



Hartlepool Local Planning Framework Emerging Local Plan

Matter 4

Jobs Growth, Employment Policies and Employment Land Supply



September 2017



Issue 1 – Does the Plan set out a positively prepared strategy for the delivery of economic development and jobs?

Q1. Is the Plan sufficiently clear on the jobs growth target and the number of net additional jobs sought over the plan period?

The jobs growth target for the Plan period is 4,350 additional jobs, this is based on the Tees Valley Strategic Economic Plan (SEP) and is a net addition of 290 jobs per annum in Hartlepool. This figure is mentioned at 11.4 of the emerging Local Plan and is the employment base used in the Housing and Employment Growth Evidence Base 2017 (EX/HBC/24). For clarity minor modification has been proposed to section 11.4 of the Publication Local Plan.

Q2. Applying the Strategic Economic Plan for Tees Valley (the SEP) results in an annual jobs growth in the Borough of 290 jobs over a ten year period. This is extrapolated over the lifetime of the Plan. Is that a reasonable assumption? Are SEP interventions likely to continue? What has been the trend in net job creation pre-SEP?

Yes, the interventions of SEP are likely to continue, it is seen as the key driver of unlocking economic potential of the Tees Valley. The Tees Valley achieved Combined Authority devolution status in October 2015, this deal is worth £450million over the next 30 years. The SEP is central to achieving the objectives of the Tees Valley Combined Authority. The 2016 – 2026 SEP is the second publication of the plan, this version is in line with the previous version, setting a Tees Valley jobs growth target of 25,000. As this figure has not changed when the SEP has been reviewed it is reasonable to assume that this figure could be projected forward. The jobs targets detailed in the SEP breaks the jobs growth aspirations into the following sectors:

HARTLEPOOL SEP JOBS TARGET		
Definition	New jobs	Replacement jobs
Low Carbon	500	500
Advanced manufacturing	300	700
Other manufacturing	-1,200	900
Construction	400	800
Professional & Business Services	600	1,500
Logistics	100	200
Digital/Creative	300	100
Higher Education	0	n/a
Health & Social Care	1,400	1,600
Other services	500	6,100
Total	2,900	12,400

In terms of the pre SEP trends in jobs creation in Hartlepool, the sectors which experienced growth between 2006 to 2016 were:

- Process, chemicals and energy
- Digital and Creative
- Culture and Leisure

Over the same period job losses were experienced in the following sectors:

- Advanced Manufacturing
- Logistics

Matter 4 –Jobs Growth, Employment Policies and Employment Land Supply - Tuesday 3rd October 2017

- Health and Biologics
- Business and Professional Services.

It should be noted that this period covers the global economic crisis of 2008, which had an impact on Hartlepool. The assumed growth areas for Hartlepool from the SEP are as detailed in the table above.

Q3. Has the employment forecasting assumed health-related jobs associated with the hospital proposal at Wynyard Park?

When the Tees Valley SEP was being developed discussions took place between the Tees Valley local authorities and Tees Valley Unlimited (TVU - now the Combined Authority). A piece of work was undertaken in November 2014 by TVU in association with the local authorities which looked at new and replacement jobs across a range of sectors. The piece of work assumed within the Health and Social Care sector under the SEP scenario there would be 1,400 new jobs and 1,600 replacements; the potential for a Wynyard Hospital had been a consideration in that figure, however, at that point in time the concept of Policy Inf3 (University Hospital of Hartlepool) and the creation of a health hub was not conceived. It is hoped that this will help to off-set some of the additional jobs which would have been created at a new hospital at Wynyard. It should also be considered that under a new hospital scenario the existing jobs at Hartlepool Hospital would have been lost. In addition Hartlepool has seen positive changes in other sectors since 2014 – for example, in the Higher Education sector, the assumption was that there would be no new jobs in Hartlepool, however since then the College of Art and Design has built a new college at the eastern end of Church Street, this has expanded their offer significantly within the higher education sector in Hartlepool resulting in new job creation which is expected to continue to deliver new jobs over the plan period.

Q4. Is there appropriate consistency between the Local Plan, the Employment Land Review, the SEP and the Council's regeneration strategy on the approach to key future job sectors and key employment sites in the Borough?

Table 2.1 in The Housing and Economic Growth Topic Paper (EX/HBC/24) illustrates that whilst the jobs forecasts within the ELR and the SEP differ from 100 jobs per year to 290 jobs per year respectively, the impact in terms of the annual dwelling requirement (see scenarios D2 and E2 which assume the adjustments to ONS 2014 based population projections) is only 20 dwellings per annum. So whilst the Local Plan takes a positive approach based on the SEP target of 290 new jobs per year, which is reflected in the ambition of the Council's Regeneration Strategy, the approach is not considered to be inappropriate or undeliverable.

Q5. Should Policy LS1 or a new policy set out the overall amount of employment land provision to be secured in the Plan taking into account the Employment Land Review findings?

The Council is confident that the individual policies within the Employment Section of the emerging Local Plan set out the employment land available and current level of capacity within each of the employment sites. It is not considered a new policy is needed.

Q6. How does the amount of employment land relate to overall jobs growth estimates and what is the relationship between overall housing and employment land provision? (NPPF para. 160)

It is considered that the employment sites allocated within the Local Plan will enable the sector growth highlighted in the table in question 2 above. For example there are aspirations to grow the renewable and low carbon sector at Hartlepool Port and recent contracts have been secured at JDR cables on the port linked to the advanced manufacturing sector for the creation of underwater cables. The jobs in the

Matter 4 –Jobs Growth, Employment Policies and Employment Land Supply - Tuesday 3rd October 2017

professional and business services sector are likely to be achieved on a combination of sites from town centre locations out to the prestige employment site at Wynyard.

In terms of the relationship between employment land and new housing, there are areas such as Wynyard where employment provision is needed in close proximity to the housing to ensure the creation of a sustainable community. Other areas of employment are, on the whole, existing sites with the policy setting the acceptable uses for those areas and highlighting the amount of available land. All of the employment land within the urban area is well served by public transport, walking and cycling routes and by road.

Q7. In facilitating job creation, how would the Plan complement and assist in delivering the framework for investment in jobs and key sites set out in the Hartlepool Vision (HLP03/1) and the detailed Regeneration Masterplan (HLP07/3)?

The two documents are intended to guide and direct physical regeneration priorities within Hartlepool.

The Hartlepool Vision document represents the regeneration ambition for the town and identifies the eight key priority locations for the future development of Hartlepool. Headline figures for job creation are detailed in the Regeneration Masterplan (HLP07/3). These jobs relate to both direct jobs and construction jobs created by developments identified in the Masterplan. The projects within the Masterplan are focussed around the town centre, Waterfront, Innovation and Skills Quarter (Church Square / Street area) and Trincomalee Wharf. More detailed jobs figures will be identified through individual capital projects.

To date the only project which is at a stage which has detailed job creation targets is The Innovation and Skills Quarter with 129 new jobs and 5 construction jobs relating to the development of a new workspace for the creative industries sector and public realm and connectivity improvements within the area. This is in the addition to the development of a new campus for Cleveland College of Art and Design. Further details will emerge as projects develop. The development of the Regeneration Masterplan is supported by the plan as a whole but specifically Policies RC2 (The Town Centre), RC3 (Innovation and Skills Quarter), RC12 (The Marina Retail and Leisure Park), RC14 (Trincomalee Wharf Retail and Leisure Park) and LT2 (Tourism Development in the Marina).

Q8. Are the employment sites realistically deliverable, particularly long-standing undeveloped parcels on general employment sites under EMP3? What is the evidence that they are needed? Has the Plan retained any employment sites with little or no reasonable prospect of being used for that purpose? Explain how the future provision of employment land will be delivered effectively within the plan period, including existing commitments and proposed allocations.

The designated sites for employment as well as relying on general trends in property development to meet local demand, are also reliant on large scale investment in strategic projects in the town. Employment projects such as the offshore wind farms in the North Sea when developed will enable big wind turbine assembly operations on the Port but also smaller second and third tier operations on estates such as Oakesway. Likewise the decommissioning of the Nuclear Power Station and the anticipated new build will provide very specialist opportunities for new businesses to the Town. At present there is significant levels of work in the decommissioning of the oil and gas platforms at Able Seaton Port which requires specialist skills and companies with work in this sector likely to continue over the next 25 years as more rigs come to the end of their life.

Q9. Is there an indication at this stage as to the status of the 3 Enterprise Zones in the Borough post March 2018?

Representations are being made by the Tees Valley Combined Authority to the Government to extend the lifetime of the Tees Valley Enterprise Zone which includes the three Enterprise Zones within Hartlepool, the outcome of this is not known at this stage.

Q10. Is the Employment Land Review assessment of Oakesway (page 124), Sovereign Park (p125), Park View West (p124) and Wynyard Park (p126) reasonable? Have those promoting alternative options carried out alternative assessments against similar or different criteria to those presented in the ELR? Is the Employment Land Review qualitative assessment of these sites (within Table 49, pages 131-145) justified and up-to-date?

Yes, it is considered that the Employment Land Review assessment of Oakesway (page 124), Sovereign Park (p125), Park View West (p124) and Wynyard Park (p126) reasonable. The ELR was undertaken on behalf of the Council by external consultants based on national planning policy and guidance. The assessment of the sites was based on the following factors:

- Market Attractiveness
- Sustainable Development
- Strategic Planning

Oakesway – An alternative proposal has been made by the HCA (LP0086 PUB0068) for the site they own on Oakesway Industrial Estate, this is site 14 within the ELR (HLP07/9). Although the largest, this is one of 5 sites within the ELR on Oakesway Industrial Estate. The submission from the HCA does provide a site assessment to determine site suitability; however the methodology used to enable comparison to that of the ELR is not clearly stated. The Oakesway Industrial Estate currently supports 700 jobs employed by 10 businesses across the wider site; these include 3 new businesses which have established in previously vacant buildings over the last 12 months. It remains the opinion of the Council, that development of housing, even on parts of the Oakesway site will restrict the ability of existing businesses to expand or change the nature of their operations.

Sovereign Park – The submission (LP0260 PUB 123) provides a back ground the market attractiveness of the site, however a clear site assessment methodology is not set out within the assessment. The Council remains of the opinion that this site should be retained as an employment site in line with the findings of the ELR.

Flood risk was identified as an issue for this site, following the completion of the SFRA Level 2 (EX/HBC/28 – EX/HBC/56) the current position of the Council is; 24.9% of the site is within FZ3a. The proposed employment allocation is 'less vulnerable' according to Table 3: Flood risk vulnerability and flood zone 'compatibility' in the National Planning Practice Guidance. It is considered that flood risk can be mitigated and managed through site layout and design to reduce it to an acceptable level. The site has been promoted for housing development but housing is a more vulnerable use.

The designation 'less vulnerable' has been confirmed by the Council's Planning Policy and Economic Regeneration teams. Policy EMP3 is a general industrial policy. It does not permit specialist uses such as the manufacture or storage of hazardous substances. The area of the site that is in FZ3a is confined to the southern fringe of the site. Hansteen own Land available for the future expansion of Sovereign Park and have promoted this land through the Local Plan process as a housing development opportunity. The Council does not support housing development on the site as it would be contrary to the sequential approach to development.

The Council considers that the potential environmental impacts of delivering the Council's employment land requirements are minimised by carrying existing employment allocations forward. In addition, no alternative

Matter 4 –Jobs Growth, Employment Policies and Employment Land Supply - Tuesday 3rd October 2017

available and deliverable sites to those that are proposed for allocation have been identified. Therefore there are no sites available that are sequentially preferable. It is considered that the site has passed the Sequential Test.

Park View West – No alternative assessments have been undertaken by representations in relation to this site.

Wynyard Park – No alternative assessments have been undertaken by representations in relation to this site.

The qualitative assessment within the ELR is generally considered by up to date, as there is no evidence which supersedes this.

- Q11. The ELR was published at the end of 2014 and describes demand at the EZ as being at an early stage. In the intervening period to now, has demand increased and what does this indicate for these sites when EZ status expires in March 2018?**

There have been a total of 14 business project approved under the EZ status. There has also been a £3 million investment by the HCA that has delivered 21 new business units that are almost 50% occupied. This suggests a demand for such sites which it is anticipated in these areas notwithstanding the future status of the EZ which is covered in Q9.

- Q12. Is the proposal for ‘bad neighbour’ uses at the Graythorp Industrial Estate justified? Is there an effective policy framework in the Plan to manage development at this location in the wider public interest of protecting amenities?**

The Council believes that the proposal for ‘bad neighbour’ uses at the Graythorp Industrial Estate under Policy EMP3 (General Employment Land) is justified. There is currently a concentration of recycling based businesses within this area. The site is sufficiently removed from residential dwellings and is segregated from neighbouring uses and the local wildlife site by the railway line. Policy EMP3 sets a detailed criteria for the consideration of ‘bad neighbour uses’ within this area.

- Q13. Is there evidence that the underground storage proposal at Policy EMP6 is deliverable and could be implemented without harm to the water environment, the Teesmouth and Cleveland Coast SPA/Ramsar and the proposed SPA extension?**

The underground storage proposal at Policy EMP6 has been identified by the Council as a development opportunity. The Council acknowledges that that there would be deliverability challenges in relation to the site, principally in the context of flood risk and has proposed a modification to Policy EMP6 which acknowledges this issue. It is proposed to modify the policy as follows:

- a. Proposals for the storage of toxic substances will not be allowed.
- b. Development of essential infrastructure must avoid areas of high hazard unless supported by a Flood Risk Assessment that demonstrates that flood risk can be effectively managed throughout the lifetime of the development’.

It is important to note that this is a highly specialist type of allocation and there are no alternative sites available. Regarding the impact on the Teesmouth and Cleveland Coast SPA/Ramsar and the proposed SPA extension, any planning application would need to be supported by the relevant evidence demonstrating how any impacts would be mitigated.