

The Hartlepool Headland

Neighbourhood Plan

2017 - 2032



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Preface

The Localism Act of 2011 introduced Neighbourhood Planning and this in turn empowered local people to share the future of their communities.

In November 2011, the Headland Parish Council in conjunction with Hartlepool Borough Council, applied to become a Neighbourhood Planning Front Runner. The Parish Council were successful in obtaining a support package as part of the 'Communities and Neighbourhoods in Planning' programme for the initial stages of developing a Neighbourhood Plan.

The Prince's Foundation for Building Community was engaged to run a workshop in the Headland in March 2013 to help the Hartlepool Headland Neighbourhood Plan Working Group to work with the local community, inspire and build momentum to develop a community led plan. Their report gave a valuable and objective insight into the Headland and provided a firm foundation upon which to start the work in preparing this neighbourhood plan.

Following the Prince's Foundation workshops the Working Group supported by Hartlepool Borough Council (HBC), undertook further consultation work to establish an evidence base on which this plan is based.

The Hartlepool Headland Neighbourhood Plan reflects feedback from the numerous consultation and engagement events, including observations and concerns about its future. The aim to support development of a sustainable future for the area by responding to present challenges by drawing inspiration from, and capitalizing on, its unique heritage and identity.

The Working Group commissioned consultant, Mark Greaves Urbanism, to help produce the Draft Plan, and also received substantial assistance from HBC.

Once the Plan has been made, following a favourable local referendum, the Headland, Hartlepool Neighbourhood Plan will form part of the Local Development Framework and become, with HBC's emerging Local Plan, the starting point for deciding where development should take place and the type and quality of that development.

I. Introduction

The Localism Act, which came into force in April 2012, provides the legal framework to shift power from central government to Local Authorities and neighbourhoods, with a key aim of making the planning system more democratic and effective. In regards to planning policy, the Localism Act provides a right for Parish Councils and Neighbourhood Planning Forums, including the Hartlepool Headland Neighbourhood Plan Working Group, to draw up a 'Neighbourhood Plan' for the area, which will form part of the emerging Local Plan.

Neighbourhood Plans offer the opportunity to develop a shared vision for a plan area and establish the general planning policies for the development and use of land.

This Plan provides a vision for the future of the community, and sets out clear and robust policies to realise this vision. These policies must accord with higher level planning policy, as required by the Localism Act. The Neighbourhood Plan provides the opportunity for local people to better shape not only where development will go, but also the character and nature of it, to ensure that it works for the local community.

The Plan has been developed through extensive engagement and consultation with residents and key stakeholders. The vision and supporting objectives aim to capitalise on its unique and special assets and through development and other actions provide an even better, healthful and prosperous environment and community in which to live, work and visit.

A range of policies have been drawn up, consistent with the vision and objectives, to help deliver a robust and sustainable future for the Headland Plan Area

1 The Hartlepool Headland Neighbourhood Plan Area Boundary

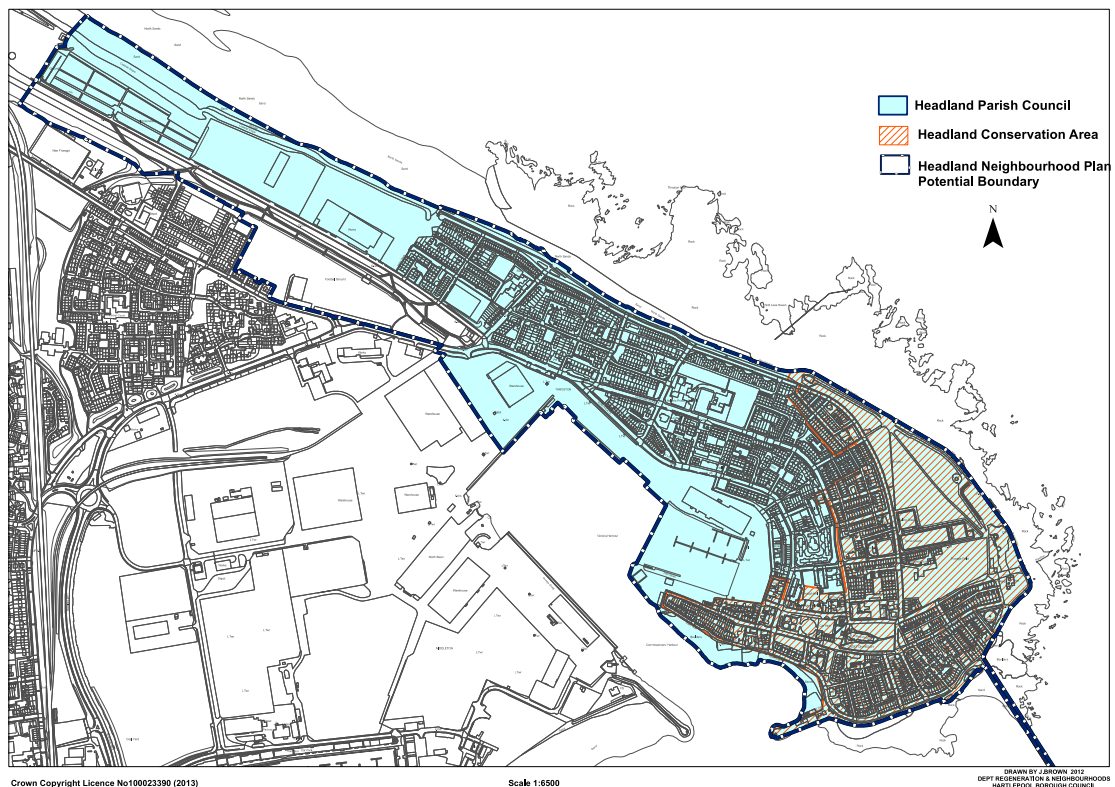


Figure 1: The Headland, Hartlepool Neighbourhood Plan Area

1.2 Legal Requirements

Neighbourhood Plans are part of the reformed planning system, having been introduced by the Government under the Localism Act to give people a greater say about the location and scale of development in the area and to help to protect valued features and community assets.

Once made, the Neighbourhood Plan can establish general planning policies for the development/use of land and will form part of the Local Development Plan and will be used to consider and determine planning applications.

The Localism Act sets out important legal requirements for Neighbourhood Plans. One of these is that all Neighbourhood Plans must conform to the framework given by higher level planning policy. That is, Neighbourhood Plans must:

- Comply with European regulations on strategic environmental assessment and habitat regulations;

- Take account of the National Planning Policy Framework , and
- Generally conform to the strategic policies of the adopted Hartlepool Local Plan (2006) and emerging Hartlepool Local Plan.

This Neighbourhood Plan, should also contribute to the achievement of sustainable development. Furthermore, there is a requirement that a formal strategic environmental assessment is carried out for certain plans and programmes likely to have a significant effect on the environment including planning and land use documents. All Development Plan Documents will therefore be subject to a Sustainability Appraisal which will incorporate the requirements of the Sustainable Environment Assessment. This will be a continual and integrated process starting when a new (or revised) local development document is to be prepared and it is expected that HBC will advise on the requirements/programme for the Hartlepool Headland Neighbourhood Plan.

This Plan has been drawn up with the principles of sustainability and sustainable development as core values.

The objectives and policies that follow have taken into account the requirements of the National Planning Policy Framework the adopted Local Plan and the vision and spatial objectives contained in the emerging Local Plan.

The Plan has been produced following significant consultation and engagement with the local community and relevant stakeholders. The Headland Neighbourhood Plan Working Group, formed specifically for the purpose of delivering the Neighbourhood Plan is a sub-committee of the Parish Council consisting of representatives from the Parish Council, local organisations, churches, schools and any groups in the Headland Plan area who are committed to the development of the Plan.

The process of producing the Neighbourhood Plan has proceeded over a number of key stages:

Designation and Raising Awareness

In November 2011, The Hartlepool Headland Parish Council were successful in obtaining a support package from The Prince's Foundation for Building Community as part of the 'Communities and Neighbourhoods in Planning' programme for the initial stages of developing the Neighbourhood Plan.

The Neighbourhood Plan boundary was formally established in March 2013.

Consultation and Evidence Gathering

The Prince's Foundation led a Community Planning Workshop, including public events over the course of three days in early March 2013. The purpose of the workshop and events was to gather local residents and stakeholders' comments and ideas for how they envisage the Headland developing in the short and long term periods. An additional aim was to educate and inspire the Working Group, stakeholders and residents to develop a neighbourhood plan with a broad vision of mapping a sustainable future for the Headland Plan area based on its assets and developed through an interactive process in which issues and concerns were addressed with ideas and alternatives tested in order to understand both immediate and longer-term impacts. Blending of local knowledge with professional expertise allowed for issues to be identified in the Headland Plan area through frank, honest and constructive communication.

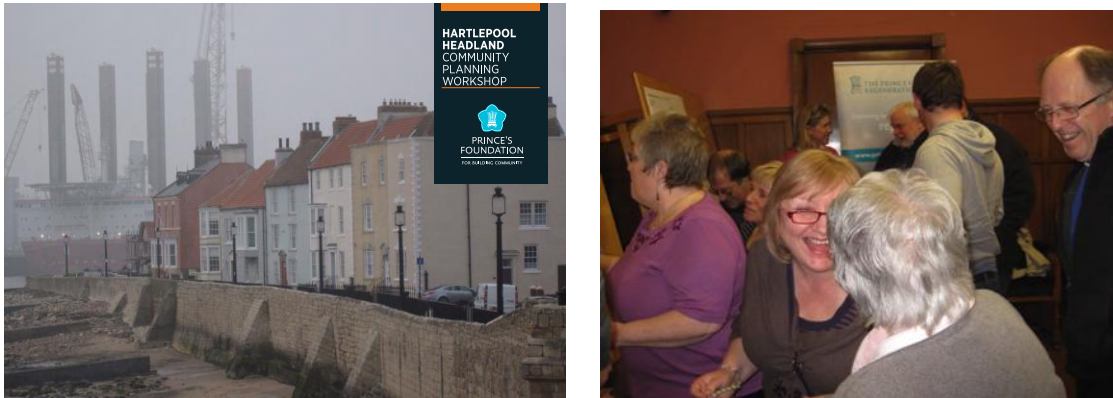


Figure 2: The Prince's Foundation's workshops and subsequent report, with an emphasis on sustainability and sustainable development, have provided the basis for the Hartlepool Headland Neighbourhood Plan.

A report (Hartlepool Headland Community Planning Workshop) was produced and delivered to the Working Group in April 2013. The report contained a summary of the outputs of the workshop and events, including a preliminary vision and a number of plans and strategies based on the key issues in the Headland Plan Area.

During 2014 the Working Group evaluated the report and have, with the assistance of officers from HBC, continued to engage and consult with members of the community in order to gather evidence. They have used surveys and questionnaires drawn up specifically for the purpose of developing certain policy areas as well as open discussion /forums via various events. People were asked about likes and dislikes, what they would like to see, asked to identify good areas, bad areas, areas for change, etc. To ensure the process was as inclusive as possible the Working Group also sought the views of various groups, including primary school students and young people at the Youth Club, local businesses, churches and others through various means including a stand at the well-attended annual Headland Heritage Day and Headland Carnival. A survey was also available on the Headland Parish Council website. (www.headlandparish.co.uk). Newsletters produced by the group have been delivered to every household and business within the plan area.

The Hartlepool Headland Neighbourhood Plan working group has continued to meet regularly with minutes of group meetings available on the website.

The Working Group, with HBC, have also gathered a range of background documents relevant to the Neighbourhood Plan. An Evidence Base has been compiled and is marked Appendix 2.

Draft Plan Creation

Throughout September to December 2014, the Vision and Objectives proposals, responses to community consultation exercises and local evidence were used to develop the Draft Neighbourhood Plan. Consultants were appointed to support this process and help draft the Plan.

2. The Hartlepool Headland

The Hartlepool Headland is the original core of the town and it has a long history and associations with St Hilda, commercial, military and maritime activities. Whilst it retains its historic significance, post-war development, declining industry and lack of investment have resulted in a deteriorating and neglected asset and the area now faces numerous challenges.

The Headland retains a strong and proud history and identity. Its assets include a legacy of shops, services and cultural assets in its historic core, contained within a robust and sustainable pattern of development, including public and open spaces and much valued views out to the sea. These assets provide not only a strong sense of place but also the environment to foster valuable social connections and community spirit. Thus, the Hartlepool Headland contains a platform to face the challenges of the 21st century.



Figure 3: The Hartlepool Headland contains a rich history and in its historic core a wealth of attractive buildings, public spaces and views out to the sea.

2.1 Local History

The Hartlepool Headland, was originally established as a fishing village and was the site of an Anglo-Saxon monastery, founded by St Bega in 640AD. The monastery was destroyed by the raiding Danes in 800AD and time has removed all visible traces of it.

In the 8th century AD, Bede mentions Hartlepool (“hereteu” – the place where harts (deer) drink). St. Hilda’s, which still stands prominently today, is mainly Early English and dates from the late 12th century. It was originally built for the powerful De Brus family, who owned land in the area. It was also the main port used by the Prince Bishops of Durham.

The ancient town walls completed circa 1322 as a defence against the twin enemies of the Scots and the sea, is now a scheduled monument, and can still be seen.

The defence and fortification of the Headland continued after the medieval period and during the English Civil War, earthwork defences were constructed to be used in conjunction with cannon.

The Hartlepool Headland was visited several times by John Wesley on his preaching tours and he is recorded to have been in the town in 1757 and 1786.

During the First World War Hartlepool became the first place on mainland Britain to be bombarded by the German Navy. The Headland’s Heugh Battery made history in 1914 when together with the Lighthouse Battery it engaged three German battleships in shore-to-ship combat – the only such action by a British battery in the entirety of World War One. The engagement caused military and civilian deaths. Amongst the casualties was Theo Jones, the first soldier to die on British soil in the Great War. There was also later bombing by Zeppelin Airships, one of which was brought down.

In the Second World War the shipbuilding yards at Hartlepool were a regular target for bombing. In response, the Heugh Battery was modified and enlarged to serve as a combined coastal and air defence station. It saw little action following the Battle of Britain and briefly became a post-war training facility before becoming obsolete with the Cold War. The Heugh's guns were removed in 1956.

However, substantial parts of the Heugh Battery still remain and it is now a scheduled monument, testifying to its historic importance. The unique history of it means that its buildings form a crucial part of the history of the Headland, as well as within the history of coastal defence in the UK.

Old Hartlepool continued its independent existence until 1967, when local government reorganisation created the merger with its young neighbour, West Hartlepool.

2.2 Demographics

Who lives in the Headland?

The table below show the total population with numbers of men and women and key age groups:

- Headland lies in Hartlepool, and has a population of 3605
- Of the total population, 640(17.8%) are children, making up a smaller proportion of the population than across Hartlepool (19.8%).
- 645(17.9%) are people of pensionable age, making up a larger proportion of the population than across Hartlepool (19.0%).

Who lives in the Headland?						
	Headland		Hartlepool		North East	
	N	%	N	%	N	%
All People	3605		91,725		2,575,460	
Males	1806	50.1	44,630	48.7	1,259,570	48.9
Females	1799	49.9	47,095	51.3	1,315,890	51.1
Aged 0-15	640	17.8	18,200	19.8	461,215	17.9
Working age	2320	64.2	56,085	61.1	1,597,525	62.0
Pensionable age	645	17.9	17,440	19.0	516,720	20.1

Source: ONS Mid Year Estimates 2008

Economic activity in the Headland

The table below shows:

- Of those people of working-age in the Headland, 1,385 are economically active (56.6%).
- There are 1,065 economically inactive people in the Headland.

Economic activity in the Headland						
	Headland		Hartlepool		North East	
	N	%	N	%	N	%
All People aged 16-74	2965		63,220		1,831,355	
Economically Active	1665	62.6	37,430	59.2	1,122,935	61.3
Economically Inactive	996	37.4	25,800	40.8	708,435	38.7
Working more than 49 hours per week	168	111.9	4,115	12.2	133,685	12.9

Source: Census 2011

Car ownership

- 790 households have no car or van, 50.5% of all households in the Headland.
- By comparison, 39.3% of Hartlepool households and 35.9% of North East households

have no access to a car or van.

Housing – tenure and household mix

- Social housing levels are higher in the Headland than across Hartlepool, with 660 households renting from the Local Authority or Registered Social Landlords (42.2% of all households).

Housing tenure in the Headland						
	Headland		Hartlepool		North East	
	N	%	N	%	N	%
All households	1,570		37,385		1,066,290	
Owner occupied	765	48.7	23,540	63.0	678,355	63.6
Social rented	660	42.2	9,960	26.6	294,880	27.7
Private rented	85	5.4	2,770	7.4	66,990	6.3
Other	60	3.8	1,105	3.0	26,170	2.5

Source: Census 2001

Social exclusion in the Headland

Working age claimants

- 655 people in the Headland are receiving some form of DWP benefit, 30.9% of the working age population.

Key low income indicators in the Headland						
	Headland		Hartlepool		North East	
	N	%	N	%	N	%
Working-age people receiving any DWP benefit	655	30.9	14,180	25.3	326,965	20.5
People who are "income deprived"	1,115	32.2	21,900	24.1	491,975	19.3
Income Support (IS) claimants	235	11.1	4,700	8.4	103,245	6.5
Children living in income deprived households	220	35.1	5,690	30.4	123,342	26.0
Older people receiving Pension Credit	355	46.3	6,245	35.8	156,795	30.3
Housing Benefit/Council Tax Benefit claimants	750	47.7	13,740	36.8	310,455	29.1

Source: DWP 2009, CLG 2007

Low Income

- 1,115 people in the Headland are income deprived (32.2% of all people), compared with 24.1% in Hartlepool and 19.3% in the North East.
- Across the Headland, 35.1% of all children live in income deprived households (220 children).
- 46.3% of older people in the Headland receive the Pension Credit Guarantee Element (corresponding to 355 older people).

Health

Key findings from the NHS Health profile of the population living in the Headland of Hartlepool (2011) include:

- The living environment (air quality and housing) in the Headland is better than the English average.
- The life expectancy is below the national average but similar to the Hartlepool average.

- The general health of the Headland population is below the national average but similar to the Hartlepool average.
- Information about lifestyle choices of the adult population shows that 40% are smoking, 29% are binge drinking, 27% are obese and only 12% consume the recommended daily fruit and vegetables.

3. Vision, Objectives and Strategy

The Neighbourhood Plan sets out:

- The Vision and Objectives for the future of the Hartlepool Headland Plan Area
- The Neighbourhood Plan Strategy – sustainable development that meets the community's needs and aspirations – setting out the broader aims of the Plan's approach
- Neighbourhood Plan Policies – providing the local policy framework for managing new development and development proposals, ensuring that they contribute to the Vision, Objectives and Strategy for the Headland Plan Area.

3.1 The Vision

Hartlepool Headland is a special historic place with a strong sense of identity and character. Our vision is to provide an even better, healthful and prosperous environment and community in which to live, work and visit.

3.2 Objectives

Delivery of the Vision will be supported by:

1. Promoting development of the local economy by encouraging business and employment opportunities.
2. Supporting measures to improve public transport, highway safety and to improve accessibility for all.
3. Conserving and enhancing the natural and built environment, including the Headland's wealth of heritage assets.
4. Encouraging sympathetic development to provide sufficient housing to meet community needs.
5. Promoting a sense of community and support health and wellbeing initiatives.

3.2.1 Community Capital

The preliminary and background work on the Neighbourhood Plan looked at the sustainability based upon what is termed 'Community Capital'.

This approach considers that every community has a different natural, financial, social and local assets and these assets can be further developed to provide benefits to their communities now and into the future. These areas of 'Community Capital' are all connected and are a necessity for the functioning and prosperity of that area.

The Vision and Objectives have been developed to support the four strands of Community Capital:

- Natural;
- Financial;
- Social; and
- Built.

Natural

Conserving and enhancing the natural environment and unique places

- **a key asset for attracting visitors**
- **critical for local quality of life**
 - Protect community open spaces, e.g. Town Moor, promenade, beaches, Heritage Coastal Path, Spion Kop Cemetery Local Nature Reserve
 - Infill and re-use land

Financial

Promoting and developing the local economy

- **essential for a sustainable community**
 - Resilience
 - Adaptability
 - Opportunities created
 - strengthen activities to support vitality and viability
 - diversify activities to support vitality and viability
 - support infill development
- Enterprise and Employment
 - encourage business and employment opportunities, especially for young people
 - flexible business spaces
- Tourism
 - strengthen offer / facilities
 - develop new opportunities

Social

Promoting a sense of community

Supporting health and well-being initiatives

Housing to meet local needs

- **creating opportunities to strengthen ties, connections between people and place-attachment**
 - Walkability
 - promote walkability through appropriate traffic calming, patterns of development
 - Services / facilities
 - protect and enhance the existing
 - underpin and add to community assets
 - Housing
 - diverse range of homes for locals based on local needs



Figure 4: Community Capital present a whole system way of looking at places and people to ensure sustainability.

Built

Conserving and enhancing the built environment, including the unique heritage assets of the Headland

Supporting measures to improve public transport, highway safety and to improve accessibility for all

Encouraging place-sensitive design

Heritage

- protect and enhance the existing

Transport and Movement

- enhance walkability
- protect and enhance connections within the Headland and to the wider area

Design

- place-making and respect for identity and context at the heart of all new proposals

3.3 The Strategy

The projected vision for the headland area is for a future growth that responds to the present challenges while planning for the future.

This projected future highlights key issues which were noted during the consultation and meetings which took place over many months to consider how the headland can be improved for both residents and visitors through development and initiatives that:-

- Are designed and inspired by the Headland's unique sense of belonging.

The Vision for the Hartlepool Headland is for a sustainable future which enables growth which enhances the social aspects of the area but doesn't compromise the natural and built environment.

This approach to sustainable development considers that every community has different natural, financial, social and built assets and that these assets can be developed to provide benefits to communities now and in the future.

Achieving progress in some areas without addressing the others, or at the expense of the others, will be of only limited value and, ultimately, could be counter-productive to a successful and sustainable community. Using a holistic approach sets the foundation for a community that not only invests responsibly in its local assets, but does so in a sustainable way, thus providing the base for a vibrant and lasting environment.

- Are tailored to, and inspired by, the Headland’s unique genius loci (“spirit of the place”);
- Respond appropriately to the Headland’s setting and history;
- Help achieve its social, economic and environmental objectives; and
- Support its sense of community.

At its core the Plan recognises the importance of promoting walkability, that walkability offers benefits to our health, the environment, our finances, and our communities.

The Plan also recognises the importance of developing enterprise and enterprise initiatives to foster and grow the local economy, which support the overall health and self-sufficiency of the Headland Plan Area

What makes a neighbourhood walkable?

- **A centre:** Walkable neighbourhoods have a recognisable centre, whether it's a high street or a public space.
- **People:** Enough people to support local businesses and for public transport to run frequently.
- **Mixed income, mixed use:** Affordable housing located near businesses.
- **Parks and public space:** Plenty of public places to gather and play.
- **Pedestrian design:** Buildings are close to the street, car parking to the back/limited on-street parking.
- **Shops, schools and workplaces:** Close enough that most residents can walk from their homes.
- **Complete streets:** Streets designed for bicyclists, pedestrians, and public transport.

The Plan also recognises the importance of green and open spaces and links to the sea and seeks to protect them.

The long-term Vision has a clear direction, with the intention of enabling the Headland to retain its distinctiveness, benefiting from the services and facilities accessible within the wider area but capitalising on assets, especially heritage and tourism-related, unique to the Headland.

The long-term Vision is supported by a range of objectives and policies. A series of actions, outside the planning system’s remit for a Neighbourhood Plan, were identified by the local community through various consultation and engagement events. A number of them, to be delivered potentially by relevant stakeholders and stakeholder groups, are contained in The Prince’s Foundation’s ‘Community Planning Workshop’ report (March 2013).

4. The Neighbourhood Plan Policies

The following policies have been created to manage the future development of the Hartlepool Headland Plan Area. These have been devised to achieve the Vision, Objectives and Strategy of the Neighbourhood Plan. Decision makers and applicants must accept the policies as a whole when determining whether a proposal would be acceptable.

To reflect the results of consultation and engagement, as well as evidence gathered, the policies are separated into six themes:

- Local Character, Identity and Heritage;
- Local Economy, including Retail, Employment and Tourism;
- Traffic Management and Parking;
- Housing;
- Design;
- Community Well-being.

All policies have been framed in the context of the National Planning Policy Framework (NPPF), existing adopted Hartlepool Local Plan 2006 and emerging Local Plan,

4.1 Local Character, Identity and Heritage

Justification and Evidence

The Headland is steeped in history. Originally a town in its own right it enjoys a rich heritage encompassing maritime, religious, commercial and military activities. There is a legacy of shops, services and cultural assets and desire to maintain a distinct identity. Its walkable pattern of development, including public and open spaces framed by buildings of a rich but harmonious range of styles, views out to the sea and immense history, provide a strong sense of place and robust platform to face the challenges of the 21st century.

The Neighbourhood Plan will work to conserve and enhance the historic built and natural environments and identity of the Headland to ensure that commercial and tourism aspirations are met but more importantly for the quality of life of its residents, who appreciate its sense of close community.

Historic buildings and environments have always been a huge part of the Headland through time; there is an essential recognition of place, identity and attachment, enhancing quality of life for its residents through what is familiar and valued, as well as for their capacity to undergo sensitive and adaptive change. Thus, in developing the neighbourhood plan the community has placed considerable emphasis on the appreciation of the legacy of historic built and natural environments, and how they can continue to shape the future of the area.

The key issues from the emerging Neighbourhood Plan consultation include:

- There is a strong desire to preserve and enhance heritage assets such as the Friarage Manor House, Town Wall, St Hilda's & St Mary's Churches and Engine House to name but a few, whilst continued sustainable uses can be found for these.
- There is a strong desire to protect and enhance the natural environments and publicly accessible green and open spaces.

- An appreciation for the rich and varied history of the area;
- An appreciation for the links to the sea and maritime history.
- A clear appreciation of the sense of the community spirit within the Headland and pride in the historic background of where we live!

Policy I: Character, Identity and Heritage

Development will be supported where it:

- Protects and restores existing historic buildings which are underused, vacant or awaiting refurbishment. Temporary uses will be supported where appropriate, in particular those that benefit the local community.
- Respects, enhances and is in harmony with the local character, and historic and natural assets of the surrounding area, and takes every opportunity, through design, detailing, scale of development and materials, to reinforce local distinctiveness and a strong sense of place.
- Enhances the overall pedestrian experience and minimises the impacts of traffic where possible through public works, de-cluttering (street furniture, signage), street tree planting and improved pedestrian crossings.
- Integrates harmoniously, considering access to existing shops, services, facilities, public open spaces and how it supports the social and civic functions of the wider community.
- Involves the improvement of buildings or spaces that detract from the character and identity of the area.

In order to gauge whether design that supports the character and identity of the Headland is at the heart of proposed new developments, applicants should include with their planning applications an assessment of how their scheme performs against the twelve criteria set out in Building for Life and design policies within this document.

4.2 The Local Economy, including Retail, Employment and Tourism

Justification and Evidence

Hartlepool Headland has seen significant changes over the past 50 years or so in terms of its level of economic activity. Drastic declines in industry following the Second World War, changes in working and shopping patterns and personal mobility have impacted severely on the local economy.

However, thanks to its history as a distinct place, the Headland benefits from a far greater proportion of shops, services and pubs than one would ordinarily expect to find in a location of c3600 residents where several large supermarkets and a larger urban centre are located within easy access by private or public transport.

The Neighbourhood Plan sets out to support the self-sufficiency of the Headland by enabling the sustainable growth of economic activity in the area, including business and enterprise, tourism-related development and improved shopping facilities for residents and visitors alike.

The aim is to increase levels of retail, commercial, social and tourism activity by developing the

Headland as a multi-functional community. This strategy takes account of the Headland's distinct assets in regards to economic development and responds in a way that proposes to enhance the quality of life for residents, recognising the importance of 'place'. The reasons for doing this are to:

1. Make the Headland a place in which residents can meet their daily needs in terms of shopping, employment, cultural and well-being activities.
2. Make the Headland a place attractive to visitors, to help support and enhance the local economy.
3. Provide a point of interest for the Headland in terms of economic and civic functions to foster the social interaction required to support its sense of community.

Feedback obtained through the consultation process suggested that the use of underutilised or empty buildings, shop units and open spaces for temporary purposes in connection with organised events or exhibitions, e.g. for Local Schools, Colleges & Universities, would help the area by bringing the spaces back into active use. This could help promote tourism, attract younger people, thus offering benefits to visitors and residents alike. This notion is therefore supported by the Plan provided that the temporary use would not be harmful to the wider visitor experience or have negative impacts on neighbouring residents or businesses.

The key issues from the emerging Neighbourhood Plan consultation include:

- Concern in regard to the number of empty and vacant shops and commercial units.
- An aspiration to support enterprise and small business activity.
- A desire to see the existing and underutilised historic buildings in the area brought back into active use.
- Acknowledgement that the existing shops help meet the daily needs of local residents.
- A desire to promote the heritage assets of the area for tourism-related development and activity.
- Consideration that approximately 50% of Headland households do not have access to a car or van, which presents issues in regard to access to shops and jobs.

Policy 2: The Headland

Development within the Headland that is in harmony with the character and enhances the viability and vitality of the area will be supported. Appropriate and well-located community, cultural, local retail/food and drink and small-scale employment/commercial development will be supported provided that:

- The development responds to, and is in harmony with its local context, and would reinforce the distinct character and identity of the Headland;
- The development does not have significant harmful impacts on visitors and visitor attractions and facilities;
- The development does not have significant harmful impacts on the natural and historic environment of the area or the built environment, e.g. St Hilda's.
- Proposals would not adversely impact upon road and pedestrian safety.



Figure 5:

Policy 3: Retail

The provision of any new or additional retail floor-space in the Headland will be supported provided that it complements local provision and enhances the town’s shopping offer. Additional provision will be supported if it provides the opportunity for residents to help meet their ‘daily needs’, is compatible with the size and scale of the immediate area, and does not have unacceptable traffic impacts.

Policy 4: Enterprise and Employment

Proposals for development of small-scale social enterprises and other businesses will be supported where they:

- Contribute to the character and identity of the local area;
- Involve the conversion of existing buildings and the small-scale expansion of existing employment premises;
- Do not impact adversely on road and pedestrian safety; and
- Do not compromise residential amenity.

Policy 5: Tourism

Proposals for new/improved tourism related facilities will be supported where they:

- Contribute to the character and identity of the area;
- Do not compromise road and pedestrian safety;
- Would not have a significant harmful impact on residential amenity; and

- Would not have a significant harmful impact on the surrounding local environment.

Policy 6: Temporary Use

The temporary use of buildings, empty/underutilised shop units and open spaces for organised events, exhibitions, etc. will be supported provided that the temporary use would not have significant harmful impacts on the wider visitor experience or on the amenities of neighbouring residents.

Policy 7: Change of Use

The change of use of business premises from A1,(shops) A2(professional services), A3(restaurant), A4(public house), and A5(hot food takeaway) uses will not be permitted unless it can be demonstrated that the on-going use of the premises for these purposes is no longer viable.

4.3 Traffic Management and Parking

Justification and Evidence

In general terms the Hartlepool Headland has a very good network of connected streets, with a rich mix of uses and facilities and a good bus service to the town centre. The Neighbourhood Plan strategy looks to address several issues including how to retain and improve its assets, to create better walking and cycling links, as well as to manage car parking.

One of the main structuring principles for making sustainable places is the use of the walkable neighbourhood whereby local shops and facilities are located at the centre of an approximate 5 minute walk (400m) along with a good network of connected streets. The scale of the Headland and the positioning of the main shops and square illustrate the walkable neighbourhood concept well, with a good level of people walking (and travelling) on the streets. Thus, the aim is to promote these sustainable movement modes and to help minimise any decline in the mixed-use offer.

In regards to car parking, there are three types – on-street, public car parks and private areas of parking provided for commercial premises or housing. The Plan seeks to maintain, or improve, the overall parking capacity in the Headland to cope with issues presented through the consultation and engagement process and meet demand. The Plan anticipates that overall parking capacity might be provided in more efficient and better managed ways, and that new development may offer opportunities to do this.

The Plan also recognises a long-term community aspiration, of the potential to connect the Hartlepool Headland with a footbridge over to the port land and back to the Marina and town centre should be considered as this would reduce significantly the walk and cycle time to the Headland, would aid tourism and make more of the assets that includes the Marina which is very difficult to walk to. There are of course issues with the operation of the port activities and the cost of such a bridge (that would probably need to be able to open if industrial activities were still underway).

The key issues from the emerging Neighbourhood Plan consultation include

- Traffic congestion, especially in the Northgate area;
- Conflicts between long-term and short-term car parking in the Northgate area;
- Strong views in favour of instigating a one-way system to improve traffic flows;
- Pedestrian friendly zones on the Headland;
- Develop better pedestrian links to the town centre / Marina areas;
- Reinstate bus service to West View area;
- 50% of Headland households do not have access to private transport.

Already addressed - Speed of traffic - 20 mph instigated

A one way traffic system for the Hartlepool Headland?

Throughout the neighbourhood plan consultation process there have been repeated suggestions in favour of a one-way traffic system for the Headland as a way to help alleviate congestion that occurs from time to time in the Northgate shops area. At The Prince’s Foundation workshop this proposal was drawn up and assessed with representatives from the community, the Fire Service, the Police and HBC Highways. The proposed one-way loop would be around 2 kilometres in length. Reference is made to The Prince’s Foundation’s report for the full assessment but the relative advantages and disadvantages of introducing such a system are summarised below:

Advantages

- A one way traffic system could free up space at Northgate shops and reduce congestion at some times.

Disadvantages

- Higher traffic speeds are likely with one -way working;
- More vehicle miles and pollution will be generated;
- New HGV access issues could be generated (particularly on the tight right hand turn from Durham Street into Middlegate);
- Reduced movement options;
- Cross streets and other streets such as Marine Drive, Moor Parade and Friar Street may get busier as people try to avoid driving all the way round the one way system;
- Additional pedestrian crossings may be required;
- Signage is required for a one-way system (additional street clutter and expense);
- The Emergency Services are not in favour as it will increase their response times to some locations; and
- Council Highways are not in favour for the reasons outlined above.

Policy 8: Transport and Traffic Management

The Headland Parish Council will work together with Hartlepool Borough Council, public transport providers, local schools, shopkeepers and developers to develop a long-term sustainable strategy for improvements to the roads network, and the management of traffic and parking within the Headland. This strategy will include:

- An overall emphasis on walkability, with a recognition that walking is the most sustainable form of transport;
- Full recognition of the principles and methodologies contained in the Manual for Streets and Manual for Streets 2;
- Encouraging better access to, and increased use of, public transport;
- Working with HBC and relevant stakeholders to manage, and/or improve, parking near the Northgate shops;
- Working with HBC and relevant stakeholder groups to explore the potential to improve parking provision in other areas of the Headland in order to respond to, and meet, visitor requirements;
- Improving links within the Headland for walking, cycling and bus provision;
- Exploring the potential for a pedestrian link to the town centre/Marina;
- Promoting the principle of traffic calming through shared surfaces, or ‘home zones’ within existing or new development;
- Promoting the temporary use of streets as social spaces, e.g. play streets; and
- Ensuring safe routes to schools.

4.4 Housing

Justification and Evidence

Nationally, the NPPF provides the strategic planning guidance in regards to housing development. Locally, the Hartlepool Local Plan 2006 (Saved Policies) and the emerging Local Plan set the agenda in regards to housing in the Hartlepool Headland and wider council area. The Neighbourhood Plan does not seek to allocate additional sites for housing development in the Headland as the level of housing which is already consented (Britmag sites, Manor Friarage) or proposed is expected to meet the area's identified needs within the time frame of the Neighbourhood Plan. Given the geographical attributes of the Headland, it is likely further development will be constrained by such. Also, given the location of the Britmag sites, they are unlikely to support existing Headland facilities and services.

Therefore, in order to adhere to maintain consistency with the overall Vision, Objectives and Strategy of the Neighbourhood Plan, it is proposed that appropriately scaled housing that supports the character of the Headland and an overall emphasis on walkability will be promoted, especially as there are numerous small sites and underutilised buildings that could accommodate residential uses. Additional residential development in, or near, the Headland would support existing shops and services and aid the potential viability of new ones.

The key issues from the emerging Neighbourhood Plan consultation include:

- Concerns have been raised about the need for 1 and 2-bed properties for both the private sector and affordable housing, and both younger and older people;
- Concern around housing opportunities for younger generations and the fact that many young families leave the Hartlepool Headland and do not return;
- Would like more affordable housing, including traditional urban design features, e.g. terraces, square etc. like some of the older buildings and areas; and
- Would like some new bungalows (in appropriate locations).

Policy 9: Housing – Infill and Windfall Sites

Proposals to develop small windfall sites for affordable homes or good quality private residential development will be supported where they:

- Have a scale and form which is in harmony with its surroundings;
- Would achieve design standards of sustainable design, including the opportunity to adhere to time-tested patterns of development, which exist on the Headland particularly the conservation area
- Would involve the adaptive reuse or conversion of existing buildings, including within mixed-use schemes;
- Adhere to design principles contained in Policy 10; and
- Would be accompanied by appropriate provision for parking, access and storage of waste.

4.5 Design

Justification and Evidence

The National Planning Policy Framework attaches great importance on the imperative to achieve good quality design. Similarly, the community, through consultation and engagement to date, have expressed aspirations for high standards of design that respect and enhance the environment. There is also increasing recognition that the quality of the built environment not only influences the way we live but has impacts on mental and physical health as well.

Therefore the aim of the Neighbourhood Plan is to support high quality design in regards to all types of

development. For the Headland, this will mean promoting design that is in harmony with its surroundings, reflecting local character and identity in both layout and built form. By doing so, not only will new development support the proud identity of the Headland, but also encourage walkability and healthy living aspirations.

Opportunities to develop specific design guidance, as supplementary to the Neighbourhood Plan should also be considered. The principles of this Design Guide have been established and are outlined in The Prince's Foundation's Community Planning Workshop Report.

The key issues from the emerging Neighbourhood Plan consultation include:

- New buildings on Headland should be sympathetic to the area;
- A desire to see traditional patterns of development incorporated within new development, e.g. terraces, squares etc. like the best of the older buildings/areas;
- Significant concern in regard to the physical appearance, and the environment, of the Northgate area requires improving; and
- Concerns in regards to the design of recent development, e.g. the Sports Hall, being incongruous with existing buildings/areas.

Policy 10: High Quality Design

All new development with the Headland must demonstrate high quality design. This means responding to, integrating with, and being in harmony with local surroundings, in terms of both built and natural environments. In the Headland, high quality design means:

- Respecting, enhancing and being in harmony with the scale and character of existing and surrounding buildings;
- Respecting and being in harmony with established building set-backs and boundary treatments, taking every opportunity to provide frontages onto streets and public spaces;
- Designing to appropriate densities, with building typologies that match the nature of the street;
- Ensuring proposals relate to established plot widths within streets where development is proposed, particularly where they establish a rhythm to the architecture of the street and maintain an appropriate grain of development;
- Using a palette of materials that complements and is in harmony with its local surroundings and the existing palette of materials;
- Street design in new development based on an interconnected network of a variety of routes (primary, secondary and tertiary) appropriate to their position within the Headland and integrate within it;
- Open spaces that are easily accessible and have clearly defined uses and management regimes;
- Providing sufficient external amenity space, refuse and recycling storage and car and cycle parking; and
- Submitting a design and access statement outlining the proposal against the above, and any subsequent adopted Design Guidance, for any development within the Headland and for any residential or mixed-use development of more than three dwellings in the Headland.

Planning permission will not be granted for development of poor design that fails to take opportunities available for improving and enhancing local character, and the way it functions in terms of sustainable development and walkability.

Policy 11: Retail and Commercial Frontages

New or renovated shop frontages should be of a high quality design and improve the character and identity of the local environment. The design of frontages should complement, and be in harmony with, the architectural design of the rest of the building. Signs for shop fronts should be well-designed and at a suitable scale with the rest of the building. Also, any illuminated sign should be appropriately and discreetly lit.

4.6 Community Well-being

Justification and Evidence

In the Headland there is an evident sense of community. Much of this can be attributed to by its array of education, health, social, leisure, cultural and religious facilities and institutions. The pubs, sports clubs, churches, schools, promenade, Borough Hall, etc., all act as focal points for the community activities, through formal arrangements/scheduling but also providing opportunities for impromptu social encounters. Thus the contributions they make to the character and community well-being of the Headland cannot be underestimated.

Open and green spaces, such as the Town Moor, Promenade and Town Square, are also extremely valuable community resources, contributing significantly to the identity and quality of life of the Headland. They provide venues for leisure and recreation but also contribute economically through events such as the Headland Carnival and have the potential to add even more through new events or activities.

The National Planning Policy Framework clearly recognises the importance of such facilities and the contribution they make to healthy, inclusive communities. Therefore it is essential that the area retains and provides the services and facilities to ensure the future sustainability and community well-being of the Headland. All opportunities to receive funding through various planning and development related mechanisms (New Homes Bonus, S106, Community Infrastructure Levy, etc.) should be used to improve community assets.

The aim of the Neighbourhood Plan is to protect the existing community facilities and services considered important for healthy, inclusive community and support the development of new ones that provide benefits to local people and visitors by encouraging:

- New facilities for families, the elderly and young people;
- Developments or uses associated with improving the visitor experience; and
- The protection of existing community buildings, services, and open and green spaces.

The key issues from the emerging Neighbourhood Plan consultation include:

- There is a strong community spirit;
- The Borough Hall is a much valued community resource;
- The Town Moor is a much valued open space, though recognise it has the potential to accommodate more activities, especially to promote tourism, though no permanent development;
- Young people like to congregate in areas such as Durham Street, the Town Wall and Pier, though they are not considered a nuisance and receive little or no complaints;
- Support for the improvement of the Playing Fields – would like to see better facilities for sports, changing facilities etc.;
- The pubs are seen as valued community resources;
- There are numerous good walks in the area;
- The Headland Future Youth Club – the club is very popular in the area and well attended by the older young people as well as the younger group;
- The environmental quality of the Headland is considered generally good though concerns expressed in regards to litter, the area near Bond Street and generally unwelcoming atmosphere at the Harbour; and dog fouling
- The fencing along the Northgate is a considerable eyesore.

Policy 12: Improving Existing Services and Facilities and the Provision of New Services and Facilities

Proposals for new and/or improved community facilities will be supported provided they would not have significant harmful impacts on the amenities of residents and other neighbouring uses and meet design criteria set out in Policy 10.

Policy 13: Loss of Services and Facilities

Proposals that would result in the loss of services and facilities that engender community well-being will not be supported unless:

- They are to be replaced with services and facilities of an equal or higher quality and value to the community on the same site or another site within the Headland; and
- Where the services and facilities can be demonstrated to be no longer needed or viable, any proposed alternative use would overall provide equal or greater benefits to the local economy and community, including through contributions to development on other sites.

The following plans, documents and strategies support the Policies

- National Planning Policy Framework
- Hartlepool Local Plan 2006 (Saved Policies)
- Hartlepool Local Plan - Issues and Options Consultation Document - May 2014
- Headland Conservation Area Character Appraisal
- Hartlepool Green Infrastructure Supplementary Planning Document (SPD)
- Building for Life 12
- Hartlepool Headland: Community Planning Workshop Report
- Planning Obligations SPD
- Hartlepool Shopfront Design Guide
- Residential Design and Sustainability SPD
- Manual for Streets
- Manual for Streets 2
- Hartlepool Green Infrastructure Supplementary Planning Document (SPD)
- Hartlepool Highways Design Guide
- Heritage at Risk in Hartlepool 2012
- Shop Fronts and Commercial Frontages Design Guide SPD 2014
- Locally Listed Buildings in Hartlepool
- Hartlepool Vision Document
- Rural community profile for Headland Parish - Action with Communities in Rural England Rural evidence project (2013)

Appendix 1: Projects

Through the neighbourhood plan preparation process, including numerous engagement and consultation events, a number of ideas for potential projects have been identified. Whilst the delivery of projects is beyond the remit of the Neighbourhood Plan, the majority of the evidence gathered to date relates to potential projects, rather than planning policies. It might be that they could be consulted on further, whereby people could ‘vote’ for their preferred projects. They could form a significant part of a ‘Community Action Plan’, which could be developed with HBC support.

Potential Projects:

- More seating on the Town Moor.
- Improve rear of Bond Street – messy and prone to littering and fly tipping.
- Children’s play area- this area is liked and enjoyed by the children however parents would like to see new play equipment on the site.
- Instigate regular litter clean-up initiative for the beach, sand dunes, town moor, promenade and cemetery and education about littering. Instigate a campaign to raise awareness of dog fouling.
- Develop a public realm strategy that encompasses components such as surface treatments, street furniture, signage, etc. that reflects the heritage of the area.
- Instigate a team to identify and deliver quick win projects that either change perceptions of places or improve the environment, and which can be delivered with little funding, e.g. engaging students to paint the fence, or temporary occupation of shop units for activities, events, etc.
- Develop an ‘App’ in regards to heritage interpretation with help from other organisations.
- Improve the landscaping and 'look' of the area by planting more flowers and trees etc. and encourage local ownership.
- Work with bus operators to change bus services routes.
- Prepare a wish list of aspirations including a feasibility study to determine the viability of a linking bridge between the Headland, the Marina and the town centre.

Appendix 2: Evidence Base

Appendix 3: Glossary of Terms

Affordable Housing

Affordable housing is not available on the open market. It is available as social rented, affordable rented or as shared ownership housing, and is managed by a Registered Social Landlord, who may be the local authority.

Development Plan

A Development Plan is the legal term used to describe the set of planning policy documents which are used to determine planning applications within a particular area. The Headland Hartlepool Neighbourhood Plan will form part of the development for Hartlepool Borough Council, together with the saved Local Plan policies.

Infrastructure

Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

Listed Building

A building of special architectural or historic interest. Listed buildings are graded I, II* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures.

Local Authority

An umbrella term for the administrative body that governs local services such as education, housing and social services.

Local Development Scheme

This sets out the documents that will make up the Local Plan, their subject matter, the area they will cover, and the timetable for their preparation and revision. Local planning authorities must prepare and maintain the Local Development Scheme, and publish up-to-date information on their progress.

Local Plan

Local Plan the name given to the high level strategic planning policy document for Hartlepool Borough Council, adopted in 2006. It sets out a vision, objectives and detailed delivery policies for the Borough. The Hartlepool Headland Neighbourhood Plan must be in conformity with the Local Plan and the latest Government advice. The Local Plan identifies where future development should take place to meet local needs for homes, businesses, shops and other services, as well as the infrastructure to support them. It also decides which areas should be protected from development because they are important to local people or have environmental or heritage qualities and should be conserved.

Local Planning Authority

The local government body responsible for formulating policies, controlling development and deciding on planning applications. This could be a district council, unitary authority, metropolitan council or a National Park Authority.

Localism Act 2011

A major piece of new legislation which includes wide ranging changes to local government, housing and planning. Included in this new Act is the introduction of Neighbourhood Development Plans.

Material consideration

A factor that will be taken into account when reaching a decision on a planning application or appeal. Under section 38 of the Planning and Compulsory Purchase Act 2004, decisions on planning applications ‘must be made in accordance with the development plan unless other material considerations indicate otherwise’. The courts ultimately decide on what constitutes a material consideration. However, a case law gives local planning authorities a great deal of leeway to decide what considerations are relevant, and how much weigh they should be given, each time they decide on a planning application. In practice, government planning policy is often the most important material consideration, other than the development plan. Government policy may override the development plan if it has been consulted on and published more recently.

National Planning Policy

National planning policies that local planning authorities should take into account when drawing up Development Plans and other documents, and making decisions on planning applications. In the past these policies have been included in Planning Policy Guidance notes (PPGs) and Planning Policy Statements (PPSs). The Government has recently replaced existing guidance with a new National Planning Policy Framework.

Neighbourhood Development Plan

Neighbourhood Plans, or Neighbourhood Development Plans, were introduced by the Localism Act 2011. The term may also be used by some to refer to the Neighbourhood Development Orders, which were also introduced by the Localism Act 2011 and are a second tool to enable neighbourhood planning. Communities will be able to prepare neighbourhood planning documents, outlining how they would like to see their area developing in the future. Details of how neighbourhood planning will work in practice are still being ironed-out. Please go to www.planning.org.uk for the most up to date information.

Open Space

Space that is of public value, including public landscaped areas, playing fields, parks and play areas, and also including not just land, but also areas of water such as rivers, canals, lakes and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity or a haven for wildlife

Parish Council

Parish councils are the tier of governance closest to the community. Around 30% of England's population is governed by a parish council, predominantly in rural areas. Parish councils are elected bodies and have powers to raise taxes. Their responsibilities vary, but can include provision of parks and allotments, maintenance of village halls, litter control and maintenance of local landmarks.

Planning Permission

Formal approval which needs to be obtained from a local planning authority to allow a proposed development to proceed. Permission may be applied for in principle through outline planning applications, or in detail through full planning applications.

Public Open Space

Urban space, designated by a council, where public access may or may not be formally established, but which fulfils or can fulfil a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).

Section 106 Agreement

A legal agreement under section 106 of the 1990 Town & Country Planning Act. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.