

# Hartlepool Local Planning Framework

## Local Plan Issues & Options Consultation Document



May 2014





## FOREWORD

### The Issues and Options Discussion Paper

- 1.1 The Local Plan will set out how the town develops over the next 15 years. The recent launch of the Hartlepool Vision sets out some of the exciting opportunities that exist for the regeneration of, in particular, the Marina and town centre areas including Jackson's Landing, Maritime Avenue and Church Street. The Vision will hopefully result in short, medium and long term financial investment in some of the key tourist, retail and business sectors in the town, helping to stimulate the town's economy. The Local Plan will however set the development framework in which these opportunities can be realised, covering a wide range of issues including new housing development, sites for business and industry, transport improvements and developments, retail, leisure and recreation and green spaces amongst others.
- 1.2 This discussion paper represents the start of the process for determining how Hartlepool will develop in the future. It is important for you to get involved at this time to help shape what kind of place Hartlepool will become. The paper sets out a number of key issues and suggests possible options for addressing these. To assist in the consultation process, these suggested options are assessed in terms of their possible economic, social and environmental impacts in a separate document (*Initial Sustainability Appraisal*).
- 1.3 There may be other issues and also alternative options which you feel should be considered. The purpose of this paper is to stimulate debate – not to provide the answers – and your participation in this process is key to ensure that the plan represents the views of the community of Hartlepool.

*Image 1 – Extract from the Hartlepool Vision showing potential regeneration of the Marina Area*



## **2. THE CONSULTATION PROCESS**

2.1 This Issues and Options Discussion Paper will be widely available for a period of eight weeks from the 23<sup>rd</sup> May 2014. There will be a launch day where members of the public and other interested parties will be able to attend the drop in event and express their views and thoughts, view presentations and displays and listen to the thoughts of others. The documents will also be available for inspection at the Civic Centre and the town's libraries. A number of copies will be available at the Central Library. The documents are also available for downloading at the Council's website [www.hartlepool.gov.uk](http://www.hartlepool.gov.uk) and via the Council's social media on Twitter and Facebook.

2.2 Members from the Planning Policy Team are available at the Civic Centre during normal office hours to expand on anything included in this paper and / or to discuss any other matters relating to the preparation of the Local Plan. Officers can also visit your home if you are unable to get to the Civic Centre. If you are a member of a group of residents or businesses and would like an officer to attend one of your meetings, please contact the Planning Policy Team at the Civic Centre, Victoria Road, Hartlepool TS24 8AY (tel 01429 523532 or email [planningpolicy@hartlepool.gov.uk](mailto:planningpolicy@hartlepool.gov.uk)).

### ***How to comment***

2.3 There are a number of ways by which you may make your views known:

- You can complete a questionnaire and return it to Planning Policy, Civic Centre, Hartlepool TS24 8AY – the questionnaires are available at the Civic Centre and the libraries, or can be requested by phoning 01429 523532 or emailing [planningpolicy@hartlepool.gov.uk](mailto:planningpolicy@hartlepool.gov.uk). A survey will also be undertaken using survey monkey.
- You can comment on our social media links on Twitter or Facebook at the following links [@HpoolCouncil](https://twitter.com/HpoolCouncil) or <https://www.facebook.com/HartlepoolLocalPlan>
- You can send your comments by letter to the Planning Policy Team at Civic Centre, Victoria Road, Hartlepool or by email to [planningpolicy@hartlepool.gov.uk](mailto:planningpolicy@hartlepool.gov.uk)

2.4 All comments and questionnaires should be received by 4.30pm on Friday 18<sup>th</sup> July 2014. The responses will be assessed and analysed and a report on the findings will be published in the summer.

### **3. PREFACE – THE PLAN-MAKING SYSTEM**

- 3.1 The Hartlepool Local Plan will set out the policies and general proposals for the use and development of land in Hartlepool was adopted in April 2006. In 2009 key policies which were still considered relevant and necessary were “saved” by direction of the Secretary of State and form the policies to direct development in the town. However, the plan-making system has been revised since 2006 with the consolidation of guidance into one document called the National Planning Policy Framework (NPPF). This is accompanied by the National Planning Practice Guidance (NPPG) which is an online tool to provide guidance. The overarching aim of the new planning framework is to achieve sustainable development. The new Local Plan and a collection of other documents, including a range of Supplementary Planning Documents, Neighbourhood Plans and other Development Plan Documents (such as the Tees Valley Minerals and Waste DPD) within what is termed the ‘Local Development Framework’, will form the Development Plan for Hartlepool.

#### **How does the new spatial plan-making system of Local Development Frameworks differ from the old plan-making system of Local Plans?**

- 3.2 Spatial planning goes beyond the old system of purely land use planning to bring together and integrate policies for the use and development of land with other policies and programmes which influence the nature of places and how they function. Documents within the Local Development Framework will, like the 2006 Local Plan, seek to ensure the most efficient use of land by balancing competing demands, but in accordance with a clear, distinctive and realistic vision of how the area will develop and change within a demonstrable context of sustainable development. This Issues and Options Document introduces the first stages of developing that vision.
- 3.3 In particular the documents within the Local Development Framework will be the delivery mechanism for the Community Strategy in so far as the Community Strategy relates to the use and development of land, but they must also take account of and help deliver other strategies and policies of the Council (such as the Local Transport Plan and strategies for education and environmental protection), and strategies of other bodies such as they relate to Hartlepool. Social, economic and environmental issues should be addressed and related to the use of land. This document sets out for consultation purposes some of the more important and strategic issues affecting the development of Hartlepool and suggests options to address those issues.

#### **What is the Hartlepool Local Development Framework (LDF)?**

- 3.4 The Local Development Framework will comprise a number of documents as shown in Diagram 1 below. Some of these (known as ‘Development Plan Documents’ or DPDs for short) form the local part of the statutory Development Plan for Hartlepool and, in due course, will essentially replace the 2006 Local Plan.

- 3.5 The Development Plan Documents for Hartlepool must include:
- A new Local Plan setting out the spatial vision, spatial objectives and key strategic policies for the area – this consultation document on Issues and Options comprises the first stage in the preparation of the new Local Plan for Hartlepool;
  - A range of Supplementary Planning Documents;
  - A Proposals Map
  - DPDs containing waste and minerals policies; and
  - Any Neighbourhood Plans

Diagram 1 – The Local Development Framework

<b>LOCAL DEVELOPMENT FRAMEWORK</b>													
A portfolio of local development and other documents													
Local Development Documents										Other Documents			
Development Plan Documents				Supplementary Planning Documents									
Hartlepool Local Plan	Tees Valley Minerals & Waste DPD	Hartlepool Local Plan Proposals Map	Neighbourhood Plans	Travel Plans and Transport Assessments SPD	Hartlepool Green Infrastructure SPD	Trees and Development SPD	Planning Obligations SPD	Shop Fronts SPD	Residential Design SPD	Residential Homes in the Countryside SPD	Local Development Scheme	Statement of Community Involvement	Authorities Monitoring Report
These documents will comprise the Development Plan for the area and ultimately replace the 2006 Local Plan.				These documents help to give further information and detail to support the Development Plan Documents.						These Documents and the highlighted Development Plan Documents must be prepared.			

- 3.6 In addition to DPDs, there are a number of other documents within the Hartlepool Local Development Framework as follows:
- Neighbourhood Plans (NP) are one of the key elements which emerged from the Government’s Localism concept. They allow members of the community to develop plans for their area which, providing they are in general conformity with the Development Plan for the town, can guide development within those communities who choose to undertake them. Currently there are three Neighbourhood Plan boundaries designated in Hartlepool (The Rural NP; The Headland NP and the

Wynyard NP) and one currently suspended due to issues relating to its boundary (The Park NP).

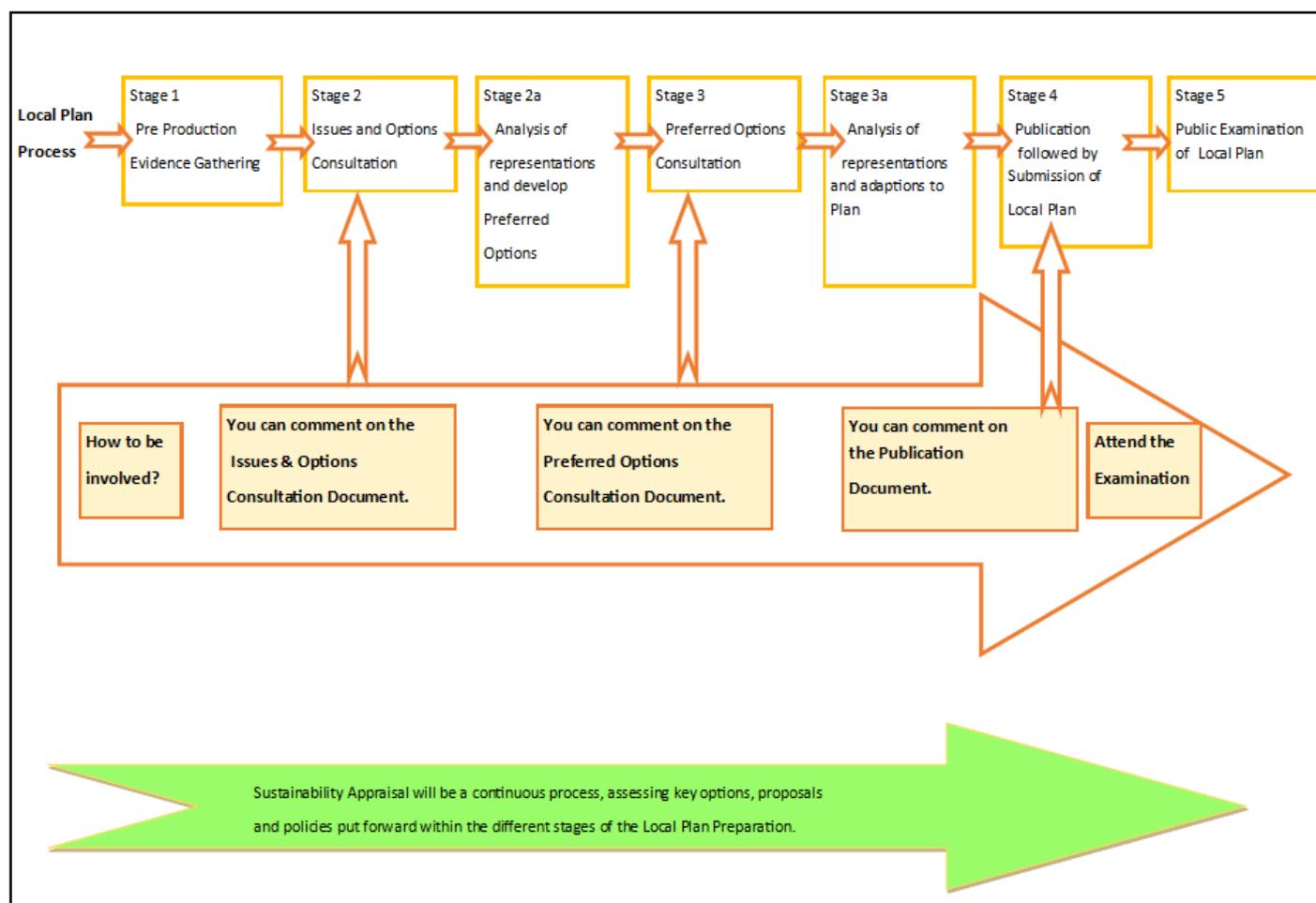
- Supplementary Planning Documents (SPDs) which are non-statutory documents expanding on or providing further detail to policies in a development plan document. There are currently three adopted SPDs and four others in the process of being prepared. It is also likely that other SPD's will start to come forward to support the Local Plan, these may include an Affordable Housing SPD, a Local Centres SPD, A Hartlepool Vision SPD or others as the need arises.
- The Local Development Scheme (LDS) sets out the timescales for the Development Plan Documents to be produced.
- The Statement of Community Involvement (SCI) which sets out the Council's policy for involving the community and key stakeholders both in the preparation and revision of local development documents and with respect to planning applications;
- The LDF Authorities Monitoring Report which assesses the implementation of the Local Development Framework and the extent to which planning policies are being achieved.

3.7 Copies of the documents in Hartlepool's Local Development Framework which have already been prepared can be viewed on the Council's website at [www.hartlepool.gov.uk](http://www.hartlepool.gov.uk)

## 4. INTRODUCTION – THE LOCAL PLAN

- 4.1 This report represents the first published stage in the preparation of a new Local Plan for Hartlepool. A considerable amount of preparatory work has been and is in the process of being undertaken, primarily related to the gathering of information – what is termed the ‘evidence base’. So far, for instance, a Tees Valley Strategic Housing Market Assessment (2012) to provide information on the housing needs and aspirations of the Hartlepool community has been undertaken, and work on identifying any shortcomings in the amount and/or location of open space uses is in the process of being reviewed and will be completed by the summer. It is important that the evidence base is as up-to-date as possible, in order for a Planning Inspector, who assesses the Local Plan in due course, to find that the plan has been developed in a legally compliant, robust and sound manner.
- 4.2 Opportunities to comment are available throughout each stage of the Local Plan production process (see diagram below). We are currently at stage two, ‘Issues and Options’; comments can be submitted on this Issues and Options document.

*Diagram 2 – The Local Plan Process*



### **What will Hartlepool's Local Plan cover?**

- 4.3 Hartlepool's Local Plan will set out broadly but clearly what kind of place the area will be in the future, what kind of changes will be needed to make this happen, and how this will be brought about. As a starting point it will set out the spatial vision for the Borough – as it is anticipated to be by 2031. It will reflect the aspirations set out within the new Hartlepool Vision and the overarching aims of the Hartlepool's Community Strategy, "Hartlepool's Ambition." To achieve this, the Local Plan will establish spatial objectives and a spatial strategy and strategic planning policies to deliver the vision and to guide the Borough's development over the next decade and more.
- 4.4 The Local Plan will however need to be consistent with national planning policy as set out in the National Planning Policy Framework (NPPF) and the accompanying National Planning Practice Guidance (NPPG). It will also take account of other relevant plans, policies and strategies relating to Hartlepool and the adjoining area.
- 4.5 The Local Plan will set out requirements, such as the amount and location of housing to be provided in Hartlepool, and will also contain policies covering employment, retail, leisure, community and essential public services and transport development, setting out key development areas for these types of development and stipulating general principles regarding how the sites should be developed whilst respecting and protecting the amenity of neighbouring sites.

### **What is the context within which the Local Plan will be developed?**

- 4.6 The Borough of Hartlepool comprises three distinct elements:
- i. the main urban area of Hartlepool including Seaton Carew and the industrial areas to the south - this classed as a urban area;
  - ii. an attractive rural hinterland within which lie the five villages of Hart, Elwick, Dalton Piercy, Greatham and Newton Bewley; and
  - iii. the residential, employment and recreational area at Wynyard.
- 4.7 Hartlepool is located within the North East of England within an area known as the Tees Valley. The Tees Valley comprises the five Boroughs of Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees. In developing a Plan for Hartlepool it is also important to reflect the wider aspirations for growth within the Tees Valley and also take account of other neighbouring areas, in particular County Durham.
- 4.8 Some facts and figures in relation to Hartlepool are contained in Table 1 below.

*Table 1 - Key Hartlepool Statistics*

	<b>Hartlepool</b>	<b>England and Wales</b>
Resident Population - Mid 2012 (ONS)	92,300	56,570,800
Population age 0-15 – Mid 2012 (ONS)	17,800	10,686,800
Population age 16-64 – Mid 2012 (ONS)	58,300	36,238,600
Population age 65+ – Mid 2012 (ONS)	16,200	9,642,400
Number of Households – Mid 2012 (ONS)	42,335	-
Area (hectares)	9,386	15,117,400
Population Density (persons per hectare)	9.83	3.74
Households with no one working – Census 2011	21.7%	9.9%
% of working age economically active – Census 2011	72.6%	77.4%
% in part time employment – Census 2011	27.6%	22.2%
% in full time employment – Census 2011	62%	62.1%
% self employed – Census 2011	10.4%	15.7%
% of working age receiving key benefits - 2013	19.4%	11.1%
% of households without a car – Census 2011	35.3%	25.6%
Crimes per 1000 population – 2012/3 total offences	70.3	-
Household tenure- owner occupied – Census 2011	60.3%	64.3%
Household tenure- Council/RP rented – Census 2011	23.5%	17.6%
Household tenure- Private rented – Census 2011	14.8%	16.7%
Qualifications – 5+ GCSEs A-Cs including English and Maths (%) - 2012	48.3%	58.6%

## 5. A SPATIAL VISION FOR HARTLEPOOL

### What are the challenges facing Hartlepool?

- 5.1 The Hartlepool LDF Authorities Monitoring Report for 2012/13 includes a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis as set out in Table 2 below. This provides an appropriate context within which to develop a spatial vision for Hartlepool.

*Table 2 – SWOT Analysis. Source 2012/3 Authorities Monitoring Report.*

Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> <li>• Successful allocation of Enterprise Zones</li> <li>• Compactness of main urban area</li> <li>• Expanding population</li> <li>• Sense of community / belonging</li> <li>• Partnership working</li> <li>• Good track record in delivering physical regeneration</li> <li>• Diverse, high quality and accessible natural environment</li> <li>• Diverse range of heritage assets including the maritime, industrial and religious</li> <li>• Availability of a variety of high quality housing</li> <li>• Successful housing renewal</li> <li>• High levels of accessibility by road</li> <li>• Lack of congestion</li> <li>• Good local road communications</li> <li>• Direct rail link to London</li> <li>• Good local rail services</li> <li>• Active and diverse voluntary and community sector</li> <li>• Positive community engagement</li> <li>• Successful event management</li> <li>• Small business and SME development</li> <li>• Growth of visitor market</li> <li>• High quality tourist attractions</li> <li>• High quality expanding educational facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Perceived image</li> <li>• Location off main north-south road corridor</li> <li>• High deprivation across large areas of the town</li> <li>• Low employment rates and high level of worklessness</li> <li>• Legacy of declining heavy industrial base</li> <li>• Small service sector</li> <li>• Imbalance in the housing stock</li> <li>• Shortage of adequate affordable housing</li> <li>• Poor health</li> <li>• Low level of skills</li> <li>• High crime rates</li> <li>• Exposed climate</li> <li>• Range and offer of retail facilities</li> <li>• Reductions in public resources have affected regeneration and employment levels.</li> </ul>	<ul style="list-style-type: none"> <li>• Young population, possible asset for future prosperity</li> <li>• Can improve the economy and the growing house choice thus improving the recent stabilisation of population levels</li> <li>• Availability of land to enable diversification of employment opportunities</li> <li>• Potential for development of major research, manufacturing and distribution facilities on A19 corridor</li> <li>• Potential for further tourism investment</li> <li>• Potential for integrated transport links</li> <li>• Major high quality employment opportunities at Victoria Harbour, Queens Meadow and Wynyard Park</li> <li>• Success of Tall Ships races and opportunity to bid for the event in the future</li> <li>• Plans for development of Tees Valley Metro</li> <li>• Established housing market renewal schemes</li> <li>• New state of the art hospital site in Wynyard</li> <li>• Potential New Nuclear Power Station</li> <li>• Renewable Energy and Eco Industries</li> <li>• Developing indigenous business start-up and growth</li> <li>• New government guidance in the form of the NPPF and CIL regulations.</li> </ul>	<ul style="list-style-type: none"> <li>• Closure of major employer/s</li> <li>• Expansion of area affected by housing market failure</li> <li>• Climate change and rising sea levels</li> <li>• Lack of financial resources / budget deficits</li> <li>• Increasing car ownership and congestion</li> <li>• Loss of Tees Crossing Project</li> <li>• Access to New hospital</li> <li>• Competition from neighbouring out of town retail parks</li> <li>• Competition from outlying housing markets</li> <li>• Uncertainty in relation to Council budgets</li> <li>• Uncertainty in relation to government funding programmes.</li> </ul>

### **What is the Local Plan aiming to achieve?**

- 5.2 The Local Plan will set out the vision for Hartlepool - what kind of place Hartlepool will be in the future. Its vision will be a spatial representation of the Hartlepool Vision and the overarching aims and vision of the 2014 Community Strategy for Hartlepool ('Hartlepool's Ambition') which is that:

***'Hartlepool will be an ambitious, healthy, respectful, inclusive, thriving and outward-looking community, in an attractive and safe environment, where everyone is able to realise their potential.'***

- 5.3 Looking at the vision for 'Hartlepool's Ambition' the spatial vision for the Local Plan should seek to achieve by 2031:

- the creation of a healthy local economy ('thriving' and 'ambitious' community),
- the creation of mixed communities with all services to hand ('respectful' and 'inclusive' community),
- provision of opportunities for recreational activities ('healthy' community),
- improvement of transport links ('outward-looking' community).
- improvements to the quality and design of housing and other areas ('attractive environment'),
- reduction of the opportunities for crime and improvements in road safety ('safe environment')

- 5.4 The vision for the Local Plan should not be too generalised in the sense that it could be appropriate to any area of the region or country, but should be specific to and identifiable with Hartlepool and it should be achievable. Taking into account the SWOT analysis in Table 2 and the vision set out in 'Hartlepool's Ambition', the following is suggested as the overall **spatial vision** for the Local Plan:

***"Hartlepool by 2031 will have achieved the substantial implementation of its key development and regeneration areas including Jackson's Landing, Trincomalee Wharf, Church Street, the Town Centre, Seaton Carew and the Headland and will have increased job opportunities through continued development at Wynyard and the Port, maximised housing choices and health opportunities for its residents to live in a safe and attractive environment as sustainable and inclusive communities within the Tees Valley and to have become a focal destination for visitors."***

### **Questions**

1. Does this spatial vision adequately reflect the ambitions for growth and development within Hartlepool over the next 15 years? If, not, how can it be improved?
2. Are there any other aspects or locations which should be addressed in the vision?
3. Have you any other comments on the vision?

## 6. THEMES AND SPATIAL OBJECTIVES FOR THE LOCAL PLAN

### How will the Local Plan develop from the Hartlepool Vision and Hartlepool’s Ambition contained within the Community Strategy?

6.1 Suggested themes for the Local Plan developed from the suggested spatial vision are as follows:

- Regeneration;
- Housing;
- Strengthening the Local Economy;
- Developing a Sustainable Community;
- Enhancing the Environment; and
- Improving Connectivity.

6.2 The issues and options in this document are considered under these main themes.

*Table 3 – Relationship of Spatial Themes and Objectives of the Local Plan with Hartlepool’s Ambition and the new Hartlepool Vision*

<b>“Hartlepool’s Ambition” (Community Strategy 2014) Themes</b>	<b>Hartlepool Vision 2014</b>	<b>Suggested Themes for the Local Plan</b>	<b>Suggested Spatial Objectives for the Local Plan</b>
Jobs and the Economy  Lifelong learning and Skills	Wynyard  Queens Meadow  Port Estate  Town Centre  Church Street  Seaton Carew	Regeneration  Strengthening the Local Economy  (Housing contributes in terms of jobs and economy)	1. To diversity the economic base of Hartlepool and promote an entrepreneurial culture to create more retail and employment opportunities for local people. 2. To develop Hartlepool as a destination of choice for inward investment 3. To enhance the tourism offer. 4. To support the development of educational and training facilities that will develop a skilled workforce. 5. To facilitate development in the key investment areas in the Borough
Strengthening Communities  Community Safety  Health and Wellbeing  Housing	The Headland	Housing  Developing a Sustainable Community	6. To meet current and future housing need and demand 7. To provide sustainable sites for the provision of high quality housing developments. 8. To provide a supply of affordable homes to meet the needs of the Borough both in urban and rural areas. 9. To make Hartlepool a safer place by reducing crime and the fear of crime of crime and anti-social behaviour. 10. To strengthen social cohesion and reduce inequalities by protecting and encouraging access to local facilities.

			11. To encourage healthier and more sustainable lifestyles.
Environment (excluding transport)  Culture and Leisure	Hartlepool Waterfront  Church Street  The Headland  Seaton Carew	Enhancing the Environment  Regeneration	12. To protect, promote and enhance the quality and distinctiveness of the Boroughs natural, rural and built environment. 13. To protect and enhance the Boroughs unique cultural heritage and coastline. 14. To reduce the causes and minimise the impacts of climate change. 15. To maximise the re-use of previously developed land and buildings. 16. To ensure the efficient use of natural resources. 17. To provide a safe, attractive and well designed environment. 18. To promote the development and enhancement of recreational and leisure facilities within the Borough.
Environment (Transport)		Improving Connectivity	19. To ensure the provision of a safe, efficient and sustainable transport network, accessible to all. 20. To strengthen transport links with the Tees Valley sub-region, region and beyond.

**Question**

4. Do you agree with the six themes for the Local Plan? If not, what would you suggest?

6.3 The eight themes of 'Hartlepool's Ambition' (the Community Strategy for Hartlepool) can be grouped alongside the Local Plan themes and they provide the basis of the suggested spatial objectives for the Local Plan as shown in Table 3 above.

**Question**

5. Will the 20 suggested objectives help to achieve the spatial vision? Do they adequately reflect 'Hartlepool's Ambition'?
6. Are there any other objectives that should be included?

## **7. LOCATIONAL STRATEGY (COVERING HOUSING AND REGENERATION THEMES)**

### **Issue 1: Where should future development be concentrated?**

- 7.1 The Local Plan will need to identify locations within the Borough where different types of development will be located. The Issues and Options Consultation Paper is seeking views on how much of the future development should be:
- in the central areas of the town (Trincomalee Wharf, Jackson's Landing, Town Centre etc);
  - in other urban areas of the town;
  - on greenfield land on the edge of the built-up area;
  - at Wynyard;
  - focussed on one or more of the villages; and / or
  - a new village / settlement
- 7.2 The response to the options suggested in the rest of this discussion paper will help to determine what level and type of new development will be appropriate in these areas.

### **Issue 2: Where should future housing development be located?**

- 7.3 Work on the recently withdrawn Hartlepool Local Plan 2013 had illustrated that a figure in the region of 320 new homes a year was an appropriate level of development which could be realistically achieved within the Borough. Over the new Local Plan period (2016-2031) this could mean sites capable of providing in the region of 4800 new homes will need to be identified (depending on the findings of the evidence base). The Local Plan will also need to take account of any planning permissions which currently exist which will contribute towards meeting this figure as well as any likely demolitions which are likely and therefore it may be the case that the new sites finally identified within the Local Plan are significantly under the figure of 4800.
- 7.4 In identifying sites it is necessary to provide a range of choice including affordable and high cost, low density housing to meet the needs of residents.
- 7.5 The strategic gaps between the urban area and the existing villages, in particular Greatham and Hart, should continue to be maintained to protect the separate identity of settlements, prevent them from coalescing and prevent urban sprawl where possible
- 7.6 The 2006 Local Plan has defined limits to development (an 'urban fence' around the main urban area, village envelopes around the villages and also limits around the residential (and employment) areas already approved for development at Wynyard). Keeping future development within these limits would protect the attractive open countryside around Hartlepool but constrain the opportunities for providing a wide choice of housing, including affordable and high cost low density housing, lead to more high density development contrary to the current policy of housing market re-structuring, and if insufficient land which has not been previously developed ('brownfield' land)

cannot be identified, result in the development of areas of amenity greenspace within the Borough and lead to town cramming. This may adversely affect the attractiveness of Hartlepool as a place to live and to the loss of the more mobile and probably more affluent sections of the community.

- 7.7 A westward extension of housing development beyond the existing limits may be sustainable, particularly where there are existing local services nearby, but due regard would need to be taken to maintaining the strategic gaps, particularly in the vicinity of Hart and Greatham villages. Further development in the villages may help to sustain or improve local services, but lead to an increase in commuting. Similarly allowing further housing development at Wynyard could be conditioned upon the provision of local services which the area lacks at present, but will not help to create a mixed community unless other types of housing than large detached dwellings are provided.

#### ***What could our Options be?***

- Focus most housing development in the existing urban areas
- Give priority to housing development on brownfield land, including areas cleared of housing
- Allow a western expansion of the town beyond the existing limits
- Expand the villages
- Create a new village / settlement
- Allow further development at Wynyard

#### ***Questions***

7. Within the urban area which sites do you believe should see more housing development on them?
8. Should we accept the loss of our areas of amenity greenspace to accommodate further housing development?
9. Are there any areas to the west of the urban area where further housing could be allowed?
10. Should we allow development to encroach nearer to Hart and Greatham villages?
11. Should any of the villages be allowed to expand, and why?
12. Should a new village / settlement be developed, and if so where would be appropriate?
13. Should we allow further housing development at Wynyard – if so how could we make the area more sustainable?
14. Are there any other options?

#### **Issue 3: Central Area Retail?**

- 7.8 Hartlepool has a relatively self-contained town centre serving the local area and parts of neighbouring Easington District. It is the main shopping, commercial, educational and social centre of Hartlepool. Middleton Grange

Shopping Centre is the third largest covered retail area in the North East. One of the main aims of the recently published Hartlepool Vision is to see significant investment and change within Hartlepool Town Centre, improving the attractiveness and quality of the retail, cultural and leisure offer, hopefully not only improving the viability of the shops but also bringing about significant improvements in the economic competitiveness of the town centre.

- 7.9 There are a number of other key sites and locations identified within the Hartlepool Vision which are viewed as having great potential to revitalise and regenerate central Hartlepool. They include Jackson's Landing and the Trincomalee Wharf areas ("Hartlepool Waterfront") and Church Street. Opportunities for significant private sector led mixed use regeneration alongside potentially a new national leisure attraction to complement the Hartlepool Maritime Experience are aspirations which exist for the area.
- 7.10 Relatively close to the Middleton Grange Centre and within the town centre as currently defined in the Hartlepool Local Plan are two superstores - Morrisons and Asda. A Tesco superstore lies about half a mile to the south-west of Middleton Grange. Other major shopping developments are at the Anchor and Highlight retail parks in edge of centre locations and further afield at the High Point development and at Tees Bay.
- 7.11 The Victoria Park football ground, at Mill House, provides a focus for both residents and visitors to the town. A re-location to another site could make it less accessible to non-car users and remove the potential for fans to make use of the town centre's other facilities.
- 7.12 There are a number of sites in other areas adjoining the town centre (edge of centre sites), particularly on the eastern side of the dual carriageway A689, which have remained undeveloped for many years.

#### **What could our Options be?**

- Concentrate new retailing in the existing shopping centre.
- Reduce the size of the existing town centre & primary shopping centre to reflect the lack of demand and expenditure
- Replace the existing primary shopping centre with a new one
- Create a new district centre to include Tees Bay and the nearby retail and commercial/leisure developments
- Relax planning controls on retail development outside the town centre
- Shrink edge of centre areas to help focus development in the town centre
- Retain vacant or underused sites in the town centre or the area adjoining the centre for office, leisure and other well used uses
- Encourage the provision of new housing, including affordable housing, on sites within or adjoining the town centre which have remained unused for many years
- Create more public open spaces within and adjoining the town centre, including improved pedestrian flows between the Town Centre, Church Street and the Marina

### **Questions**

- 15.** Where should further major retail developments be located?
- 16.** How can the town centre be made more attractive to users and investors?
- 17.** Would providing more housing (including affordable housing) on sites close to the town centre (edge of centre sites) strengthen the opportunities for ensuring its key role as the main retail, commercial and leisure heart of Hartlepool?
- 18.** Should we seek to retain the Football Ground on the Mill House site?
- 19.** Are there ways of reducing the barrier caused by the A689 to provide a more cohesive town centre?

## 8. STRENGTHENING THE LOCAL ECONOMY

### Issue 4: How can we continue to develop the leisure and tourism industry?

- 8.1 The growing importance of the tourism and leisure industry is a key factor in the local economy. The town's assets include a range of attractions based on its maritime heritage and the Marina, its beaches, sports domes and historic links golf course at Seaton Carew, green tourism with its internationally important nature conservation areas, and its Christian / historic heritage particularly on the Headland.
- 8.2 There will be a need to broaden the range of visitor accommodation ensuring that new facilities are appropriate and that existing facilities are not adversely affected.
- 8.3 The contribution which the Tall Ships event in 2010 had needs to be built upon to ensure that lasting positive impacts for the town are realised. The opportunities which are identified around Jackson's Landing and Trincomalee Wharf offer a fantastic opportunity to further develop the maritime based tourism facilities within the town. Within the Marina and town centre areas it will be vital to ensure that the accompanying infrastructure and retail and commercial offer complements the tourism offer and makes Hartlepool an attractive and vibrant place which people want to visit. Creating an attractive and safe environment in which the tourism offer sits will contribute significantly towards the overall aspirations for these areas.

#### *What could our Options be?*

- Provide for day visitor attractions only
- Allow tourist accommodation to provide for longer stays
- Develop a specialist tourist market
- Promote a site for a new, nationally significant tourist attraction
- Concentrate on our existing tourist sectors or develop new ones

#### **Questions**

20. Should the range of tourist attractions be broadened to provide a more effective contribution to the local economy?
21. Should Hartlepool concentrate on attracting a specific identifiable niche in the tourist market?
22. Should there be a wider range of tourist accommodation including caravan parks?
23. Are there any other options for developing the tourism economy?

**Issue 5: Is the amount and type of employment land sufficient to meet requirements of an expanding economy?**

- 8.4 The Council is currently in the process of refreshing the Employment Land Review (ELR) to establish the amount of employment land realistically available and the long term needs for sites. It is important for inward investment to have a wide range of sites available for different employment requirements, thus the current allocated sites cater for most types of industrial activity, including sites for general industry, for high quality prestige development, port related development, special industry and as part of mixed use areas. The town also benefits from three Enterprise Zones at the Port, Queens Meadow and Oakesway. These zones benefit from simplified planning systems and some financial benefits for new businesses which locate there. These benefits will currently be available until April 2015.
- 8.5 As the take up of some industrial sites has been slow over recent years it might be possible to re-allocate some industrial sites for alternative uses. The revised ELR will consider the possibility of this and may look at areas which have been allocated for employment for many years but have not been taken up.
- 8.6 A large proportion of Hartlepool's employment land comprises the regionally important prestige site at Wynyard comprising the Wynyard Business Park and the land at North Burn to the north of the former Samsung site (Wynyard One). Some housing proposals have been permitted on the western side of the site however it is considered critical that the A689 frontage is maintained for prestige employment land as a regionally important site, sitting alongside a new state of the art hospital which has planning permission to be constructed in the eastern part of the site. North Burn is currently allocated as an electronic components park in the 2006 Local Plan but the deliverability of this site is highly questionable given the costs of a new junction which would be needed on the A19.
- 8.7 Most of the other land allocated for employment is known as the southern business zone located in the south of the town with the north only being served by Oakesway and the Port area. Wynyard Business Park is located some distance to the west of the main urban area.
- 8.8 Some employment areas are reserved for specialist uses such as land at North of Seaton Channel for port related development. This is another area that the ELR will consider to see if the allocation is achievable and deliverable over the plan period.
- 8.9 The Tees Valley sub region is increasingly becoming important as a base for eco-industry based on recycling of materials and the treatment of waste. The area's workforce, with long experience of related heavy industrial skills, is well placed to undertake this type of activity.
- 8.10 At a more local level, Sandgate is identified in the 2006 Local Plan for untidy users such as car breakers and coal storage. Such difficult to locate industries are important to, and a necessary part, of the local economy but need to be carefully sited, and this may become difficult over the plan period given the

relatively low number of small sites which are currently available on Sandgate. Given the nature of these businesses it will probably be necessary to identify another area to help meet the demand for this type of business.

#### ***What could our Options be?***

- Make existing employment land more attractive for investment
- Reduce the overall amount of employment land
- Consider de-allocation of part of Wynyard Business Park to allow mixed use development
- Consider alternative uses for North Burn or de-allocate the site and treat it once again as part of the open countryside
- Identify additional employment land in the north of the Borough
- Identify more land for untidy users at such areas as Graythorp or the wider Longhill Industrial Estate area

#### ***Questions***

24. What investment is needed to make our employment land more attractive for development?
25. Is the amount of employment land sufficient for current and future needs?
26. Should there be more land identified in the north of the Borough?
27. Can some employment sites be identified for different uses?
28. Should additional land be identified for untidy users – if so where?

#### **Issue 6: Nuclear Power Station?**

- 8.11 Hartlepool Power Station was identified as a potential site for a new nuclear power station by the Government and operator EDF Energy. There is currently no timescale around a decision on whether the new power station will be delivered in Hartlepool but the Council is required to safeguard land until a decision is made on whether the new station will be built. In the mean time, the existing power station has had its operational life extended until at least 2019, however, subject to safety checks, this lifespan could be extended. The issue of a second nuclear power station is a sensitive one involving economic, environmental and social aspects including issues of climate change, the effect on protected wildlife sites and safety and pollution; however it is now a decision which will be taken at a national level and the Council will purely be a consultee in the process. The construction of a new power station would undoubtedly contribute to the local economy during construction and during its subsequent operational life.

#### ***What could our Options be?***

- Safeguard land for a new power station (this is a requirement not an option)
- Work proactively with the Government to illustrate a desire for a new nuclear power station
- Highlight improvements in associated infrastructure which are needed should a new power station come forward

### **Questions**

29. In your opinion do the benefits of having a nuclear power station outweigh the negative impacts and risks associated?
30. Should some adjacent employment sites be protected from development?

### **Issue 7: How can the rural economy be strengthened?**

- 8.12 The countryside of Hartlepool comprises approximately two thirds of the Borough's area although the population of the rural area is very small. The rural area is however an important asset in terms of its impact on the local economy by giving some local employment which in turn helps to sustain other parts of the economy such as village shops and other local services.

### ***What could our Options be?***

- Encourage a wider range of economic activities in the countryside through more farm diversification, employment provision and tourist accommodation
- Protect the open countryside for its own sake to ensure that the natural habitat and attractive nature of the countryside are not lost

### **Questions**

31. Should the rural area be protected against the spread of employment uses in the open countryside?
32. What types of employment can be encouraged in the villages and in the open countryside?

### **Issue 8: How can training opportunities be encouraged so as to assist jobs and to have a lasting impact on the local economy?**

- 8.13 It is important to encourage training opportunities which provide a strong base for the future workforce. This can be achieved by legal agreements with developers to provide appropriate training facilities such as the establishment of apprenticeships and the use of local contractors in construction.

### ***What could our Options be?***

- Strengthen the requirement for developers to provide training for local people as part of development
- Allow the market to determine the level of training and job creation

### **Questions**

33. Should the planning system try to encourage training as a means of strengthening the economy?

## 9. HOUSING AND DEVELOPING A SUSTAINABLE COMMUNITY

### Issue 9: Can we provide the appropriate range and choice of housing and improve existing housing?

- 9.1 Balancing the supply and demand of housing to meet local aspirations is key to ensure that there is a variety of housing in terms of tenure, price and mix of different households to develop sustainable communities.
- 9.2 The housing market within Hartlepool can be characterised by the relatively affluent western and southern suburban areas, a relatively deprived town centre core of predominantly terraced properties and the newer market areas of the Marina and Middle Warren offering apartment living and a range of detached and semi-detached dwellings meeting modern aspirations.
- 9.3 However, Hartlepool has a very high level of terraced stock (34.8% of total dwelling stock in 2011 – see Table 2 below). Stock condition has been a major issue which is currently being addressed through various programmes including housing market renewal programme which has seen large numbers (circa 1000) of old, obsolete properties demolished in the past ten years and replaced by modern homes which meet today's aspirations and standards. Continuation of the housing market renewal (HMR) programme will have an impact on the overall stock condition and create dwellings of a modern standard. Once the current HMR programme is complete, further HMR work could continue to improve the housing offer in Hartlepool, meeting the aims of the ambitious Empty Homes Strategy which aims to bring long term empty homes back into use across the Borough. However the impacts of these schemes on the community will need to be closely monitored and will be dependent on future funding schemes.

Table 2 – Household Type and Size (2011 Household Survey)

Property Type	No. Bedrooms (Table%)						Base (No.)
	One	Two	Three	Four	Five +	Total	
Detached House	0.0	0.5	4.5	7.0	1.9	<b>13.9</b>	5,537
Semi-detached House	0.1	6.7	19.1	2.7	0.6	<b>29.2</b>	11,671
Terraced House	0.0	14.1	16.9	2.8	0.9	<b>34.8</b>	13,890
Bungalow	1.2	4.6	1.0	0.2	0.2	<b>7.1</b>	2,854
Maisonette	0.5	0.0	-	-	-	<b>0.5</b>	201
Flat / Apartment	7.9	5.2	0.6	0.0	-	<b>13.7</b>	5,477
Caravan / Park Home	0.0	0.3	-	-	-	<b>0.3</b>	124
Other	0.3	-	0.2	-	-	<b>0.4</b>	177
<b>Total</b>	<b>10.0</b>	<b>31.4</b>	<b>42.2</b>	<b>12.7</b>	<b>3.7</b>	<b>100.0</b>	-
<b>Base</b>	3,995	12,538	16,868	5,062	1,469	-	39,932

9.4 The Tees Valley Strategic Housing Market Assessment (SHMA) provided an analysis of housing supply and demand in the Borough, and illustrated a future need and demand for all types of housing with an acute need and demand for larger dwellings, detached dwellings and bungalows. Table 3 below, taken from the SHMA, helps to identify the need by type and area of the Borough. This information needs to be taken into account when assessing applications for housing and when allocating sites to meet the identified demand over the plan period.

**Table 3 – Household Need by Type and Area (Data from TVSHMA)**

Category		Inner Suburbs	Outer Suburbs	Rural	Town Centre	Hartlepool Borough
Tenure	Owner Occupied	Demand	Demand	Balanced	High Demand	Demand
	Private Rented	Balanced	Balanced	Balanced	Balanced	Balanced
Property Size	One	Balanced	Over supply	Balanced	Over supply	Balanced
	Two	Balanced	Balanced	Balanced	Balanced	Balanced
	Three	Demand	Demand	Balanced	Demand	Demand
	Four or more	Demand	Demand	Balanced	Balanced	Demand
Property Type	Detached	High Demand	Demand	Balanced	High Demand	High Demand
	Semi	Demand	Balanced	Balanced	Demand	Balanced
	Terraced	Balanced	High Demand	Over supply	Balanced	Balanced
	Flat	Demand	Over supply	Balanced	Balanced	Balanced
	Bungalow	High Demand	High Demand	Balanced	High Demand	High Demand

9.5 The provision and retention of bungalows and methods to prevent the oversupply of flats/apartments in the Borough is an issue which needs consideration within the Local Plan. Levels of resident dissatisfaction revealed by survey work for the SHMA were linked to age and property type and private renters were most dissatisfied with state of repair of their properties. Addressing the problems caused by the private rented sector would contribute significantly to the development of community cohesion. There is an increasing need for support and appropriate housing for vulnerable people with demographic change and an ageing population.

9.6 The challenge lies in supplying the right type of accommodation to meet aspirations within the established communities of Hartlepool in a sustainable way, but to provide sustainable communities, there needs to be a range of

type and location of dwellings to meet the aspirations of all socio-economic groups. Hartlepool has a lower proportion of the higher socio-economic groups than nationally, and conversely a higher proportion of the lower socio-economic groups. There is therefore a need to ensure that there is provision for the development of a range of high cost housing including low density detached dwellings, to encourage the retention within Hartlepool of that section of the population who are most mobile, and to encourage some in-migration.

- 9.7 The villages in Hartlepool generally offer a range of housing, but are becoming less sustainable with the loss of local services and are, in the main, served by relatively poor and infrequent public transport services which have been reduced in recent years where the operators did not see them as profitable. An option would be to allow some expansion in these villages. This raises issues of loss of countryside and the increase of commuting that may not be the most sustainable option available.
- 9.8 In terms of need for pitches for Gypsies and Travellers and plots for Travelling Showpeople the previous evidence from 2009 which identified a need for 6-10 pitches is now considered out of date and a new study is currently being undertaken by consultants to assess the current need and refresh the evidence base. The study is due to be completed in June and if it identifies a need there will be a requirement on the Local Authority to provide a sustainable site to meet this need.

#### ***What could our options be?***

- Let the market decide the type of housing provided
- Encourage the provision of family housing and bungalows
- Facilitate the provision of more high cost low density dwellings
- Control the number of apartments/flats built within the town
- Allocate sites for supported housing or require some residential properties to have the ability to be adapted in the future
- Expand all villages for housing
- Expand selected villages
- Continue with further housing market renewal initiatives when the current schemes are complete
- Don't clear further housing on completion of current HMR schemes

#### ***Questions***

34. Do you think the Council should address the issue of overprovision of flats, apartments and terraced properties?
35. Should we encourage the provision of bungalows and family homes?
36. Should we enable the provision of more high cost low density dwellings?
37. Do you think that allowing more housing in villages will protect existing services?
38. Will continuing housing market renewal schemes have a positive impact on the housing offer in Hartlepool?

### **Issue 10: How can we provide affordable homes for local residents?**

- 9.9 The recent Tees Valley Strategic Housing Market Assessment highlighted the growing issue of a shortfall in affordable housing provision across the Borough, highlighting a need to provide 89 new affordable homes each year. This equates to a need of 27.5% each year based on an overall provision across the Local Plan period of 320 net new dwellings per annum. Of this affordable homes requirement the TVSHMA suggests that 70% should be social rented or affordable rent and 30% intermediate tenure. Stock condition and housing aspirations of Hartlepool residents were also considered within the study to provide a housing need and aspiration assessment.
- 9.10 The provision of special needs housing, providing for those people with an illness or disability, is also an issue for Hartlepool. If we wish to secure more affordable and special needs housing, sites could be allocated and an affordable housing target set to ensure new private developments assist in such provision. A mixture of market and affordable housing might be appropriate to create mixed and sustainable communities. Access to good quality housing is a key element of the Community Strategy housing theme.

#### ***What could our options be?***

- Do not set a requirement for affordable housing on new developments
- Set a requirement of 27.5% of affordable housing (subject to viability) on all new housing developments as suggested in the recent Strategic Housing Market Assessment
- Set a lower affordable housing requirement for new housing developments
- Designate sites for affordable housing provision

#### ***Questions***

39. Do you think that affordable housing is an essential element of a sustainable community?
40. What part of the town do you feel would benefit most from affordable housing?
41. Should developers be required to provide any affordable housing on all new developments?
42. Should the Council be looking for specific sites for affordable housing or should it be integrated into new developments?

### **Issue 11: How can we provide safe and accessible open space and facilities?**

- 9.11 Open space forms an integral part of the urban fabric and contributes greatly to quality of life and desirable place to live and a more sustainable community. Providing the appropriate leisure and recreation facilities and sufficient open space contributes greatly to developing healthier lifestyles for Hartlepool residents, greater access to this open space and facilities can improve usage and quality of life. Provision of open space and recreation and leisure facilities are key elements within the Community Strategy Health and Wellbeing, Environment and Culture and Leisure themes. Open spaces and sport and recreation also span two of the Local Plan themes; Developing a Sustainable Community and Enhancing the Environment.

- 9.12 The Green Network in Hartlepool is made up of wildlife sites, land for recreational and leisure use and other 'green' areas including open space, cemeteries, parks etc. The recently adopted Green Infrastructure Supplementary Planning Document (SPD) provides a comprehensive summary of the green network within Hartlepool. The provision of outdoor playing space within new developments and the retention and protection of green space in existing developments is an issue within Hartlepool as the need for housing sites grows, if green space is provided within/near housing it reduces the need for the private car therefore benefiting the environment. Protecting open space including areas such as allotments within Hartlepool to provide sustainable communities is also an important issue for the town as green areas remain an important environmental benefit for Hartlepool but have come under increasing pressure from development in recent years. It will be vital that the Local Plan provides a set of policies which can be used to robustly defend these important sites from development where possible.
- 9.13 Attention needs to be given to the development of local facilities in sustainable locations and specifically an increase in youth provision in areas of need. An open space assessment of Hartlepool is in the progress of being refreshed and will be used to inform the development of open space policies within the Local Plan. It will identify any deficiencies or surpluses in provision of open space within the town and provide a comprehensive assessment of the Borough's open space by addressing accessibility, quality and quantity. Supporting the delivery and provision of accessible recreational and leisure facilities can increase social cohesion and promote healthier lifestyles in the town.

***What could our options be?***

- To strengthen the policies designed to protect open space within the Borough
- To decide on the future of open space dependent on need within the locality
- To introduce a requirement for the provision of open space within new developments
- Identify new sites for recreation and leisure facilities where needed

***Questions***

43. Should open space be provided in new developments or should developer contributions be used to improve nearby open spaces or should a developer do both?
44. Should areas with overprovision of open space have some areas allocated for other uses?
45. Should sites such as allotments be retained as a way of developing sustainable communities?
46. Are there areas of the town in which you believe new open space sites are needed?

## **Issue 12: How can we provide appropriate local and rural services?**

- 9.14 The provision of local services and facilities within the main urban area and the maintenance and retention of rural services are essential elements in the development of sustainable communities and are key issues for Hartlepool. Providing facilities close to homes reduces the need to travel by private car and creates more desirable and socially inclusive neighbourhoods.
- 9.15 Local centres include a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst others, shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway, bookmakers or vets surgeries.
- 9.16 The boundaries of allocated local centres were recently reviewed and updated to reflect their changing nature and the possible need for new services. Appropriate uses for these local centres is also a growing issue for Hartlepool with increasing numbers of planning applications for hot food takeaways being submitted for these local centres and for the town centre. The location of hot food takeaways and their number could be a factor in obesity levels in Hartlepool, creating the right balance and providing the right mix of services is an essential element for a sustainable community and a concentration of one particular use within these local centres does not provide the range of choice local to meet local aspirations. A visually pleasing and safe shopping environment is also important to ensure that these local centres remain economically viable.
- 9.17 New services and the allocation of new local centres may be required for future developments and it is important that these services are provided early on in development to provide facilities for newly arriving residents. Maintaining services within Hartlepool's villages to provide for local residents is also a growing issue; protection of these local services reduces reliance on the private car and their retention is particularly important for residents without access to a car. Wynyard Village and the lack of services in this area is also an issue which needs to be addressed should further development be proposed in that location. Allowing further development associated with services could contribute to the development of a more sustainable community and reduce private car use. However assessing the impact this may have on the town centre of Hartlepool will also be an important consideration.

### ***What could our options be?***

- Continue to protect the allocated local centres and retain the current boundaries
- Revisit the local centre boundaries and potentially allocate new local centres where necessary
- Set a limit for the number of hot food takeaways within local centres
- Look at the Health of the Borough particularly relating to the proximity of hot food takeaways to school
- Stipulate the development of a local centre at Wynyard if more homes are proposed
- Include a policy to protect essential rural services such as schools and play areas in the villages

### ***Questions***

- 47.** Do you think that defining local centres is a good way to encourage the provision and protection of local services and are there any areas which would benefit from the allocation of a new local centre?
- 48.** How can a Local Plan protect vital rural services?
- 49.** Do you think limiting the number of hot food takeaways and their location could help tackle obesity in relation?
- 50.** Do you think controlling the uses within local centres would help to provide the appropriate mix of facilities for local residents, avoiding the proliferation of a particular use?

## 10. ENHANCING THE ENVIRONMENT

### **Issue 13: How should we protect and improve the Borough's natural, rural, and built environment?**

- 10.1 While Hartlepool has a distinctive compact urban area, the Borough also includes attractive countryside and coastline, which has significant nature conservation and wildlife interest and importance. The natural and built environment make important contributions to quality of life issues. Hartlepool has developed primarily because of its coastal location. Much of the coastline is important for its wildlife interest, but it is also an important asset in terms of providing opportunities for recreation and tourism. Hartlepool has wildlife sites of importance ranging from international to locally important designations.
- 10.2 Part of the Tees estuary and much of the coastline of Hartlepool are designated as Special Protection Areas and Ramsar sites, which are of international importance. Hartlepool has eight nationally important sites or Sites of Special Scientific Interest (SSSIs) located within the Borough and four located partially within the Borough. Currently there are 46 Local Wildlife Sites of which 6 are also Local Nature Reserves. There are also six Local Geological Sites within the Borough.
- 10.3 Previous development plans for Hartlepool recognised the key role that open space plays in encouraging biodiversity and in the economic and social well being of the town. This has led to the development of "The Green Network" which is made up of wildlife sites, recreation and leisure spaces and other green areas including amenity open space, cemeteries and churchyards and the coast margins together with the links between them. The Local Development Framework for Hartlepool continues to recognise the importance that the green network plays in the health of the Borough both in environmental, social and economic terms and again this is detailed in the Green Infrastructure SPD and Action Plan which was adopted in 2014.
- 10.4 A key component of the Green Network are the Green Wedges at How Beck Middle Warren, Summerhill/Burn Valley and Owton Manor which extend from the open countryside to the heart of the town. They provide convenient and extensive amenity open space and easy access to the countryside. The green wedges offer major opportunities for improving the overall environment of Hartlepool, for providing recreational, sporting and leisure uses and also for creating valuable links to wildlife.
- 10.5 Tourism and heritage have become very important to Hartlepool's economy and the Borough has substantial historic assets. There are eight conservation areas across the Borough, designated because of their special architectural or historic interest, the character and appearance of which is desirable to preserve and enhance. While a high standard of design is expected in conservation areas that seeks to enhance their character, this does not mean that no changes are permitted. However it does mean that great care will be taken to ensure that unsympathetic design and incompatible changes of use should not occur.

- 10.6 Hartlepool also has 200 buildings or structures, which are listed as being of historic interest. In recent years, Hartlepool has been successful in encouraging and supporting the restoration and re-use of many listed buildings across the Borough. Nevertheless, many listed buildings are not currently used for the purpose for which they were designed and it is important that new acceptable uses are found to bring them back into use. Currently there are around 15 Listed Buildings at risk in the Borough. Finding a positive solution to these listed buildings at risk and preventing more falling into being at risk is a key issue.
- 10.7 Within the Borough there are many high quality and attractive historic buildings which should be preserved but which are currently unlisted and therefore have no statutory protection. It is important that these are protected as they emphasise local character and sense of place.

***What could our options be?***

- Actively look to enhance our wildlife sites
- Expand the Green Network to include new areas
- Allow limited development in the Green Network
- Identify further green wedges in line with new housing proposals
- Reduce the extent of the existing green wedges to accommodate new development
- Strengthen the policies designed to protect and enhance the Borough's Conservation Areas
- Assess whether any new areas should be designated as conservation areas
- Give weight to the protection of buildings of local importance

***Questions***

51. What do you feel are the natural assets of the Borough?
52. What parts of the Borough's environment do you feel are most important for the quality of life of its residents?
53. Are there areas of the countryside that need consideration for improvement?
54. Are our conservation areas adequately protected?
55. Is there scope for enhancing our Conservation Areas?
56. Are there any parts of the Borough that should be designated as conservation areas?

**Issue 14: How can we create a safe, attractive, accessible and well-designed environment?**

- 10.8 There are parts of the built environment that in the past were poorly designed and over time this has failed to add to the urban quality of the Borough. The LDF for Hartlepool should seek to raise the overall standard of design for new development across the Borough. It is important that general design is improved, not just of buildings, but also other features such as landscaping and open space as good design not only includes the physical appearance of buildings and spaces but also how development integrates with its surroundings and addresses accessibility.
- 10.9 High quality design can help improve the image of specific areas as well as the image of the Borough as a whole. Good design used in the right way contributes to reducing crime and the fear of crime and supports inclusive and sustainable communities, particularly in terms of accessibility.
- 10.10 Hartlepool has a number of large disused buildings and abandoned sites most in prominent locations and in a poor state of repair. These buildings are becoming a problem in many ways to the ambitions of Hartlepool, but in particular they create a poor image of the Borough. It is important to the regeneration of the urban fabric of Hartlepool that solutions are found to these sites and buildings. This could involve alternative uses of buildings and sites or demolition and re-use. The Council has existing powers that can be used to compulsorily purchase land and buildings in order to achieve the proper planning of the area.

***What could our options be?***

- Provide design related policies for new development to ensure a sense of place
- Consider higher aspirations for the quality of our built environment
- Focus on tackling disused buildings and abandoned sites possibly through use of Compulsory Purchase Powers or other mechanisms

***Questions***

57. How important do you feel it is that policies set high standards in terms of design for new development?
58. What should we do to improve the image of Hartlepool through design?
59. Should public money be invested into tackling the problems of privately owned buildings which are detracting from the image of certain parts of the town?

**Issue 15: How can development be delivered in such a way that makes the best use of natural resources and helps minimise climate change?**

- 10.11 Globally, climate change and its environmental consequences is the most important environmental concern. The major effects of climate change stem from a rise in temperature and resultant sea level rise. It is predicted that with the unprecedented levels of economic growth taking place around the world, particularly in developing countries such as India, this trend will continue.

- 10.12 Attention needs to be given to the implications of climate locally and given Hartlepool's coastal location this could involve the increase in the potential of flooding. It is critical that new development and its location and use type takes account of potential future flood risk.
- 10.13 Hartlepool Borough Council and the other Tees Valley Authorities produced a joint Tees Valley Strategic Flood Risk Assessment (SFRA) in February 2007. A second SFRA for Hartlepool was concluded in 2010. It is a planning tool that enables the councils to select and develop sustainable locations away from flood risk areas and will assist in making the spatial planning decisions.
- 10.14 The Local Development Framework can help ensure the use and development of land which contributes at the local level to reducing the carbon footprint of new development and minimising the effects of climate change. The design, siting and the materials used in the construction of new buildings affects its energy efficiency and impact on climate change issues. It will be important to include a policy which helps to address these issues.
- 10.15 Hartlepool still has areas of vacant land and buildings that have been developed before but which has in some cases been abandoned. This land known as brownfield land can be used in more productive ways and offer potential to boost the economy as well as improving the overall environment of the Borough. Sometimes such brownfield land can be more species rich than farmed land or general open space and can be used for nature conservation purposes. However, some of these brownfield areas present a poor image of the Borough and can be a focus for anti-social behaviour and crime. In line with the principles of sustainable development promoted by the NPPF, the Local Plan should promote the re-use of brownfield land in Hartlepool which can provide opportunities for new housing, business and retail opportunities as well as for open space, nature conservation and leisure provision.

#### **What could our options be?**

- To embed within Policy the need to provide a proportion of renewable energy generation on new development
- To embed within policy the need to provide energy efficient buildings above and beyond what is required by Building Regulations
- To locate less vulnerable types of development to areas of higher flood risk
- To locate only water compatible development to areas of higher flood risk
- Continue to permit redevelopment of vacant land that becomes available
- Use of brownfield land for uses other than for built development

#### **Questions**

60. How can the planning of Hartlepool minimise the risk of climate change and how can any impacts be mitigated against?
61. Are there any other issues on how climate change will affect Hartlepool?

## 11. IMPROVING CONNECTIVITY

### **Issue 16: How can we improve the road network within Hartlepool?**

- 11.1 Historically Hartlepool's road network has been seen as a major positive for the town. Not only does the town have very good links out to the A19 and the A1 (via the A689), Hartlepool also benefits from a dual carriageway that runs through the majority of the town which is a major benefit to the town's economy. The road network is however getting more congested and we need to consider ways of addressing this. The benefit of having a dual carriageway through the town centre however also creates a number of issues, in particular for pedestrians and the way the road cuts off the town centre from the Marina, Church Street and the public transport interchange. One of the key challenges over the coming years will be finding an effective way of overcoming this issue.
- 11.2 One sustainable way of addressing congestion in the central areas would be to develop park and ride facilities at key locations. Through encouraging people to leave their cars at park and ride hubs and to complete their journeys on foot, cycles or public transport we will be able to reduce congestion especially in the central area. One way to encourage people to use park and ride facilities would be to look at limiting car parking provision in the town centre but another way would be through the creation of more pedestrian and cycle links which people felt safe to use and which would deliver health benefits as well.
- 11.3 One other idea that may help to relieve traffic congestion on the roads in Hartlepool would be the creation of a western bypass which would run along the western fringe of the town between the A689 in the south and the A179, delivered in line with the development of greenfield sites on the to the west of the current urban area.
- 11.4 The wider use of Travel Plans could also help to reduce road congestion. A Travel Plan is an action plan to encourage alternative and more sustainable modes of transport to be used for commuting, schools journeys and business trips. These may include travel by bus, rail, bicycle, motorcycle, walking or car sharing. The current Hartlepool Local Plan includes a policy requiring the preparation of Travel Plans to accompany proposals for major developments.
- 11.5 For many years now there has been a desire to create another Tees Crossing. Depending on the location of such a crossing, this could benefit the town if it results in a more direct route in particular to Teesport and the rest of Middlesbrough and Redcar and Cleveland and it could help to reduce congestion on the A689 southwards out of the town and critically could take traffic away from the A19 which suffers from serious congestion at times. However the likelihood of delivery will have to be carefully considered as all policies in the Local Plan should be deliverable within the 15 year plan period.

### ***What could our options be?***

- To develop park and ride facilities at key points within the town to help reduce congestion within the town centre
- Reduce car parking provision in the town centre to encourage use of more sustainable forms of transport and to help reduce congestion
- To build a western bypass to ease congestion on the roads within the town
- Greater use of Travel Plans to achieve more sustainable transport movements

### ***Questions***

62. Should Park and Ride facilities be developed, and if so what would be the most suitable locations?
63. Should car parking levels in the town centre be reduced?
64. Do you feel the benefits a western bypass would bring to the road network would outweigh the environmental and other negative impacts that the development would have?
65. Should there be greater use of Travel Plans?

### **Issue 17: What should our priorities be in developing a Sustainable Transport Network?**

- 11.6 One of the main aims of the Community Strategy is to improve the health of Hartlepool's population. Therefore one of our key aims is to support the delivery of a comprehensive network of cycleways/walkways throughout the Borough. The coastal route is one of the key links that has developed over a number of years however there are areas which still need to be created. Aspirational and upgradable routes will be highlighted on the Proposals Map. Improved cycle routes could link into Park and Ride facilities should they be developed and it will also be critical to the health of residents that improved countryside links are put in place to encourage walking and recreation within the countryside.
- 11.7 Rather than people parking and getting onto a bus, cycle facilities could be provided to encourage people to use a more sustainable method of travel and to help cut congestion in town centres. Locating park and ride facilities on existing bus routes will be important to make providing the facilities financially viable.
- 11.8 Within the Tees Valley there is a desire to deliver a Tees Valley Metro to give people the opportunity to travel more sustainably on a reliable and frequent system. This system would share track with existing heavy rail services but would need substantial investment especially in linked infrastructure. Re-instating rail halts at Greatham and Hart and opening a new halt at the Docks could all be possibilities that would benefit Hartlepool in developing a more sustainable and economically viable transport network.

### ***What could our options be?***

- Continue to develop the coastal walkway and promote the tourism benefits that stem from it
- Work with other Tees Valley authorities to deliver a Tees Valley Metro system, including the re-instatement of halts at Greatham, Hart and the Port
- Improve sustainable transport facilities across the Borough such as bus stops or cycle storage facilities

### ***Questions***

66. Do you feel the Authority should look to deliver the Tees Valley Metro idea to give people the opportunity to travel sustainably?
67. What areas of the town do you feel would benefit most from the construction of new cycle and walkways?
68. Are there any other methods of encouraging sustainable transport that the Local Plan should cover?

### **Issue 18: How can access to the coast be improved?**

11.9 The coast and the environment associated with it are one of Hartlepool's main assets which needs to be carefully managed to protect and enhance it. Along Hartlepool's coastline there are a number of environmental designations of national and international importance.

11.10 It is recognised however that the coast is also a key tourism sector within Hartlepool and that environmental protection and enhancement must work hand-in-hand with the delivery of an accessible tourism attraction. There are also benefits to the local community of having an accessible coastline such as encouraging healthier lifestyles (walking, cycling etc) and improving social cohesion. Another benefit of encouraging people to use the coastal areas are that it could help to cut down on illegal pursuits such as motorbikes on dunes which are currently an issue in certain areas along the coast.

### ***What could our options be?***

- Continue to develop Hartlepool's coastal areas, encouraging use as a tourist destination and as a way of encouraging healthier lifestyles and increasing social cohesion
- Develop specialised viewing points so residents and visitors can enjoy the benefits of the environmental designations along the coastline without damaging the environment
- Concentrate areas of access to the coast in areas where use will not damage environmentally sensitive areas

### ***Questions***

69. Along the coastline where do we need to improve linkages and access?
70. Do you feel that improved access in certain areas would help to discourage anti-social behaviour and illegal pursuits?
71. Should environmentally sensitive areas of the coastline be protected from over use by limiting access to them?

## 12. CONCLUSION

- 12.1 This Issues and Options paper sets out suggestions for a vision of how Hartlepool could develop by 2031. A number of objectives for delivering that vision have also been suggested.
- 12.2 The main part of the paper sets out a number of strategic issues which should be addressed to help to achieve the vision, and suggests some options for tackling them.

### *Questions*

72. Are there any other key issues that should be addressed?
73. What are the options for tackling these?

- 12.3 Issue 1 relates to the broad location and balance of future development in Hartlepool. Taking into account the other issues raised in this paper, where do you think most development should be concentrated?
- In the central area of the town;
  - In other areas of the town;
  - On greenfield land on the edge of the built-up area;
  - At Wynyard; and/or
  - Focussed on one or more of the villages.

### *Questions*

74. Of the above locations, where do you consider most development should be in the future?
75. Are there any other areas that should be considered?

### **The Next Stages in the Preparation of the Local Plan**

- 12.4 The Council will consider the comments put forward during the current consultation and these comments and the Council's responses to them will be made publicly available.
- 12.5 Then, taking account of the comments and any new issues or options raised, and in the context of a further sustainability appraisal report, the Council will determine its preferred options for the future development of the Borough. The Council will publish, at the beginning of 2015, a document setting out the preferred options. This document will also set out the different options considered during the preparation process and how and why the preferred options were arrived at.
- 12.6 The consultation to be carried out on the Preferred Options Report will present the last opportunity for you to influence the content of the Local Plan before a finalised Local Plan is submitted for public examination on its soundness.