and potential access routes through third part land to the north of the second platform. These discussions will continue with the aim of opening up this key potential linkage if agreements can be secured.

5.63 However, should this not be possible or in addition to it, it is considered worthwhile providing a 4.5-5.0m wide facility alongside the east side of the A689 itself, maintaining the same number of traffic lanes but narrowing the vehicular carriageways. In conjunction with the roundabout proposals it is considered this will not adversely impact on traffic capacity but will provide an improved walk and cycle connection. It will extend the footway/cycleway scheme northwards from the Interchange.



Figure 5.18: Cycle and Pedestrian Space at the Interchange

5.64 Overall, it is considered that together these seven proposals shown in plan form in Figure 5.19 will transform Stockton Street, greatly reducing severance, hugely improving the appearance of the Street whilst maintaining an efficient flow of traffic.

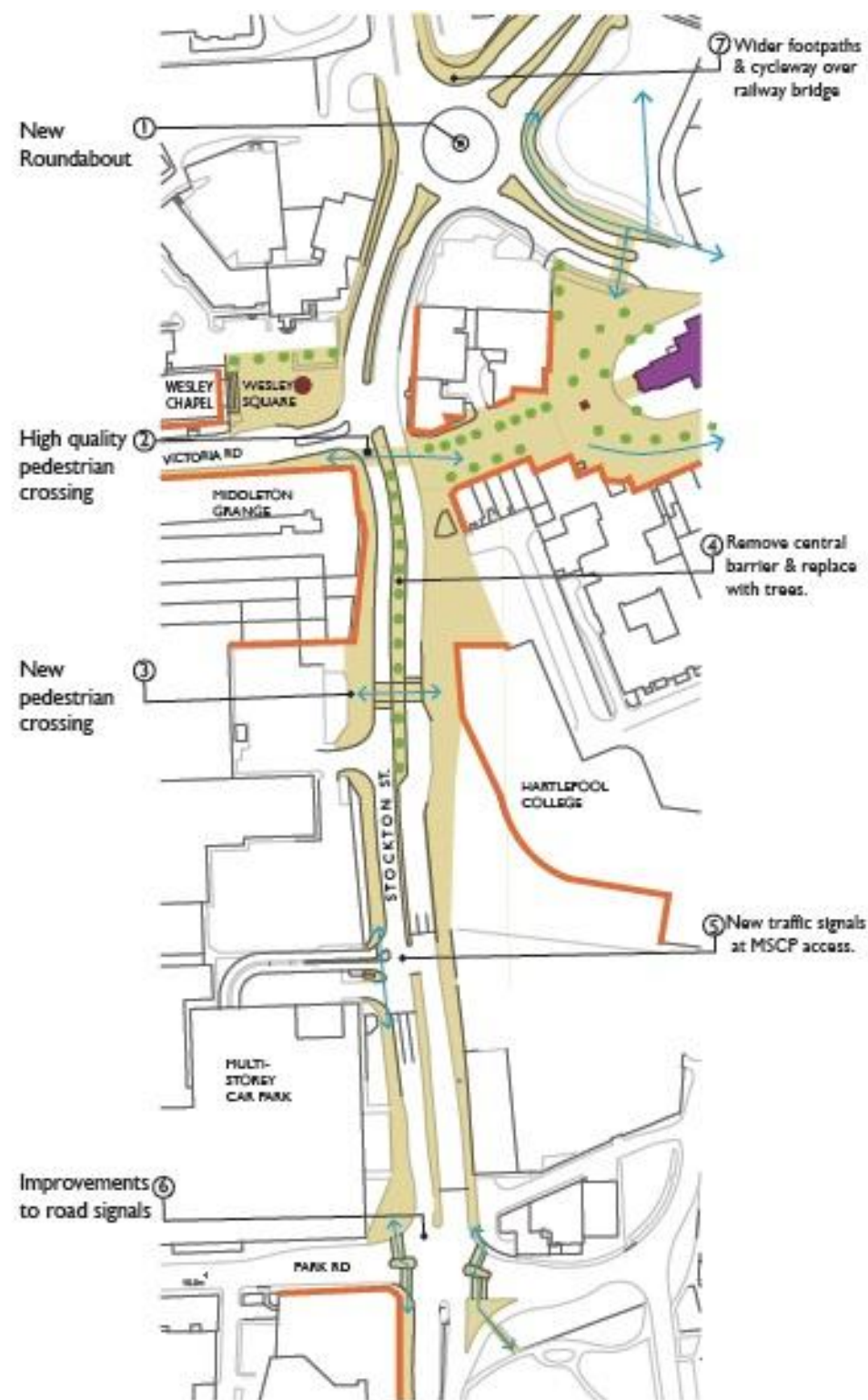


Figure 5.19: Indicative Potential Layout for Renewed Stockton Street

5.65 Such a transformation is considered realistic. One such transformation has recently been brought about in Hereford City Centre on a primary route with very similar traffic volumes to the A689. Both the A689 in Hartlepool and the A438 in Hereford handle circa 2,200/2,300 vehicles in a peak hour, both have significant pedestrian crossing movements. In Hereford a heavily trafficked and 'guard railed' street with subway and at grade pedestrian crossings using 'sheep pens' in the central reserve has been transformed. Many of the design principles recommended for Stockton Street have been derived from this scheme.

5.66 The following images (see Figures 5.20 and 5.21) show the improvements achieved in Hereford through a series of 'before' and 'after' images. It is proposed that similar improvements could be secured in Hartlepool.





Figure 5.20: Images of Newmarket Street, Hereford before Changes



Figure 5.21: Images of Newmarket Street, Hereford after Changes

Church Street

5.67 A number of options to improve the appearance, vitality and 'performance' of Church Street have been considered, ranging from full pedestrianisation to schemes that maintain traffic along the street but transform its appearance, reducing the dominance of the car and making it much easier for pedestrians to cross and dwell in the Street.

5.68 The options that were considered were as follows:

- Option 1: Pedestrianized street (no vehicles allowed);
- Option 2: Shared Space example (vehicles allowed);
- Option 3: Pedestrian priority (single Carriageway); and
- Option 4: Pedestrian Priority (central median).

5.69 Traffic volumes generally increase westwards along Church Street from the Victoria Terrace junction towards Stockton Street. Given Church Street traffic volumes increase as you travel westwards the further west any pedestrianisation scheme would extend the greater the traffic impact and the greater the restriction on vehicular access.

5.70 If a road closure to allow pedestrianisation is implemented to include the section of Church Street west of Tower Street then up to 1,100 vehicles per hour are affected. It would mean that direct access to the eastern half of the Town Centre including access to the Rail

Station, the Tower Street and Lynn Street commercial areas besides Church Street itself would be severed from the main strategic route serving the Town, notably the A689. Egress from the Interchange would also be impacted upon. Such a closure would also worsen access/egress to the multi-storey car park and the car parks on the eastern side of Middleton Grange.

- 5.71 Access/egress would have to be via either Victoria Terrace and Maritime Avenue or Hucklehoven Way. The former route is likely to be able to accommodate diverted traffic volumes if the exit from Maritime Avenue onto the A689 is signalised (Still left turn only). However, any diversion onto Hucklehoven Way will exacerbate existing capacity issues at the Stockton Street signals at Park Road. More importantly, access to the eastern half of the Town Centre will become tortuous and unattractive and likely to lead to a greater sense of isolation from the rest of the Town.
- 5.72 The benefits of a closure would be that Church Square could become wholly pedestrianised and Church Street could accommodate a market or be used for other events. However, on balance it is considered that the increased sense of isolation of the Rail Station and Church Street and loss of passing vehicular trade is likely to adversely impact on the area rather than the improved public realm helping to stimulate the area.
- 5.73 Pedestrianising Church Street east of Tower Street reduces to some degree the issues identified above. However, it still impacts on up to 900 vehicles per hour and importantly still impacts on access/egress to the Rail Station from the Town Centre and the A689. Again it is considered the disadvantages in terms of vehicular access to the area and loss of parking along the Street are unlikely to outweigh the public realm benefits of closure.
- 5.74 Pedestrianising Church Street east of Whitby Street overcomes the issue of Rail Station access (provided Station Approach becomes two way and modifications are made to the areas in front of the station). However, the closure would still impact on up to 800 vehicles per hour, trebling traffic volumes across the level crossing and along Victoria Terrace. Importantly, passing trade would be lost along Church Street itself. There would be some diversion of traffic via Hucklehoven Way leading to increased delay issues at this location.
- 5.75 Such a closure may be deliverable in traffic terms albeit with adverse consequences along Hucklehoven Way and along Victoria Terrace/Maritime Avenue. Traffic signals would be required at the Maritime Avenue /A689 junction.
- 5.76 A closure east of Whitby Street does not deliver transformational public realm improvements at Church Square but simply enables enhanced public realm in Church Street and enabling a market or other events to be held in the Street. On street parking and passing trade would be lost to retail and other occupiers of Church Street.
- 5.77 On balance therefore unless very significant new generators of trade can be introduced into Church Street on a daily basis as a result of closure to traffic pedestrianisation is likely to create greater problems for the Town as a whole rather than options which improve the environment of Church Street whilst maintaining traffic along the Street in a low speed environment. South of the Street will be a key route to the College.
- 5.78 Therefore, rather than pedestrianise the Street the preferred solution is to narrow the vehicle carriageway to allow a widening of the footpath on the north side of the street (in the best micro-climate). Shops, café's, and bars can then spill out onto the pavement creating an active and vibrant street throughout the day. An allowance for on-street parking would also be included to service units. This detail is shown in Figure 5.22.
- 5.79 With the enhanced public realm and wider pavements there will be the opportunity to hold a weekly market on Church Street or on Church Square if desired. The Council's Highways team have confirmed that a weekly closure of Church Street would be viable if needed to incorporate all of the market stalls.

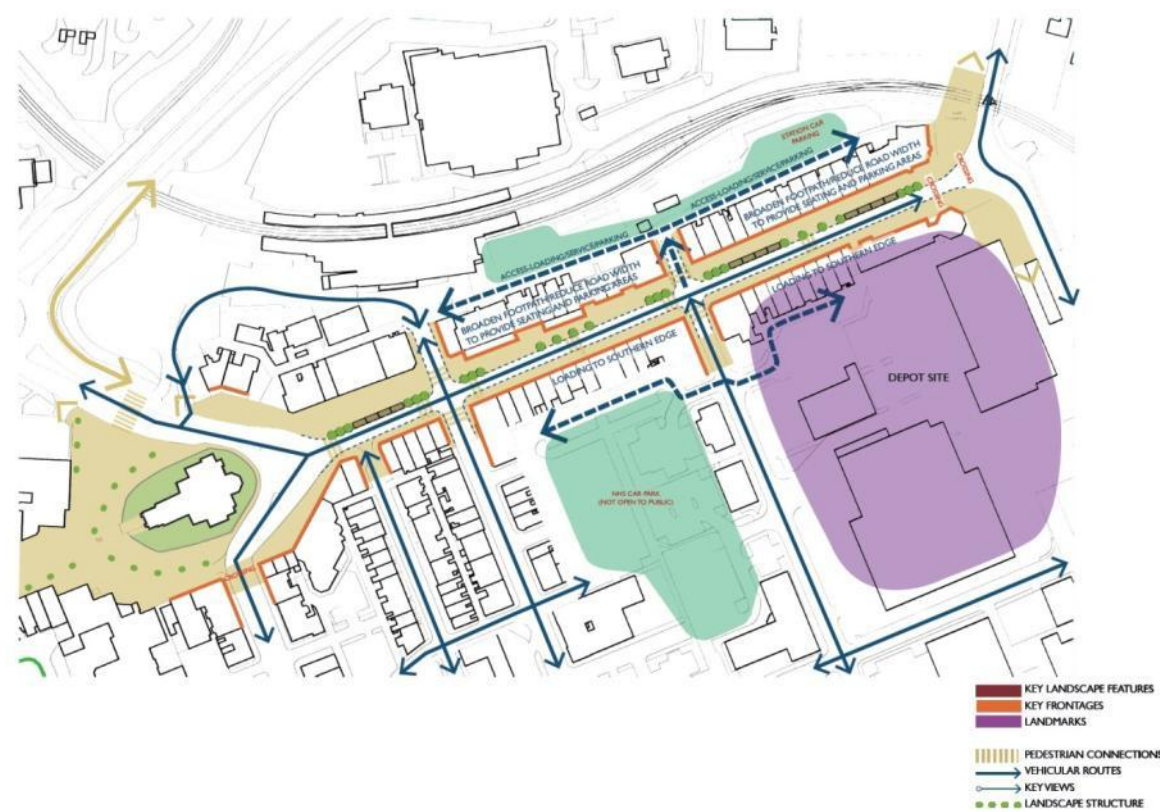


Figure 5.22: Indicative Potential Public Realm for Renewed Church Street

5.80 The provision of the Clarence Road/ Stockton Street roundabout will reduce traffic flows along the western section of Church Street, around the church and into Tower Street since vehicles seeking to access or egress the multi-storey and other car parks on Stockton street can remain on Stockton Street and not route via Church Street and Tower Street as they are presently signed.

5.81 The Square around the Church offers great potential to become a vibrant public realm space with the adjacent Colleges providing regular footfall, and the tourist information centre located within the Church. Its current public realm would be greatly improved by moving the vehicle access to the College to the north allowing pedestrianisation of the majority of the Square (see Figure 5.23). This move would then enhance the pedestrian connection from Stockton Street down Church Street and encourage use of the public space by students and employees of the adjacent Colleges bringing life and energy to the area. The Square could also be used for festivals and events linked to the aims and operation of the ISQ. For example an 'Illustration Festival' has already been held in the area..

5.82 The design and treatment of the works to Church Square should incorporate materials suitable to the historic character and respect the Conservation Area.



Figure 5.23: Indicative Potential Public Realm for Renewed Church Square

Waterfront

5.83 An important factor in improving the Waterfront as a visitor destination is to enhance the accessibility for pedestrians and enhance the quality of the public realm. This should result in it becoming a more attractive area to visit. To enable this to be achieved the design solution needs to create a cohesive feel for the whole area – the attractions, the working marina, café's, restaurants, hotels, and retail instilling a strong 'sense of place' with the emphasis very much on the pedestrians and the removal of the current priority given to the car.

5.84 There are a number of key pedestrian connections that need to be developed or improved to provide an attractive and welcoming visitor experience drawing people around the Marina and inviting them to extend their stay:

- **From Hartlepool Maritime Experience around the Marina** – the walkways around the southern edge are unattractive and poorly maintained. There is the potential for this to be an attractive parkland walk possibly with pavilions, Cycle Hub and small play facilities.
- **From Church Street to the Marina** - the rail crossing is not attractive to pedestrians and could be improved. A route from this junction through the Trincomalee Wharf site from Victoria Terrace towards the Waterfront should encourage connections between the new Innovation and Skills Quarter of Church Street to the Hartlepool Maritime Experience and Museum Quarter.
- **From Hartlepool Maritime Experience to Jacksons Landing** - the walk from Hartlepool Maritime Experience to Jacksons Landing currently take pedestrian around what feels like and is the car park and back of the museum. There is no active frontage to invite people along this journey. A more attractive and vibrant solution would be to connect the HME and Jacksons Landing via a direct bridge. The link could also have a mooring for the water taxi providing a link to Navigation Point.

5.85 The provision of cycle routes from the National Cycle route to the Cycle Hub on Trincomalee Wharf (or Jacksons Landing) would bring a new type of visitor to the Waterfront and welcome trade for the cafés.

Victory Square / Victoria Road

5.86 Victory Square provides the Town Centre with its only significant area of green space yet it suffers from poor connections with activities within the Town Centre and therefore it is significantly underused. A key change would be to create an active frontage from Middleton Grange Shopping Centre allowing shopping and restaurants to face onto the square, bringing activity and use to the area. This could be achieved by opening up existing frontages or including new frontages as part of redevelopment opportunities (see Figures 5.24 and 5.25).

5.87 From the Square there is a level change with Middleton Grange. This could be retained in part and developed to create a series of sitting terraces spilling down into the Square, with ramped access ensuring access for everyone.

5.88 The memorial and its immediate landscape is understandably sensitive to change. Its current layout would not be affected by the design changes proposed.

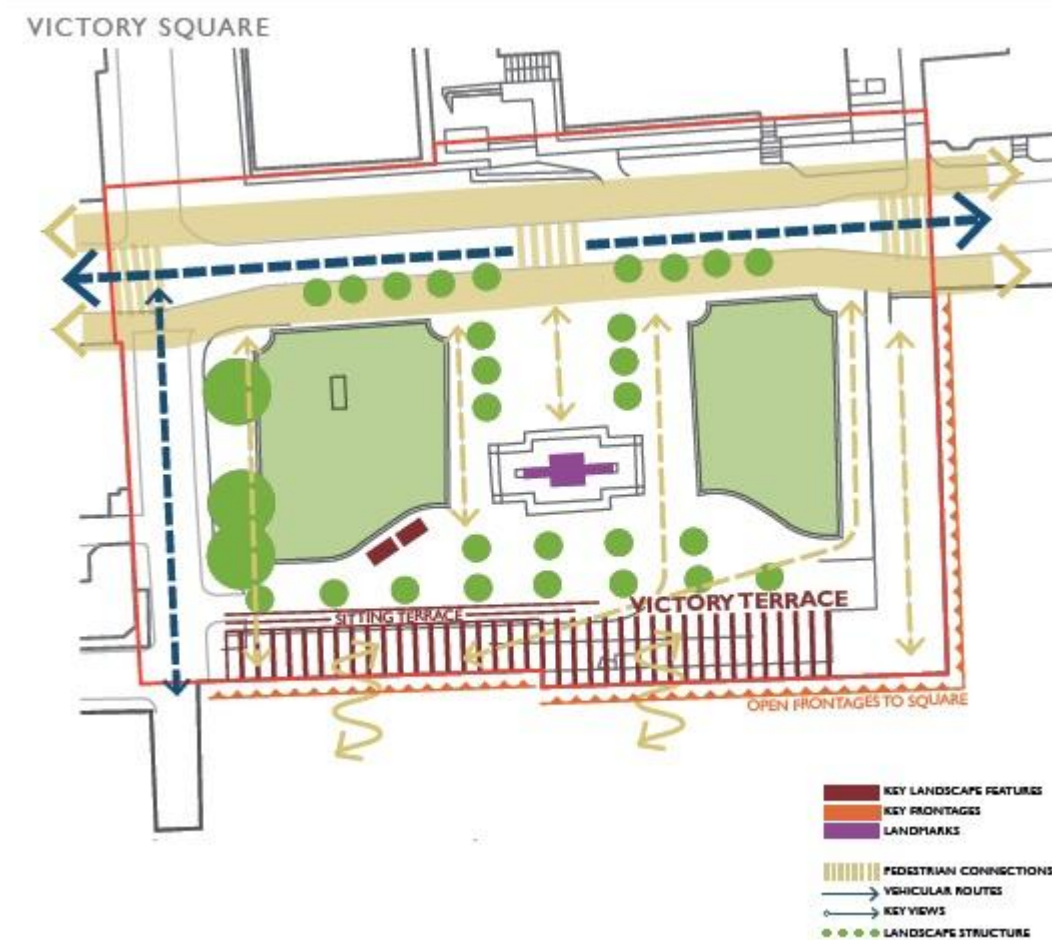


Figure 5.24: Indicative Potential Public Realm for Renewed Victory Square

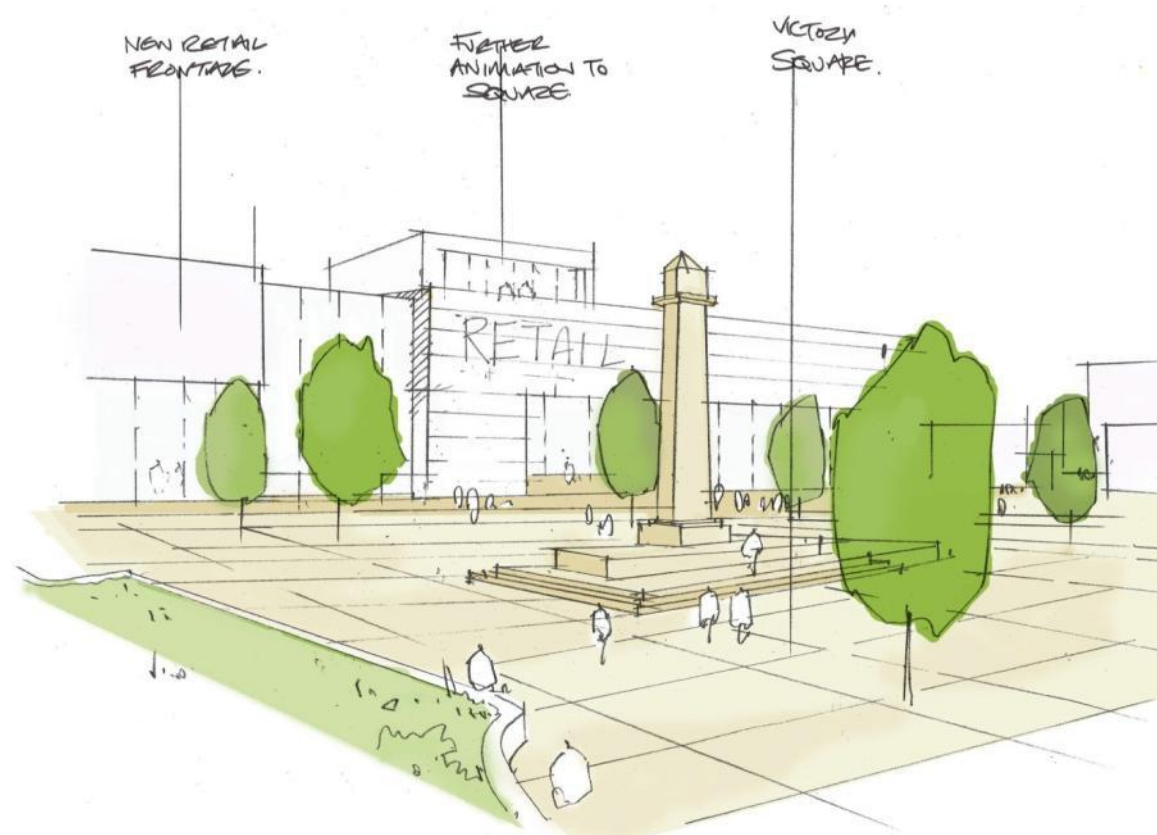


Figure 5.25: Indicative Potential Public Realm for Renewed Victory Square

York Road

- 5.89 The York Road streetscape is fairly active around the Library and access to Middleton Grange Shopping Centre with a number of buoyant shops around this area and on the eastern side of the Road. Traffic currently dominates York Road and pedestrians are hemmed in by guard rails with crossing opportunities restricted.
- 5.90 York Road is very important for bus operations, it is the busiest single bus corridor in the Town and accommodates the Town's primary boarding and alighting points for passengers. It carries at peak times approximately 400 vehicles per hour in each direction which are considered relatively modest flows.
- 5.91 The York Road / Victoria Road junction handles approximately 1,500 vehicles per hour. It is a signalised junction with certain turning manoeuvres banned to assist bus operations. Pedestrians are provided with crossing facilities but the cycle time is such that pedestrian wait times are routinely in excess of a minute to cross a single arm of the junction. Overall, the York Road/ Victoria Road junction is a traffic dominated space.

- 5.92 The public realm is untidy and dated in areas with a mix of low to medium quality surface materials which are failing in areas and appear dirty and unkempt. The road surface towards the north of York Road is of particular poor quality which imposes a negative impression of the area. There is an excessive overuse of guardrails which emphasises the road and appears to narrow the pavements. The Council needs to develop a strong policy around the design of public realm.
- 5.93 There is the opportunity to transform the street through an integrated public realm and traffic management design solution to create a 'less managed' space. This would involve the removal of the guard rails and change in the approach to road crossings. A series of courtesy crossings with a central medium would be introduced allowing easier crossing of the street. Such design concepts have been introduced in a number of town/city centres across the UK in the last few years, notably in Poynton, Bexleyheath, Gloucester, Preston and Coventry. Some images of the appearance of the scheme at Poynton are set out in Figures 5.26 and 5.27.



Figure 5.26: Example of Public Realm Improvements carried out in Poynton

5.94 These schemes have been studied to identify best practice and learn lessons from the various design styles. It is recommended that the most effective and courteous design style is the use of Orbitals, with highly conspicuous courtesy crossings in close proximity to the orbital and with medians on all approaches (see Figure 5.27). Such a style has provided equal or more traffic capacity than the traffic signal junctions they have replaced whilst transforming the public realm and pedestrian connectivity and greatly reducing pedestrian delays.



Figure 5.27: Example of courtesy crossing in use in Poynton

5.95 The scale of traffic movements along both York Road and Victoria Road and the scale of pedestrian movements at the junction are of a similar scale to 'less managed design' schemes implemented elsewhere and hence such design concepts are considered viable in Hartlepool Town Centre on roads other than the A689.

5.96 The introduction of such concepts (see Figure 5.28) would enable greater use to be made of the access/egress into Middleton Grange from Victoria Road. It is considered that enabling car park traffic to/from the residential areas to north/north west of the Town Centre to route into Middleton Grange at this point rather than having to travel along York

Road and Park Road may be beneficial. It is recommended that this possibility is considered further as part of any redevelopment proposals at Middleton Grange.

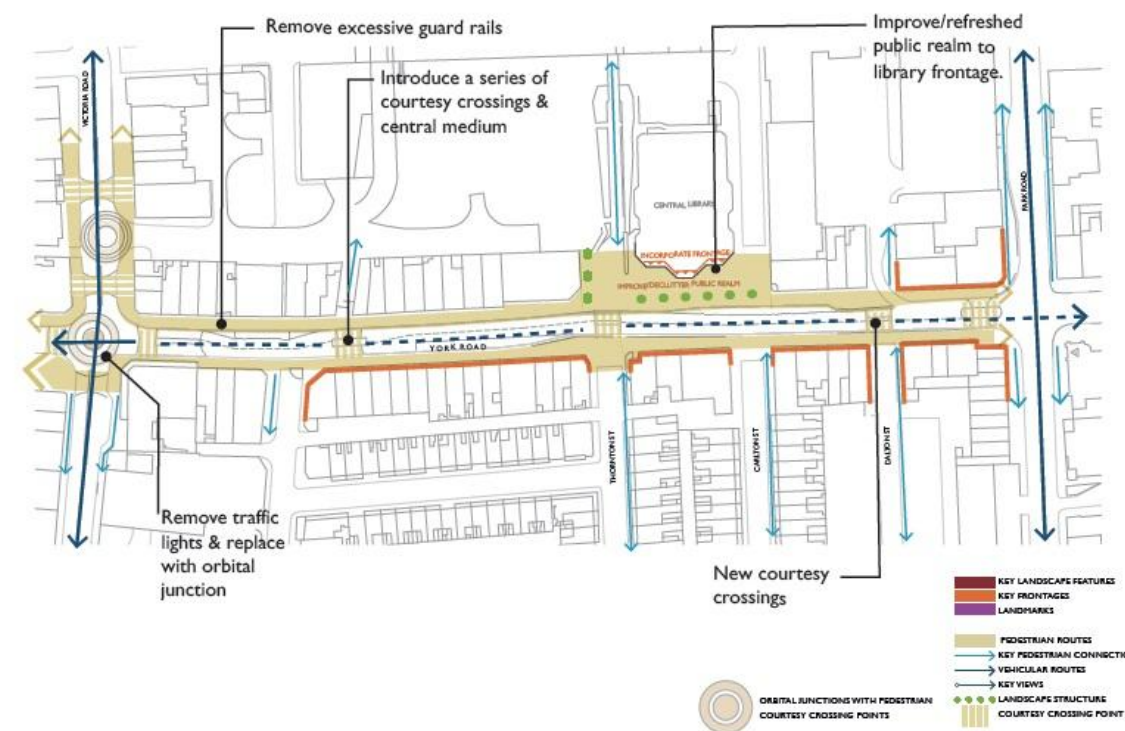


Figure 5.28: Indicative Potential Public Realm for Renewed York Road

6. Implementation and Delivery

6.1 The implementation and deliverability of the Masterplan has been a central factor in its preparation. Each of the proposals for key sites, public realm and highways improvements have been assessed throughout its preparation and revised as necessary in relation to their broad acceptability in terms of viability and cost, capacity, economic additionality, planning policy and the availability of funding.

6.2 This Section details the key delivery considerations and tools that will be used to help to realise the Masterplan to help regenerate the Town Centre and Waterfront area.

Major Capital Projects

6.3 The Masterplan has been conceived as a whole vision for the Town Centre and Waterfront. All of the projects contained in the previous section are purposefully designed to be implemented together as part of a cohesive Regeneration Programme for Hartlepool. There is, by definition, a delivery ambition that will be an on-going and sustained process for the next fifteen years.

6.4 The Masterplan is not a 'set-in-stone' blueprint but a document that is alive and flexible to circumstances changing. New projects will inevitably be defined over time. Providing these projects adhere to the mission statement in Section 1 and the pervasive quality themes that run throughout this Masterplan, then any new projects will simply add value to what the Masterplan has started.

6.5 The projects schedules presented here follow the three realms of; development, public realm and connectivity themes. There are 29 distinct projects contained within these three themes at a gross cost of over £165 million. An investment programme of £165 million will indeed serve to raise the profile of Hartlepool amongst other private and national and international investors.

6.6 The major projects are defined here setting out their details, anticipated phasing, approximate estimated cost, potential funding sources and opportunities, and key delivery commentary.

Development Projects

Jacksons Landing

Project Outline	<ul style="list-style-type: none"> Provision of a new destination building for a future anchor use, STEM Hub, hotel, leisure, retail, restaurant and commercial facilities as well as public realm improvements.
Project Detail	<ul style="list-style-type: none"> Provision of a new anchor facility (5,000 sqm), STEM Hub (800 sqm), hotel (2,350 sqm), commercial office (1,000 sqm), retail (600 sqm), leisure (800 sqm), and restaurant (650 sqm) with public realm improvements to create park area on east of the site surrounding the Seaton High Light. Floorspace could include for the Cycle Hub.
Development Timing	<ul style="list-style-type: none"> Short to Medium-term
Costs	<ul style="list-style-type: none"> Over £33million
Funding	<ul style="list-style-type: none"> Council land value contribution. Third party funding from identifiable and eligible sources including LGF, Heritage Lottery Fund ERDF 2014-2020, Sport England (Inspired Facilities) and Big Lottery Fund (e.g. Reaching Communities Buildings). Value generated by ancillary commercial floorspace.
Delivery Comments	<ul style="list-style-type: none"> Delivery will be reliant on the Council contributing land to the development. Applications for funding will be supported by the Council and additional funding sourced by the Council. Jacksons Landing is the priority project for Hartlepool and should be a priority for the Tees Valley Local Growth Programme. STEM Hub proposal is included at Jacksons Landing alongside the nearby NMRN and HME North as an important co-located education and learning experience for the local community. It also helps drive footfall to Jacksons Landing and the NMRN North project. Public realm improvements should be integrated with proposals for the new buildings to ensure a complementary fit with the design, positions and scale of buildings.

Trincomalee Wharf

Project Outline	<ul style="list-style-type: none"> Provision of mixed-use redevelopment including commercial, leisure, retail, residential and public realm.
Project Detail	<ul style="list-style-type: none"> Provision of c. 22,850 sqm of mixed-use floorspace to accommodate commercial office (7,998 sqm), leisure

	(2,742 sqm), retail (1,371 sqm), restaurant (2,742 sqm) and residential development (7,998 sqm / 102 dwellings assuming 57 one bed flats and 45 two bed flats). There will be a number of smaller pavilions/hub buildings on the water frontage set in public park space. Cycle hub could be accommodated as part of the scheme.
Development Timing	<ul style="list-style-type: none"> • Medium to Long-term
Costs	<ul style="list-style-type: none"> • £40.5 million
Funding	<ul style="list-style-type: none"> • Value generated by commercial floorspace • c£14.5m eligible items for grant funding (a further £4.5m of gross cost is an assumed contingency). We envisage a future LEP bid for LGF (or future version thereof) to be applied for.
Delivery Comments	<ul style="list-style-type: none"> • Proposals are to be primarily market-led responding to wider improvements in the Waterfront area. Jacksons Landing will provide a shorter term stimulus to further development at Trincomalee Wharf. • Rationale for Trincomalee Wharf following Jacksons landing is that Jacksons Landing will improve the commercial appraisals on what eventually is delivered at Trincomalee Wharf. • Proposals can come forward on a phased basis but should be consistent with an overall outline planning permission for the site to allow for a comprehensive planning approach. • It will be important to deliver the new access connections between Victoria Terrace and Maritime Avenue and The Lanyard and Maritime Avenue within an early phase of development to provide a framework for future development.

Church Street

Project Outline	<ul style="list-style-type: none"> • Redevelopment of the Council Depot for a new CCAD Campus and replacement of existing Hub • Introduction of specific uses into vacant floorspace (retail, leisure, business, education related - use LDO) • Improvements to the physical fabric of buildings in the Conservation Area. • Redevelopment of the remainder of the former Lynn Street Depot by CCAD future expansion.
Project Detail	<ul style="list-style-type: none"> • Provision of a new Further and Higher Education Campus (4,200 sqm) on the Council Depot site and redevelopment of the existing Campus on Church Street (600 sqm). • Use of a LDO to simplify the planning process to encourage

	<p>changes of use to specific uses classes (namely A1, A2, A3, A4 and D1 at ground floor with potential for C1, C3, B1, and D1 uses at the upper floor levels).</p> <ul style="list-style-type: none"> • Improvements to the physical fabric of buildings on Church Street, both internally and externally to increase the potential for re-use and long-term viability in conjunction with LDO. External improvements will be in line with simple design code principles to lead on form and style but to leave flexibility for colour and cultural vibrancy. • Provision of student residential (11,100 sqm - notional 275 student studio bedrooms) and further education floorspace for CCAD (10,650 sqm). Potential for phased development to phase development costs at the site.
Development Timing	<ul style="list-style-type: none"> • Short to Medium-term
Cost	<ul style="list-style-type: none"> • £54.7million (£43.6m potential cost for the expansion of CCAD later phases based on maximum capacity assumptions)
Funding	<ul style="list-style-type: none"> • CCAD already secured initial funding from the LGF and progressing with first two phases. • Council and Heritage Lottery Fund for improvements to Church Street properties. • Initial LGF funding secured by the Council to support Innovation and Skills Quarter proposals. • Potential commercial finance for student residential on Lynn Street Depot site.
Delivery Comments	<ul style="list-style-type: none"> • CCAD's initial proposals will be delivered in the short term due to LGF funding requirements and will therefore be at the vanguard of the Masterplans key projects. • The opportunities that will be created by CCAD's proposals have the potential to stimulate the regeneration of the buildings and uses in the Church Street area in parallel to the College's growth. • It is recommended that the Council pursue the creation of a LDO for an initial three year period to make it easier for appropriate changes of use to occur in the Church Street area so long as they do not detrimentally affect amenity. • Funding opportunities should be sought through the Townscape Heritage Initiative (THI) concentrating on the merits of improving key Listed Buildings in the Conservation Area such as the Wesley Chapel and the Shades. This could increase the chance of successful funding being secured.

Middleton Grange - Retail

Project Outline	<ul style="list-style-type: none"> • New retail development at Middleton Grange. • Improvements to external appearance of the Centre. • Opening frontages on to Victory Square.
Project Detail	<ul style="list-style-type: none"> • 7,800 sqm of new/replacement floorspace at Middleton Grange including new Market Hall. • Improvements to external appearance of the Shopping Centre in terms of signage, advertising, entrance improvements etc. • Opening the frontages on to Victory Square to create activity in the Square and increase footfall into the Shopping Centre. Respectful to memorial status.
Development Timing	<ul style="list-style-type: none"> • Medium-term
Cost	<ul style="list-style-type: none"> • £13.9million
Funding	<ul style="list-style-type: none"> • Commercial finance via Mars Pension Fund for retail improvements to Middleton Grange. •
Delivery Comments	<ul style="list-style-type: none"> • Improvements to the shopping Centre are anticipated through investment by the operator and will be encouraged and supported by the Council where appropriate to assist in the reinforcing of the quality of the retail offer in Hartlepool. • •

Middleton Grange – Community and Leisure Centre

Project Outline	<ul style="list-style-type: none"> • Community and Leisure Centre next to Middleton Grange.
Project Detail	<ul style="list-style-type: none"> • Provision of new Community and Leisure Centre (5,500 sqm) adjacent to Middleton Grange (to the west) on current car parking. •
Development Timing	<ul style="list-style-type: none"> • Medium-term
Cost	<ul style="list-style-type: none"> • £14.4m
Funding	<ul style="list-style-type: none"> • Asset disposal by the Council including land receipts from the redevelopment of the existing Mill House Leisure Centre site.

	<ul style="list-style-type: none"> • Development contribution from Mars Pension Fund towards the Community and Leisure Centre recognising the benefit to the Shopping Centre. • Sport England funding towards the provision of new and improved sporting facilities. • Council prudential borrowing against the savings on maintenance, improvements and energy efficiency savings that would be saved compared to operating the existing Mill House for its remaining lifespan. • Council accounting for the wider economic benefits accruing from the linked trips to the Town Centre to improve capture of retail spend in Hartlepool.
Delivery Comments	<ul style="list-style-type: none"> • The provision of new community and leisure uses to the west of the existing Shopping Centre will be dependent on the redevelopment of Mill House and use of Council sale receipts for sale of the site and other assets. • By centralising a Community and Leisure Centre adjacent to Middleton Grange the proposals will help to increase footfall and lengths of stay in the Primary Shopping Area and Masterplan Area and assist the Retail Revival of Hartlepool. Conservatively, if 150,000 visitors as a proportion of visitors to the Centre per annum spend an average of £5 in the Town Centre then this would increase the spend to £750,000 in the Town Centre per year. This is considered conservative given that 300,000 people visit Mill House per annum and it would be hoped that visitor numbers would increase given a new facility in a more accessible location. • The loss of car parking can be accommodated through increased use of residual car parking surrounding Middleton Grange. The use of 'double tickets' where the cost of parking is deducted from the cost of activities at the Centre will ensure that free parking is still available for Centre users. • Adequate space is also retained for an outdoor market adjacent to the Centre and Middleton Grange.

Mill House

Project Outline	<ul style="list-style-type: none"> • Redevelopment for residential development.
Project Detail	<ul style="list-style-type: none"> • Residential redevelopment of the site for approximately 100 dwellings (the indicative scheme shows 94 dwellings) with affordable housing potentially omitted to make an enabling viability case to cross fund the relocation of the Community and Leisure Centre.
Development Timing	<ul style="list-style-type: none"> • Short to Medium-Term

Funding	<ul style="list-style-type: none"> Commercial finance. Site would yield approximately £1.5m receipt.
Delivery Comments	<ul style="list-style-type: none"> The proposals would deliver residential development in keeping with the primary uses of the surrounding area and would re-use a previously developed site in a sustainable urban location. The delivery of residential development is consistent with feedback from the public during the initial Masterplan consultation process. An initial phase of redevelopment could be accommodated on the eastern part of the site. The delivery of residential development on the western part of the site will not be possible without the relocation of the existing Mill House Leisure Facilities to a new location – proposed to be adjacent to Middleton Grange Shopping Centre. This is necessary to ensure the continuity of leisure facilities in Hartlepool. The redevelopment will need to consider the potential requirement for affordable housing at the site in line with emerging Council planning policy. However, an enabling case could be made to justify a reduced affordable housing provision due to the sale of the site helping to cross fund key community facilities.

	<ul style="list-style-type: none"> Provision may also need to be made for the 'stopping up' of Young Street as part of the proposals to regularise the development site.
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Public Realm Projects

- 6.7 The Masterplan has been conceived in a new funding world whereby traditional sources of funding to support public realm through grant means, have virtually disappeared from the public funding landscape. The move towards more investment based means of project support and away from traditional grant approaches, has made decisions to invest in public realm more difficult to justify for a public body.
- 6.8 Whilst there will be some grant funds available through for example the ERDF 2020 Programme, Heritage Lottery / Enterprise or through Local Growth Deals, a new approach is required as the outputs and outcomes associated with these typical sources have moved away from public realm projects. Consequently, a number of Council's are looking to use their own capital programme, reserves or prudential borrowing with a longer term payback.
- 6.9 Based upon work undertaken recently for the Association of Greater Manchester Authorities / Greater Manchester Combined Authority, GVA has developed a model of business rates capture that has most recently satisfied the requirement to support a £5m investment in the one of Greater Manchester town's public realm by way of prudential borrowing.
- 6.10 It is important to note that 'value' becomes the key consideration in delivering a solution to public realm. For Hartlepool, there is considerable investment required to deliver the public realm strategy outlined above and so in considering resources, value refers to both financial and socio-economic value.
- 6.11 It is also important to note that within the UK context, the body of empirical evidence and research concerned with evidencing the benefits of investing in the Public Realm is relatively, and somewhat surprisingly, 'thin'. The Value of Urban Design undertaken by the Bartlett School of Planning for CABE and Department for Environment, Transport and the Regions (now DCLG) in 2001 remains still the touch-stone for evidencing the economic, social and environmental value to be generated through good urban design. Furthermore,

Former Odeon, Raby Road

Project Outline	<ul style="list-style-type: none"> Redevelopment for residential development.
Development Timing	<ul style="list-style-type: none"> Medium to Long-term
Delivery Comments	<ul style="list-style-type: none"> Any proposals for the comprehensive redevelopment of the site will have to demonstrate that the re-use of the building will not be viable in the long-term. This should be carried out using detailed appraisal work of the site considering a range of options based on structural survey information and a detailed heritage assessment of the property. As part of the review of proposals consideration should be given to the potential funding sources and levels of funding that could be secured through detailed discussion with English Heritage. Demolition of the site will only be allowed should there be demonstrably viable proposals with planning permission and Listed Building Consent for the site. The Council should use its compulsory purchase powers to assemble the site to help facilitate its re-use or redevelopment. This commitment could provide much needed certainty to prospective developers.

the East Midlands Development Agency produced in 2007 a major study into the Economic Benefits of the Public Realm citing six economic benefit streams and importantly suggesting how these can be measured and quantified:

- Attracting businesses;
- Increasing land / property values;
- Attracting visitors;
- Increasing tourism;
- Improving productivity; and
- Enhancing image.

6.12 However, the financial benefits of public realm investment are more concerned with capturing increased revenues, rates, footfall etc. The Homes and Communities Agency has published the 4th edition of its Additionality Guide (2014) and this remains the accepted guide to assessing the additional impact of local economic investment. Additionality is defined as the *'extent to which something happens as a result of an intervention that would not have occurred in the absence of the intervention'* (page 1).

6.13 The themes in which any public realm project would be appraised therefore would pick up all facets of public realm – the Additionality Guide suggests the following: rent/capital value; market attractiveness; whole-life costs; user performance; economic contribution; image/external sense of identity; place vitality; social inclusion; social interaction; community safety/crime; health; access to goods and services; heritage value; energy efficiency; waste management; and, ecology.

6.14 A final important point to note in respect of establishing the economic value of public realm investment is referred to as the persistence of benefits. For any particular intervention, be it a housing project, an enterprise or inward investment project, or a public realm project, the net benefits will have a time-frame by which they remain relevant. The Department for Business Innovation and Skill's Impact Evaluation Framework Plus (IEF+) guidance (BIS 2009b) referred to in the Additionality Guide suggests that public realm benefits have a natural 10 year 'persistence' quality. In this regard, such investment is equally as important as a project that supports the development of the educational infrastructure or a project that reclaims previously developed land for productive uses.

Description	Detail	Funding
Public realm improvements to Church Street.	Church Street improvements that encourage greater pedestrian connectivity in the area. This includes the widening of the footpaths to reduce the width of the road to provide seating and parking areas. Loading would be carried out on the southern edge of the Street. Crossing points will be specifically identified to assist with pedestrian confidence of crossing the roads and to encourage awareness for vehicle drivers.	£2,390,000
Public realm improvements to Victory Square.	Creates a sitting terrace (potentially 'Victory Terrace') which relates to more open and active frontages that could be implemented at Middleton Grange Shopping Centre. The proposals would also look to use part of the existing green space area for events to introduce respectful activity into Victory Square.	£380,000
Public realm improvements surrounding Maritime Experience	Improvements to the public realm surrounding the Maritime Experience to improve signage and legibility to access locations like Jacksons Landing.	£440,000
Public realm improvements at Navigation Point.	General maintenance and updating of public realm to include improving accessibility e.g. removing step changes and pinch points.	£75,000
Create new gateway linkage from Trincomalee Wharf to Church Street.	Potential to create an improved public realm with gateway features to help way finding between the new landmark CCAD presence at the eastern end of Church Street and the Waterfront.	£160,000
Improvements to the public realm at York Road	Removal of guardrails to improve crossing options on the road. This would be linked to proposals to improve and de-clutter the public realm, especially around the route into Middleton Grange around the existing library. This would also help to incorporate the library and other key buildings and aim to encourage the vibrancy and activity on the street northwards.	£35,000

Highways Improvement Projects

Description	Detail	Funding
Improvements to the crossing of Stockton Street/Victoria Road/Church Street junction	Introduction of banning the right turn out of Victoria Road on to Stockton Street with a 90 second phasing.	£860,000
Improvements to the crossing of York Road/Park Road junction	Creation of less managed space through the introduction of a roundel arrangement with courtesy crossings.	£370,000
Improvements to the crossing of Victoria Road/York Road junction.	Creation of less managed space through the introduction of a roundel arrangement with courtesy crossings.	£280,000
Improvements to the crossing of A689/Clarence Road.	Introduction of a roundabout to replace the existing signalised junction.	£2,230,000
Removal of railings from Stockton Street and A179.	Removal of guardrails to improve the appearance of Stockton Street and to remove the visible barriers discouraging crossing the road.	£310,000
New Pedestrian Crossing from Middleton Grange to Hartlepool CFE	Introduction of a new pedestrian crossing from Middleton Grange to Hartlepool College of Further Education via a signalised junction.	£50,000
Signalised Right Hand Turn into MSCP	Introduction of a signalised right turn into the Multi-Storey Car Park but no right turn out. This would be on a 90 second phasing for the signals.	£70,000
Improvements to the Junction at Park Road/Stockton Street	Improvement to the Junction to include a separate side road phase and an additional pedestrian crossing with phasing of the signals at 90 seconds.	£100,000

Description	Detail	Funding
Narrowing of roadway of A689 to introduce wider footway/cycleway	Narrowing of the roadway on the A689 over the railway to facilitate the widening of the pedestrian route and introduction of a cycleway.	£400,000
Alteration of phasing of signals on A179 to improve pedestrian crossing times.	Alteration to phasing of the lights to encourage pedestrian crossings but keep vehicle traffic free flowing.	£860,000

Funding Strategy

- 6.15 The Masterplan is a £165million programme of realisable and phased projects. Of the £165m (including an allowance for the initial CCAD proposals being included), £47m is anticipated to be drawn from a number of public sources including direct investment by the Council (assumed at just over £6million). The remainder is expected to be private finance, reflecting a major investment programme from the private sector. This is over the course of a fifteen year programme but it is quite possibly the most significant investment programme in Hartlepool for a generation.
- 6.16 For this to be successful requires the buy-in of the stakeholders and the early-win delivery to improve confidence in Hartlepool as a place to invest. A number of stakeholders, landowners and funding agencies are vital to the delivery of the Masterplan.
- ### Hartlepool Borough Council
- 6.17 The decline in the levels of public grant to support regeneration activity, coupled with the challenging financial climate facing all public bodies, and the general shift in philosophy away from grant based approaches to investment approaches, all results in the need for a new approach to delivery. The Council will be under enormous fiscal and budgetary pressures but at the same time it does have greater financial freedoms and flexibilities in which to help underpin regeneration activity. It is also a very proactive authority as can clearly be demonstrated by its purchase of the Jackson's Landing site.
- 6.18 The Masterplan contains a set of projects that will require Council direct intervention. For the Jackson's Landing project, there is the value of land contribution to the project. For the

public realm strategy, there is an expectation that the Council will direct deliver through Capital Programme and where necessary Prudential Borrowing, taking a longer term view on the benefits to accrue and come back to the Council in delivering regenerative projects. There is also the expectation upon the Council in terms of its property assets – the freehold to Middleton Grange and the recycling the land receipt at Mill House back into the programme.

Tees Valley Unlimited

- 6.19 Tees Valley Unlimited (TVU) as the Local Enterprise Partnership (LEP) for the area worked with local partners to develop the Tees Valley European Structural and Investment Funds Strategy (ESIFS) It sets out how the area will maximise the opportunity presented by an allocation of £173m from European Regional Development Fund (ERDF) and European Social Fund (ESF).
- 6.20 TVU is a well-established and well regarded LEP and as a result the ESIFS has credibility in it being well founded on a robust and mutual understanding of evidence, priorities and capacity for delivery.
- 6.21 The next round of ERDF (2014-2020) is critical to TVU delivering its ambitions. The ESIFS is therefore fully aligned with the Thematic Objectives of the 2014-2020 EU Programme and national government policy, particularly the Plan for Growth and the Industrial Strategy.
- 6.22 The Tees Valley Growth Deal will also help boost the economic growth of Tees Valley with investments in key transport, infrastructure, skills, innovation and business support projects.
- 6.23 The Tees Valley LEP has secured £90.3m from the Government's LGF to support economic growth in the area – with £14.1m of new funding confirmed for 2015/16 and £21.2m for 2016/17 to 2021. In January 2015, a further £13.9million was added to the Growth Fund by central Government:
- 6.24 The Tees Valley Statement of Ambition sets out a vision for the Tees Valley over the next 15 years, securing the future of existing key sectors, growing the existing business base and attracting new foreign direct investment and the creation of new businesses. The stated ambition is to create some 25,000 jobs by 2025, with the following associated outcomes:
- Increase GVA per head to 82% of the national average (currently 75.8%)

- Increase the number of Enterprises from 254 enterprises to 300 enterprises per 10,000 population an increase of 25% (approx.. 3,200 net increase)
- Increase the Employment Rate (64.5%) to meet the national average (71.1%)
- Increase the number of people with Higher Level Skills by 5% (to 30%)
- Reduce the number of people with no qualifications (13%) to meet the national average (10%)

6.25 The Masterplan for Hartlepool has been conceived with this higher level ambition in mind. Many of the projects contained within the programme have been developed not only because there is a clear need but that there are important sources of funding available. It is why projects such as the STEM Hub are really important for Hartlepool, and particularly when it helps the additionality of co-locating with NMRN North.

6.26 The LEP is a key delivery agency for Hartlepool with approximately £28million of projects over the life time of the programme being earmarked for applications to the ERDF 2014-2020 Programme, to the LGF, and to the Local Sustainable Transport Fund (LSTF). The Masterplan serves to provide the overarching framework by which this investment can be secured. In the recent LGF rounds, CCAD and the Council has already been successful in securing initial investment towards improvements that will benefit Church Street and the implementation of the Innovation and Skills Quarter.

Big Lottery Fund

- 6.27 The current Masterplan assumes some £12.7m will be accessed via a number of sub-funds under the Big Lottery Fund. Eligible projects in the current programme could be met via Sport England (such as though the Inspired Facilities round with respect to the Jacksons Landing project), through the Reaching Communities Buildings funding round (helping to contribute towards the STEM Hub for example) and in particular via the Heritage Lottery Fund, given the importance of the historic naval environment of Hartlepool.
- 6.28 As the projects within the Masterplan are worked up in more detail, these grant based funds, and others that come on stream, will form part of the funding solution. The Masterplan provides the overarching framework that contextualises such applications and has already shown its importance in providing supporting evidence to help secure LGF funding for the Innovation and Skills Quarter

Economic Impacts

- 6.29 It is important to consider the potential economic and social benefits of the proposals developed as part of this Masterplan exercise. This includes benefits generated directly and indirectly as a result of the Masterplan projects, and those generated during the construction of buildings and infrastructure and once the development is complete.
- 6.30 An assessment has been undertaken of the potential economic and social benefits of the Masterplan following the principals established within national guidance including the Homes and Communities Agency (HCA) Additionality Guide (4th Edition, 2014), and the HCA Employment Densities Guide (2nd Edition, 2010). It is also an approach based on applying nationally accepted standards and is therefore entirely appropriate for development proposals of this kind.
- 6.31 In calculating the potential jobs that will be generated as a result of the Masterplan proposals consideration has been given to how many will be 'new' jobs to the economy. In order to do this we have translated gross jobs estimated to net jobs through the consideration of leakage (how many jobs will be filled by those from outside of the local area), displacement (how many jobs will replace existing jobs in the economy), and a multiplier effect (how many jobs will be generated in the supply chain).

Benefits of Construction

- 6.32 Investment in construction, including construction of buildings and infrastructure, generates jobs and in turn increases spending within the local economy. Construction jobs are often highly accessible for local people at a variety of skills levels, and include up-skilling of the local labour force.
- To calculate jobs that will be created as a result of the investment in construction as a result of the Masterplan proposals we give consideration to the following:
 - The total estimated construction cost across the identified projects;
 - Average salaries of those working in the construction sector; and
 - The length of time that we anticipate the construction will take.

- 6.33 On this basis an estimate that the total construction budget of approximately £101.5m (allowing for discounts for materials from overall costs) could generate as many as 3,575 gross jobs or 1,210 net additional jobs.

Benefits of Completed Development

- 6.34 The Masterplan includes proposals for commercial floorspace including office, retail, leisure, hotel, and restaurant uses. These uses will generate a variety of jobs once constructed and in use.
- 6.35 Jobs generated from the completed commercial floorspace based on standard employment density assumptions across the range of uses. The principle here is that for each use, certain amounts of floorspace will accommodate a job. These employment densities differ across the uses.
- 6.36 In order to calculate the gross additional jobs we divide the floorspace identified by the Masterplan under each use by its standard employment density figure taken from national guidance.
- 6.37 The following bullet points summarise the floorspace under each use and the gross jobs calculated for each:
- Just under 9,000sqm (Gross Internal Area) of B1 Office floorspace could generate in the region of 640 gross jobs;
 - A 60 bed hotel could generate in the region of 30 gross jobs;
 - Around 9,000sqm (GIA) of D1/D2 Leisure floorspace could generate in the region of 99 to 250 gross jobs;
 - Around 9,700sqm (GIA) of A1 Retail floorspace could generate in the region of 435 gross jobs;
 - Around 3,400sqm (GIA) of A3 Restaurant floorspace could generate in the region of 160 gross jobs;
 - Around 5,000sqm (GIA) of floorspace within the NMRN (D1 use) could generate in the region of 140 gross jobs; and
 - Around 800sqm (GIA) of floorspace within the STEM Hub (D1 use) could generate in the region of 22 gross jobs.

6.38 In total we calculate that the Masterplan proposals including some 37,000sqm (GIA) commercial floorspace and a 60-bed hotel could generate in the order of 625 to 700 net additional jobs.

6.39 These net additional jobs could generate in the region of £25.6m – £28.6m additional value within the economy.

The Benefits of Housing Development

6.40 As new homes are completed and occupied within the Masterplan Area, a successive wave of economic and social benefits will be generated for the local area. These benefits could include enhanced economic activity rates and labour force capacity, and enhanced local spending power through the new population.

6.41 In order to calculate the benefits of the housing development proposed as part of the Masterplan proposals we have had regard to:

- Average household size;
- Average working age population;
- Average economic activity rates; and
- Average convenience and comparison retail spend per capita.

6.42 Using the latest data on average household size, indicates that just under **200 residential units could result in around 465 additional residents.**

6.43 New housing makes an important contribution to the competitiveness of towns and cities by providing accommodation that will appeal to existing workers, as well as attracting new skilled people to live in the area.

6.44 Applying the average working age population to the additional resident population, it is estimated that an **additional 290 residents of working age** will be attracted to the Masterplan Area.

6.45 This would make an important contribution to the on-going competitiveness of Hartlepool in terms of maintaining a labour force and the supply of labour available to local businesses and prospective business investors.

6.46 Of these additional residents, applying the average economic activity rates, we estimate that in the region of **185 of the new residents will be in employment.**

6.47 An occupied new home represents a net gain to the local economy. Each new person has a spend power associated with both comparison and convenience goods. Based on the additional 290 residents that have been calculated as a result of the Masterplan proposals, it is calculated:

- An additional expenditure of £813,450 per annum on comparison goods; and
- An additional expenditure of £520,840 per annum on convenience goods.

Planning Strategy

6.48 It is essential that that the Masterplan is consistent with the Council's planning policy for the Masterplan Area. The Masterplan has been developed having regard to the saved policies of the adopted Local Plan (2006) to enable early opportunities to be consistent with adopted local planning policy. This will enable certain short-term proposals to be brought forward at an early stage to begin delivering physical improvements within the Masterplan Area.

6.49 However, it is noted that the Council is also at the early stages of preparing a new Local Plan to replace the adopted Local Plan. Responses to the initial Issues and Options consultation stage for the new Local Plan have been taken into account in the preparation of the Masterplan to capture local views and opinions of stakeholders with regard to planning policies that could affect the Masterplan Area.

6.50 The Masterplan has refrained from setting specific planning policy in order to avoid prejudicing the higher level statutory plan-making process. However, it will be a key consideration in assisting the Council to prepare and refine emerging Local Plan policies that affect the Masterplan Area. This should ensure continuity between the two documents in order to assist the delivery of key identified projects.

6.51 Any site specific planning or development briefs for sites covered in the Masterplan should also ensure consistency with the document for planning delivery purposes.

Governance

- 6.52 The Masterplan presents a major opportunity for all of the stakeholders that have been involved in developing, steering and consulting upon the vision through to completion, of this stage. As stated earlier, the Masterplan is a fifteen year programme of activity, starting now, but is flexible enough to accommodate new projects as they are defined in future years. The key here is that the vision is accepted by stakeholders, it has legitimacy, and future projects should be accepted where they help with the delivery of this vision.
- 6.53 Hartlepool finds itself in an era of 'localism' where the responsibility for delivering priorities rests jointly with the local authorities, local stakeholders and the local community, working in partnership. It is important therefore that the ultimate accountability for the ongoing implementation of the Masterplan rests with a constituted 'Board' or formalised Steering Group, and that members are drawn from the local authority (at the most senior level), from local stakeholders and also members of the local community. Terms of reference would need to be devised for this higher level, overarching group.
- 6.54 Hartlepool also finds itself in an era of unprecedented public funding cuts that are afflicting all areas of the country and having inequitable distributable consequences in some areas more than others. At the same time, local authorities, are also gaining greater financial autonomy, which provides new scope for the utilisation of new delivery structures and mechanisms, where these are necessary and required, and for the direct delivery in projects. For the Masterplan, the presently defined suite of projects within the programme do not actually require any particular delivery mechanism to be established, but there is an expectation that many of the early-win projects, particularly those dealing with the public realm, do require direct Council intervention, whether this is through Capital Programmes, recycled receipts through section 106 or indeed Prudential Borrowing.
- 6.55 By extension, the importance of the Local Enterprise Partnership, as the gate-keeper to many third party sources of funding and finance, is critical to the delivery of the Masterplan. Tees Valley LEP will be responsible for implementing a wide range of programmes with specified outputs and outcomes and as things stand, several of the projects defined in the Masterplan have been prepared with such eligibility considerations in mind. For instance, ensuring the link between education and skills outcomes through the delivery of new Waterfront destination priorities ensures that many of the projects contained within the Masterplan are not to be viewed simply as 'leisure' projects in their own right- there is implicit a purposeful outcome linked to learning and employability.
- 6.56 Hence, a new governance structure is required that provides a long-standing platform of accountability and leadership, of championing Hartlepool and influencing a wider network of public and private interests, and in bringing together resources and priorities in a way that it has not in the past. The Masterplan is a live document responding to that vision and it is the responsibility of the constituted partnership to ensure that the Masterplan remains relevant and implementable throughout the fifteen year programme of regeneration activity.
- 6.57 It is a recommendation of the Masterplan that this higher-level Board be discussed between the Council, stakeholders and community representatives and terms of reference be worked up and agreed over the next six months. In the meantime, project delivery does not stop. There is an expectation that many of the early win projects are public realm in nature and the Council has an excellent and experienced team of project 'deliverers' and the capabilities to make these happen. Whether in the medium to longer term there is always this expectation on the Council to be performing this role should be the subject of agreement between Council, stakeholders and the community as part of the said Terms of Reference. It should always be the case that the Council should not be considered as the sole body responsible for the Masterplan.

Local Development Orders (LDO)

- 6.58 It is recommended that the Council seeks to create two three year LDOs which permit changes of use to uses without the need for planning permission in two key areas; Church Street and York Road. Acceptable uses at the ground floor and first floor levels in these areas are set out below.
- 6.59 The Church Street area has experienced vacancy rates and a deteriorating physical environment and would benefit from an LDO designation. Given the area's location, heritage and importance to establishing the Innovation and Skills Quarter an LDO is considered to be a vital regeneration tool as part of the wider Masterplan approach.
- 6.60 It is recommended that the Council seeks to create a three year LDO for Church Street which permits changes of use to uses without the need for planning permission. Acceptable uses at the ground floor level will be:

- A1 (shops)
 - A2 (financial and professional services)
 - A3 (restaurants and cafes)
 - D1 (non-residential institutions)
 - D2 (assembly and leisure)
- 6.61 At the upper floor the following use classes would be would be considered to be acceptable:
- B1 (offices)
 - C1 (hotels)
 - C3 (residential)
 - D1 (non-residential institutions)
- 6.62 It is also proposed that a Local Development Order (LDO) is created for the York Road area to permit changes of use to uses without the need for planning permission. Acceptable uses at the ground floor level will be:
- A1 (shops)
 - A2 (financial and professional services)
 - A3 (restaurants and cafes)
 - D1 (non-residential institutions)
- 6.63 At the upper floor the following use classes would be would be considered to be acceptable:
- B1 (offices)
 - C1 (hotels)
 - C3 (residential)
- 6.64 Any uses not specified in the LDOs will not be permitted without planning permission. This will include sui generis uses – those uses without a use class – unless specified.
- 6.65 The removal of planning ‘red tape’ faced by businesses who want to start using units in these two key areas will therefore be eased, whilst retaining an element of control to prevent any detrimental impact on the conservation area (in Church Street) and the aims of the Masterplan. It is hoped that the LDOs will encourage the occupation of floorspace and the stimulation of target uses in the respective areas.
- 6.66 The LDOs should not permit any external alterations to buildings requiring planning or other consents, such as changes to shop fronts and signage and the fitting of any external equipment or apparatus. Such amendments would still require appropriate planning permission, advertisement consent or Listed Building Consent.
- 6.67 Any internal alterations required in association with changes of use would not require planning permission. However, any proposals for internal amendments to Listed Buildings in the Church Street area would be likely to require Listed Building Consent.
- 6.68 The amenity of residents and businesses would still be protected through the licensing and other controls. It would be a requirement of the LDOs that any permitted changes of use should not detrimentally affect the amenity of neighbours.
- 6.69 The Council will need to undertake further investigation of the potential impact on specific Listed Buildings and the Conservation Area as part of the LDO preparation process for Church Street. It is recommended that this is undertaken in conjunction with the forthcoming update of the Conservation area Character Appraisal for completeness.
- 6.70 Occupiers wishing to change uses in compliance with the LDOs would not need to contact the Council but could seek confirmation of compliance should this be required. The Council would monitor the LDO and its effectiveness through surveys and photographic records and measure this against specified targets. Any unauthorised development identified through this process could be subject of appropriate enforcement action.
- 6.71 Upon completion of the three year periods the Council could seek to extend, revoke or modify the LDOs as required. Should the LDOs expire without renewal then all established uses would continue to be permitted but no further changes would be permitted without appropriate permission.
- 6.72 The two LDOs would need to be consulted upon before being adopted by the Council (subject to no objection from the Secretary of State).

6.73 It is hoped that the LDO will encourage landlords and tenants in the Church Street and York Road areas to respond to the changing nature of the areas by changing the uses and to react to the opportunities the area presents with reduced planning burdens.

Addressing Problem Properties

6.74 A key issue in a number of areas within the Masterplan Area is the problem of trying to encourage change in vacant or underutilised properties where owners are unwilling to engage with the Council, support pursuing redevelopments or even maintain properties in a considerate manner. There are a number of locations where this is an issue including the former Odeon cinema on Raby Road and the Shades building on Church Street.

6.75 Whilst the Council wishes to work with all parties in a constructive manner this section of the Masterplan sets out details of specific tools that the Council will consider using on a case by case basis to ensure that buildings do not detrimentally affect the appearance and character of the Masterplan Area. This is particularly important where the majority are embracing the Masterplan and there is a risk that individual properties could hold back the progress of regeneration.

6.76 The potential courses of action the Council will consider utilising will include the following:

- **Section 215 Notices** – the Council can serve notice under Section 215 of the Town and Country Planning Act 1990 to take action on an owner or occupier if the amenity of a part of their area, or of an adjoining area, is adversely affected by the condition of land or buildings in their area. A notice will require steps for remedying the conditions within a specified timescale.
- **Urgent Works Notices** – the Council can serve notice under Section 54 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to execute any works which appear to them to be urgently necessary for the preservation of a Listed Building in Hartlepool. The works can only be carried out on areas of buildings not in use. The cost of the works can also be recovered by the Council.
- **Repairs Notices and Compulsory Purchase Orders** – Section 48 of the Planning (Listed Buildings and Conservation Areas) Act 1990 allows the Council to serve Repairs Notices on owners of Listed Buildings specifying the works that need to be undertaken. If after two months reasonable steps have not been taken to carry out the works then the Council has the discretion to commence compulsory purchase

proceedings under Section 47 of the Act. Subject to the Secretary of State the Council could then acquire the building to enforce changes.

- **Enforced sale Procedures** – where appropriate the Council will investigate the use of enforced sale procedure on empty domestic properties under certain circumstances of the Law of Property Act 1925. This can be a preferable alternative to compulsory purchase as at no point does the Council own the property and is not liable for compensation.
- **Dangerous Buildings and Structures** – there are various powers under the Building Act 1984 which can be applied by the Council to enforce change should buildings be in dangerous, dilapidated or ruinous states.

Works to Unoccupied Buildings – under Section 29 of the Local Government (Miscellaneous Provisions) Act 1982 enables the Council, where it considers it necessary to prevent unauthorised entry or it becoming a danger to the public, to undertake works to an unoccupied structure or building, or where the owner is temporarily absent, **Some of the actions may be used** in combination to maximise the effect.

Conclusion

7.01 This Masterplan sets out an exciting new chapter in the regeneration of Hartlepool's Town Centre and Waterfront.

7.02 Hartlepool already has major assets that benefit both the town and the wider region, and the ambitions shown in this Masterplan will further enhance its ability to attract major investment and economic growth.

7.03 The recommendations are ambitious but ultimately deliverable and it is important that the public and private sectors now work together to unlock the economic potential of the area.

7.04 If you would like to discuss any opportunities or the Masterplan in further detail please contact Hartlepool Borough Council:

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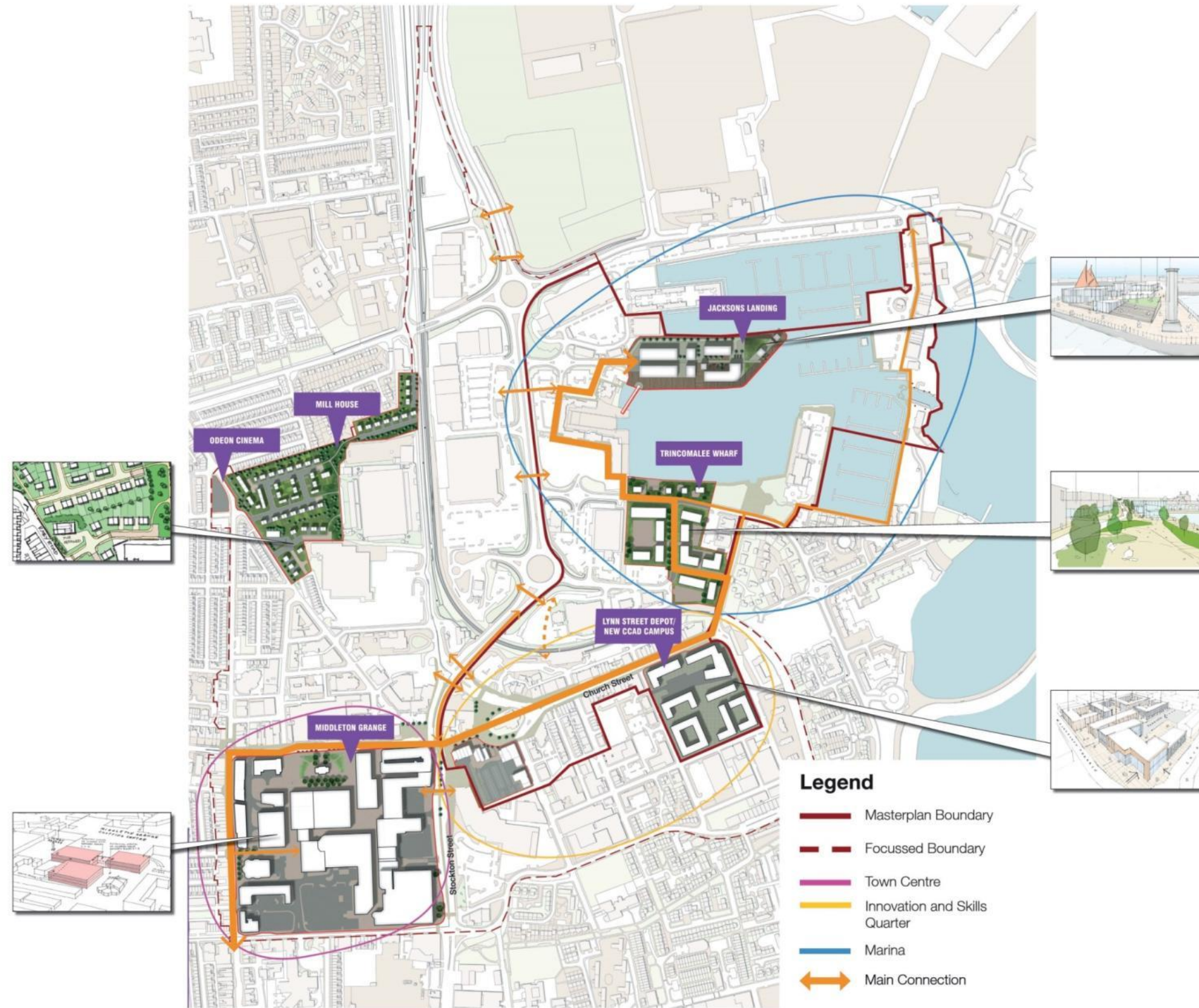


Figure 6.1: Final Masterplan