

# CABINET AGENDA



**Monday 1 August 2011**

**at 9.15 a.m.**

**in Committee Room B,  
Civic Centre, Hartlepool.**

MEMBERS: CABINET:

The Mayor, Stuart Drummond

Councillors Brash, Hall, Hargreaves, Hill, Jackson, Payne and H Thompson.

**1. APOLOGIES FOR ABSENCE**

**2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**

**3. MINUTES**

To receive the Record of Decision in respect of the meeting held on 18 July 2011  
(previously circulated)

**4. BUDGET AND POLICY FRAMEWORK**

No items.

**5. KEY DECISIONS**

- 5.1 Housing market Renewal Transition Fund – *Director of Regeneration and Neighbourhoods*
- 5.2 Delivery of the Church Square Masterplan - *Director of Regeneration and Neighbourhoods*
- 5.3 Empty Homes Pilot Scheme – *Director of Regeneration and Neighbourhoods*

**6. OTHER ITEMS REQUIRING DECISION**

- 6.1 Bridging the Budget Strategy – Business Transformation Projects – *Assistant Chief Executive*
- 6.2 Planning Policy Update – *Director of Regeneration and Neighbourhoods*
- 6.3 Healthy Weight Strategy – *Director of Child and Adult Services*
- 6.4 Partnership with Darlington Borough Council for Joint Head of HR role – *Chief Executive*

**7. ITEMS FOR DISCUSSION/INFORMATION**

No items.

**8. REPORTS FROM OVERVIEW OF SCRUTINY FORUMS**

No items.

## **CABINET REPORT**

1<sup>st</sup> August 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** HOUSING MARKET RENEWAL TRANSITION FUND

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### **SUMMARY**

#### **1. PURPOSE OF REPORT**

The purpose of the report is to update Cabinet Members on the programme of funding available from Central Government through the Homes and Communities Agency

#### **2. SUMMARY OF CONTENTS**

The report presents an update on the current position within the Carr/Hopps Street Housing Regeneration area and proposals for an exit strategy in line with the Housing Market Renewal Transition funding announced by Central Government. The report provides an outline of the bid and requests specific approval for the match funding elements required.

#### **3. RELEVANCE TO CABINET**

This project has strategic relevance across a range of Portfolios, including areas of housing, neighbourhoods, regeneration and finance.

#### **4. TYPE OF DECISION**

Key. Tests (i) and (ii) apply. Ref No. RN63/11

#### **5. DECISION MAKING ROUTE**

Cabinet Meeting on the 1<sup>st</sup> August 2011.

**6. DECISION(S) REQUIRED**

- 1) Authorise, subject to confirmation from the Homes and Communities Agency of a successful bid to the transition fund the continuation of the Housing Market Renewal programme in the Carr/Hopps Street area.
- 2) Approve the proposal to match fund 50% of the capital costs of this scheme between £2,000,000 and £3,511,800 (the amount is dependant on the outcome of the bid and the level of private sector funding attained).
- 3) Receive a further report on financial modelling in respect of match funding.

**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** HOUSING MARKET RENEWAL TRANSITION FUND

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## **1. PURPOSE OF REPORT**

- 1.1 The report presents an update on the current position within the Carr/Hopps Street Housing Regeneration area and proposals for an exit strategy in line with the Housing Market Renewal transition funding announced by Central Government. The report provides an outline of the funding bid and requests specific approval for the match funding elements required for scheme delivery.

## **2. BACKGROUND**

- 2.1 Over recent years, Members have received a series of reports on progress in respect of the development and implementation of the HMR agenda, in Hartlepool. This approach has reflected national, regional and sub-regional policies and has sought to respond to specific Hartlepool priorities identified through comprehensive research and consultation. Scheme delivery has also taken account of levels and availability of public funding to support the delivery of the programme and the associated conditions attached to those funds. As a result Hartlepool has successfully secured the assembly of 3 key sites as part of the incremental programme of work, and their disposal for redevelopment. One of these sites (Trinity Square/Court) has now been fully redeveloped and the Headway and Belle Vue Schemes have development underway. A successful Compulsory Purchase Order has also been confirmed for the Raby Road Corridor scheme in May 2011. Hartlepool has delivered the schemes as part of the Tees Valley Housing Market Renewal Pathfinder.
- 2.2 The approach to Housing Market Renewal programme 2008 -12 previously agreed by Cabinet has been to focus on three sites within the core HMR areas of west central and north central Hartlepool the delivery of which it was considered to be achievable within the short to medium term. These sites are identified as the Raby Road Corridor/ Perth Street Area, Belle Vue and Carr/Hopps Streets. In selecting these sites Cabinet was aware that, although there were not sufficient resources available within the 4 year programme to fully deliver all three schemes, the HMR programme being a 15 year strategy to deal with obsolescence meant there were good prospects of further resources being made available in the period beyond March 2011 to allow these sites to be delivered.

- 2.3 Delivery of the Perth Street area and Belle Vue area is ongoing however a significant funding gap remains for the Carr/Hopps Street regeneration area. Subsequently the coalition Government has abolished the Housing Market Renewal Pathfinder programme as part of its comprehensive spending review. Significant pressure and lobbying has taken place since January 2011 and subsequently the Government has made available a HMR Transition fund to allow 5 of the most challenged Pathfinders to complete an exit programme for regeneration schemes. The Government has realised that in some areas an exit programme is required to allow residents trapped within part-completed schemes to be re-housed.

### **3. CURRENT POSITION**

- 3.1 Members previously agreed that purchases in this area could be made from owner occupiers where this could be achieved by agreement but due to funding availability acquisition from non-resident owners has not been pursued. So far of the total 207 residential properties within the site, 18 have been acquired and demolished, a further 71 have been acquired and a further 5 agreed sales have been made with owner occupiers. An additional 15 properties are in the ownership of partners Endeavour and Hartlepool Revival. There are 98 private sector properties to acquire within the boundary identified within appendix 1. The Council has received contact from a number of private landlords wishing to sell their properties to the Council.
- 3.2 All properties acquired by the Council have been stripped internally, disconnected and secured awaiting demolition and manifest severe dereliction. In addition to the empty properties held by the Council a large proportion of the privately owned properties are vacant which results in an overall vacancy level of 70% across the site. Landlords are unable to let their properties due to poor condition, desirability, better housing offers elsewhere in Hartlepool, high levels of anti-social behaviour and abandonment, remaining tenants living in the streets feel trapped and extremely vulnerable. The area continues to have the lowest house prices within Hartlepool; the continuation of a failed housing market is having a negative impact on surrounding areas, which is adjacent to the new build Trinity Square scheme.
- 3.3 This site together with the other sites is being actively managed by the Housing Hartlepool front line Regeneration Team, includes day to day management of properties and associated work with other agencies in a mini- neighbourhood management approach.

### **4. TRANSITION FUND**

- 4.1 The transition funding has two objectives:

1. Re-housing of households isolated in stalled schemes – targeted at the most vulnerable households in the worst streets; and
  2. Structured exit from HMR programme.
- 4.2 Following the outcome of the Comprehensive Spending Review and significant lobbying the five most challenged HMR areas were asked to submit details of outstanding commitments that could not be unwound with communities and residents. In January 2011 a bid of £70 million was submitted by the five most challenged areas, two areas were subsequently successful in the Regional Growth Fund application process and The Department for Communities and Local Government (DCLG) came back with the Transition funding programme based on a 50/50 grant/match funding approach with £30 million grant available.
- 4.3 DCLG/HCA transition funding is expected to be targeted on helping remaining residents to leave the worst streets or blocks, i.e. those where more than 50% of properties are empty, which have already been the subject of some HMR investment. It is intended to fund acquisition of homes/ relocation of individuals (with some funding for linked costs e.g. relocation expenses) and at the margins some site security or clearance costs. Local Authorities are encouraged to adopt innovative approaches so as to secure the maximum benefit in terms of numbers of residents re-housed.
- 4.4 As a result of the combined investment of the transition funding plus the local authorities match funding resources, it is anticipated that each block or site which receives investment will achieve a (temporary) sustainable end state to include one or more of the following:
- homes transferred to a body capable of refurbishing the block/street eg. An RSL;
  - permanent or temporary other beneficial uses including green assets such as open space;
  - secured off area (with security costs capable of being covered for the medium term);
  - site transferred to a developer or RSL with no expectation of additional / future gap funding.
- 4.5 Recognising that the majority of the funding will be used to purchase individual properties, the DCLG / HCA funding will be provided to Local Authorities as non-ring fenced grant to allow them to manage the timing and volume of individual transactions. This funding scheme is final. There will be no further Government funding and its purpose is to assist vulnerable people and areas to achieve a sustainable transition from the former HMR programme.

## **5. HARTLEPOOL TRANSITION FUNDING BID**

- 5.1 Hartlepool Borough Council has submitted a bid as part of the Tees Valley Pathfinder for the deadline of 7<sup>th</sup> July 2011. The Cabinet decision of 2008

resulted in the acquisition of properties from owner occupiers only. This option has been taken up by 95% of owner occupiers. Due to the nature of the site, property condition and empty property levels owned by non-residents, it is considered that there is no other alternative than to proceed with a full scheme. The costs of managing decline without the significant intervention proposed would be £100,000 a year with the additional liability of blight claims from any remaining owner occupiers. The Council will not be able to bring any of the properties within this area back into use due to financial viability. The remaining empty properties within the town are being tackled through the Empty Homes Strategy. Housing Market Renewal has dealt with a major part of the obsolescent stock in the town however there are still over 800 long term empty properties to be tackled. Announcements are expected on successful bids within August 2011. If successful the Council will be required to commit match funding to the scheme prior to the receipt of grant. The grant will be paid in the third quarter of 2011/12 in full and will be a flexible grant.

- 5.2 All blocks within the Carr/Hopps Street area meet and exceed the 50% vacancy level funding requirement with the Carr Street central block reaching 90% vacancy level. The exit strategy proposed within the bid provides a solution for this scheme to prevent any future dependence on Central Government funding. It combines grant funding with match funding from the Council with an innovative approach to joint working with partners Housing Hartlepool and Endeavour Housing Associations and a developer partner in the future, using this fund to match fund and unlock the potential of the site and securing maximum benefits in terms of numbers of residents rehoused. The mechanism for the delivery of the exit strategy is proposed to be delivered in two phases.
- 5.3 Phase 1 – acquisition by agreement of remaining privately owned properties on the Carr Street, Rodney Street, Richardson Street South and Hopps/Blake Street blocks. This will be delivered through the transitional/exit funding (£2m) and Councils match funding (£2m). The acquisition will be completed on a block by block basis prioritised by the number of empty properties within each block and the vulnerability of occupants. Demolition will be taken forward when a full block has been acquired.
- 5.4 Phase 2 – acquisition by agreement of remaining privately owned properties on the Jobson Street East and Hart Lane Blocks. This will be funded partly by the transitional/exit funding and match funding but also by a developer partner through land value of other Council owned assets. The acquisition and demolition of phase 1 unlocks the potential of the full site which will provide 2.06 hectares of development land. A developer partner will be procured to facilitate redevelopment and the acquisition of the final block.
- 5.5 In the bid it is proposed that the match funding could be achieved through a variety of sources.
- 5.6 Indicative timescale for property acquisition of phase 1 is likely to be approximately 2 years, with the acquisition of phase 2 taking an additional



year to complete. The transition funding does not restrict the acquisition period and is flexible to accommodate individual scheme timetables. It is the intention of the Council to acquire properties by agreement and relocate residents without legal enforcement, the funding from DCLG has no prescription in this regard. Once phase 1 is acquired and the 50/50 funding used soft market testing has suggested this will be a appropriate time to attract a developer partner into the partnership. Weekly street surgeries and individual visits will take place with local residents to inform them of the process.

## **6. RISK AND FINANCIAL IMPLICATIONS**

- 6.1 A further report on financial risks and implications together with a financial model will be sent to Members prior to the meeting.

## **7. RECOMMENDATIONS**

- 1) Authorise, subject to confirmation from the Homes and Communities Agency of a successful bid to the transition fund the continuation of the Housing Market Renewal programme in the Carr/Hopps Street area.
- 2) Approve the proposal to match fund 50% of the capital costs of this scheme between £2,000,000 and £3,511,800 (the amount is dependant on the outcome of the bid and the level of private sector funding attained).
- 3) Receive a further report on financial modelling in respect of match funding.

## **8. CONTACT OFFICER**

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**Subject: HOUSING MARKET RENEWAL TRANSITION FUND**

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**6. RISK AND FINANCIAL IMPLICATIONS**

- 6.1 The estimated cost of continuing the Housing Market Renewal Programme in the Carr/Hopps Street area is £5.5m. This estimate reflects current property valuations, the payment of relocation expenses and at the margins some site security or clearance costs. At this stage this is a prudent estimate, although the costs of the project will need to be kept under review as work progresses.
- 6.2 These costs will be phased over 4 financial years:-
- 2011/12 - £0.5m
  - 2012/13 - £1.5m
  - 2013/14 - £2.0m
  - 2014/15 - £1.5m
- 6.3 It is currently anticipated that the Council should receive some transition funding from the DCLG towards these overall costs. At this stage an initial estimate of the level of transition funding has been made. The actual allocation will depend on the value of bids received by DCLG and the basis they use for allocating the available national funding. This grant will not fund the full cost and the Council will need to provide funding of between £2m and £3.5m from its own resources.
- 6.4 For planning purpose it would be prudent to work on a Council contribution of £3.5m as current indications suggest the bids against the national transition fund of £30m will be 50% more than the Government is providing. As the Government had previously not intended to provide any transitional funding it is unlikely they will increase the size of the national pot and resources allocated to individual councils will be rationed.
- 6.5 The Council's existing revenue and capital budgets make no provision to match fund the continuation of the Housing Market Renewal Programme in the Carr/Hopps Street area. A detailed funding strategy will need to be developed and reported to Cabinet and Council for approval once the Government provide details of the transition funding to be provided to individual councils. This is a significant strategic and financial issue for the Council and will need to be considered as part of the overall budget process for 2012/13.
- 6.6 If the Council's estimated contribution of £3.5m needs to be funded from Prudential borrowing this would result in an additional budget

pressure from 2014/15 of £260,000 (based on estimated interest rates for 2014/15). There would also be an unbudgeted revenue pressure from using prudent borrowing in 2013/14 of up to £150,000 (this figure may be lower if interest rates increases are delayed further by the Bank of England).

- 6.7 It is currently hoped that the amount to be funded from Prudential borrowing can be reduced by allocating the capital receipt from the sale of land at Henry Smith towards this scheme, although this receipt is not expected to be achieved until 2014/15. It is also hoped that the revenue costs of using Prudential Borrowing can be offset by achieving phased Section 106 agreements and/or from the New Homes Bonus grant.
- 6.8 The section 106 agreements are unlikely to commence until 2013/14 and will provide an annual flow of funds of up to £250,000 for 8 years.
- 6.9 The proposal to allocate the New Homes Bonus for this scheme would mean these resources will not be available to support other measures, including reducing future year's budget deficits, or managing the risks that changes to the Local Government Finance system have a detrimental impact on Hartlepool.
- 6.10 In summary the Council faces a significant financial challenge managing the continuation of the Housing Market Renewal Programme in the Carr/Hopps Street area. At the same time the Council is also managing a revenue budget gap of £14.7m over the next few years. The opportunity to potentially secure some transition grant funding from the DCLG towards this project reduces the amount the Council will have to fund from its own resources. Once the value of this grant is known a strategy for funding the remaining expenditure for this scheme will need to be developed and reported to Cabinet and Council for approval.

## **CABINET**

1<sup>st</sup> August 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** DELIVERY OF THE CHURCH SQUARE  
MASTERPLAN

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### **SUMMARY**

#### **1. PURPOSE OF REPORT**

The purpose of the report is to update Cabinet on the progress of the Church Square Masterplan and to enable Cabinet to seek Council approval to vire funding for the delivery of the first phase of the scheme.

#### **2. SUMMARY OF CONTENTS**

The report outlines the background and context of the Church Square Masterplan and sets out details of a proposed first phase of works including funding, consultation and delivery arrangements.

A detailed report was considered by the Regeneration and Economic Development Portfolio Holder on the 22<sup>nd</sup> July 2011. This report details the same information for Cabinet's consideration.

The report seeks approval for the funding of the project from the Council's Unsupported Prudential Borrowing Programme and the Major Regeneration Projects revenue budget.

#### **3. RELEVANCE TO CABINET**

Cabinet is responsible for seeking approval of budget virements from Council.

#### **4. TYPE OF DECISION**

Key- Test (i) applies. Ref: RN64/11

**5. DECISION MAKING ROUTE**

Cabinet 1<sup>st</sup> August 2011 and Council 4<sup>th</sup> August 2011.

**6. DECISION(S) REQUIRED**

Cabinet is requested to:

- i) Note the report;
- ii) Approve the proposed funding arrangements as detailed in section 7 and seek Council approval to vire the uncommitted balance of the capital Major Regeneration Projects budget of £390,000 for this scheme.

**Report of:** Director of Regeneration and Planning

**Subject:** DELIVERY OF THE CHURCH SQUARE  
MASTERPLAN

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**1. PURPOSE OF REPORT**

- 1.1 The purpose of the report is to update Cabinet on the progress of the Church Square Masterplan and to enable Cabinet to seek Council approval to vire funding for the delivery of the first phase of the scheme.

**2. BACKGROUND**

- 2.1 Church Square is one of the most important public spaces within the town centre. The area is undergoing a transformational change, which is being driven by a number of strategic projects.
- 2.2 The largest of these schemes is the £51m+ redevelopment of Hartlepool College of Further Education. The design of the building and quality of the associated public space is setting a benchmark for future development within the area. The new building will help to enhance the image of the area, which includes Stockton Street, a key gateway route into the town centre.
- 2.3 Cleveland College of Art and Design is currently undertaking a comprehensive expansion of their Hartlepool campus involving the acquisition and conversion of the Municipal, Leadbitter and Archive Buildings, in addition to the re-modelling of their existing Church Square premises. The resulting impact is that Cleveland College of Art and Design is now the principal user of Church Square, with College buildings located both in and around the Square. The associated increase in student numbers, partly as a result of the relocation of the College's Higher Education course provision to Hartlepool, will result in a greater pedestrian usage of the Square.
- 2.4 A further project that highlights the increasing importance of Church Square is the recently completed, multi-million pound Hartlepool Transport Interchange, which provides a modern sustainable transport hub and an attractive starting point for visitors arriving into the town.
- 2.5 Church Square currently presents a poor quality image and an environment that is not in keeping with the nature and aspirations of its new surroundings. Its current form does not reflect the recent investment within the area or promote connectivity between the individual sites, which should be one of its key functions.

- 2.6 There are a number of issues that need to be resolved in order for Church Square to function effectively and to provide a campus environment for the educational uses that now dominate the Square. The main issue is the intensive vehicular use of the Square which has become increasingly incompatible with the increased number of students and the areas enhanced campus role.
- 2.7 The creation of the Transport Interchange has resulted in Church Square becoming an increasingly important node as visitors pass through here to reach the town centre. There is therefore a need and an opportunity to create a more positive impression upon arrival to the town, complementing and adding value to the Grade II listed Christ Church and Municipal Buildings.
- 2.8 Given the competitive nature of the higher education sector a high quality campus environment can be an additional selling point to prospective students. Cleveland College of Art and Design has expressed how important the improvements to Church Square are in helping them to attract additional students to the town, therefore improving their long term sustainability, in addition to providing a high quality environment for their existing students.

### 3. **WIDER ECONOMIC BENEFITS**

- 3.1 The creation of a strong educational hub which attracts students to the centre of Hartlepool is likely to attract additional student amenities such as coffee shops. These types of activity will help to address some of the vacant and derelict buildings within the area. In the longer term student accommodation could potentially be provided within the area.
- 3.2 The enhancement of the public realm is identified as a priority in the “Central Area Investment Framework”, the regeneration strategy for the central area of Hartlepool. The re-modelling of Church Square is a key component in the creation of an “Innovation and Skills Quarter”, a specialist town centre quarter that aims to attract private sector investment and support new and small businesses, particularly those within the creative industries sector. The Church Square project also complements Middleton Grange Shopping Centre’s investment proposals and the Council’s plans to create a specialist incubation centre for businesses within the creative industries sector on the Crown House site, linking to the activities of both College’s. The quality of the local environment has been identified as an important factor that will drive forward the regeneration of the area and help to attract further private sector investment.
- 3.3 The Church Square Masterplan therefore provides the opportunity to add value to and complement a number of large-scale investment projects in order to provide wider regeneration opportunities, helping to change the perception of this key part of the town.

#### 4. PROJECT DELIVERY

- 4.1 The Regeneration and Economic Development Portfolio Holder endorsed the preparation of a masterplan for Church Square at the Portfolio meeting on the 21<sup>st</sup> May 2010. The masterplan has been developed by the Council's Building Consultancy Team with the aim of creating an "open-campus environment" and a key focal point for the town centre.
- 4.2 The delivery of the masterplan has been divided into a number of phases to align with funding availability and deliverability. Each phase has been designed so that it can be delivered as a discrete project as and when resources allow. This report relates to the first phase of the scheme which involves structural design changes to create a core pedestrianised zone using high quality natural stone materials, re-aligning the road to provide access to Cleveland College of Art and Design's Municipal Buildings car park, expanding the grassed area outside of Christ Church and the provision of seating and tree planting. (See **Appendix 1** for plan). The first phase has been designed to be a stand-alone scheme that can be added to as and when funding becomes available. Subject to Portfolio Holder approval it is proposed to commence phase one of the works towards the end of the summer following a period of public consultation.
- 4.3 The timing of future phases of work will depend upon funding availability. Future phases (See **Appendix 1**, phase 1b) would include additional tree planting, improving pedestrian access across Tower Street to Church Street and the installation of feature railings around Christ Church, possibly involving students from Cleveland College of Art and Design in their design. Improved lighting and feature lighting would be provided which could potentially include the illumination of Christ Church and the Municipal Buildings to create a gateway feature in the evening and at night.
- 4.4 Further connectivity improvements would form future phases of work including upgrading the Stockton Street pedestrian crossing in order to promote permeability between Middleton Grange Shopping Centre, the Transport Interchange and the Marina. The Stockton Street underpass would also be closed, a proposal which is supported in principle by the owners of Middleton Grange Shopping Centre. Design work is currently ongoing to find an appropriate solution for the connectivity improvements across Stockton Street which would provide pedestrian access but minimise disruption to vehicular traffic flows.
- 4.5 Work to upgrade the point of arrival into the Town Centre along Stockton Street consisting of tree planting and the provision of gateway features would form part of later phases of the masterplan.



## 5. PUBLIC CONSULTATION

- 5.1 Portfolio Holder approval is sought to begin the public consultation exercise on the masterplan, seeking views on the first phase of work in particular. The consultation process will involve public “drop-in” sessions in the Christ Church Art Gallery where the plans will be on display, together further consultation with businesses and other users of Church Square. An initial consultation exercise has already taken place with businesses, the Art Gallery and College’s so that their comments could be included within the draft designs.
- 5.2 Businesses within Church Square were broadly supportive of the scheme recognising the benefits that it could bring. Some concerns were raised about the loss of parking within the square due to the further pedestrianisation of the area. These issues could potentially be addressed by providing a permit-holders only car park for shop workers on land to the rear of the Church Square shops. Additional disabled parking could be created within the existing car park to the rear of Cleveland College of Art and Design. The parking designations along Tower Street could also be explored during the public consultation exercise. A disabled bay will also be provided outside of the Art Gallery.

## 6. PUBLIC ART

- 6.1 The provision of public art within Church Square provides the opportunity to showcase local talent from Cleveland College of Art and Design. A number of sites have been identified for art work, including one which could accommodate a high profile gateway feature. It is proposed to devise a competition with Cleveland College of Art and Design so that art students can be involved in the process and the winning designs could be featured in the square. There are a number of opportunities for both permanent and temporary art features. The temporary features could potentially be subject to an annual competition. Hartlepool College of Further Education could potentially be involved in the fabrication of the art work.

## 7. FINANCIAL CONSIDERATIONS

- 7.1 It was originally anticipated that the Masterplan as a whole could be delivered in one phase utilising funding from One North East Single Programme funds alongside Council resources which had been identified as match funding. Since Single Programme funding has now ceased alternative methods of delivery have had to be investigated.
- 7.2 The first phase of the scheme has been costed at approximately £650,000. Funding of £520,000 has been identified at this stage which includes a contribution from the 2011/12 Major Regeneration Revenue

budget of £30,000 and £100,000 from Reserves earmarked for Major Regeneration Projects.

- 7.3 The overall funding also includes £390,000 which has been identified from the uncommitted Major Regeneration Project capital budgets approved under the former SCRAPT arrangements (replaced from 2011/12 by the Council Capital Fund), as summarised below:-

Year	Original Allocation as per MTFS £	Funding used in previous years £	Balance Uncommitted £
2008/09	100,000	75,000	25,000
2009/10	175,000	35,000	140,000
2010/11	250,000	25,000	225,000
<b>Total</b>	<b>525,000</b>	<b>135,000</b>	<b>390,000</b>

- 7.4 The capital resources had previously been set aside as match funding for external bids. Since that time External Funding to support regeneration schemes has been scaled back and it is unlikely that this can be used to attract any match funding. Therefore, it is suggested that approval is sought to vire these resources to support the proposed Church Square scheme. These Capital Budgets are funded from Prudential Borrowing and provision for the annual repayment costs has previously been included within the revenue base budget.
- 7.5 Timing of future phases of work will depend upon funding availability and the scheme will be designed and delivered as a discrete project using the funding available at this stage (£520,000). As outlined in paragraph 4.2 and 4.3 further works will be approved as additional funding becomes available.

## 8. RISK

- 8.1 There is the risk that only the first phase of the scheme will be delivered due to funding availability. The first phase has therefore been designed so that it is a stand-alone project that achieves the maximum impact and provides the opportunity to incrementally add to it should additional funding become available.

## 9. RECOMMENDATIONS

9.1 Cabinet is requested to:

- i) Note the report;

- ii) Approve the proposed funding arrangements as detailed in section 7 and seek Council approval to vire the uncommitted balance of the capital Major Regeneration Projects budget of £390,000 for this scheme.

**10. CONTACT OFFICER**

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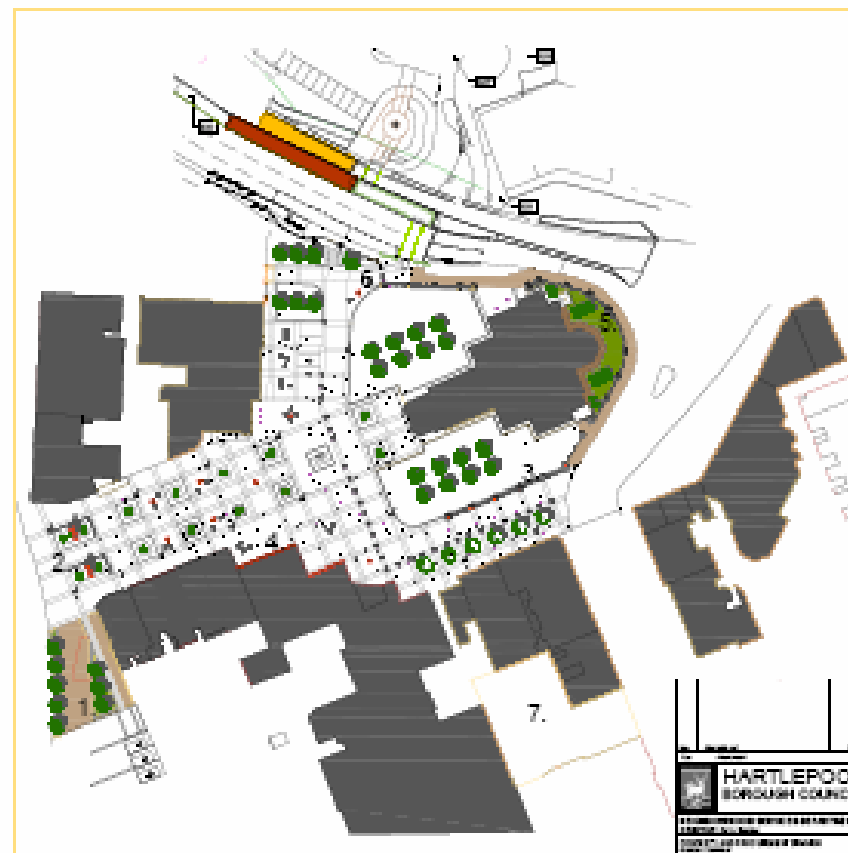
# CHURCH SQUARE DESIGN STRATEGY. PHASING PROPOSALS. APPENDIX 1



## PHASE 1A

- Development of the central area of Church Square, including the green spaces and buildings.
- Development of the surrounding urban fabric, including the existing buildings and streets.
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## PHASE 1B

- Development of the central area of Church Square, including the green spaces and buildings.
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PRELIMINARY

<b>HARTLEPOOL BOROUGH COUNCIL</b>	
A CONSULTATION DRAFT OF A DESIGN STRATEGY FOR THE REDEVELOPMENT OF CHURCH SQUARE, HARTLEPOOL.	
DATE: 17/07/2011	
DRAWN BY: [Name]	
CHECKED BY: [Name]	
DATE: 17/07/2011	
Regeneration and Highways	
Church Square & environs	
Environmental improvements	
Church Square Proposals	
Phase 1A and 1B	
Ref:	17/07/2011
Drawn:	[Name]
Check:	[Name]
Date:	17/07/2011
Scale:	1:1000
Notes:	[Notes]

## **CABINET REPORT**

1<sup>st</sup> August 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** EMPTY HOMES PILOT SCHEME

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### **SUMMARY**

#### **1. PURPOSE OF REPORT**

To provide an overview of a proposed scheme to bring empty properties back into use and to seek approval to implement this scheme within Hartlepool in partnership with Housing Hartlepool (Vela Group).

#### **2. SUMMARY OF CONTENTS**

Cabinet will consider the proposed implementation of an empty homes pilot scheme funded by the Homes and Communities Agency grant and from SCRAPT (already allocated for adjacent areas) to bring long term private empty homes back into use within Hartlepool. The report will address the partnership delivery, funding, finance, letting and lease arrangements of the scheme including setting the targets of the number of properties to be brought back into use, property selection criteria and the level of local employment and training outputs to be delivered. In addition legal, financial, risk considerations and project delivery arrangements will be considered. This scheme is a key incentive for owners of empty properties to bring them back into use and will be coupled with enforcement action if necessary.

#### **3. RELEVANCE TO CABINET**

The report has relevance to Housing Portfolio.

#### **4. TYPE OF DECISION**

Key tests (i and ii applies) – Forward Plan Reference RN59 /11

**5. DECISION MAKING ROUTE**

Cabinet on 1<sup>st</sup> August 2011.

**6. DECISION(S) REQUIRED**

Cabinet is requested to:

- 1) Note the contents of the report;
- 2) Approve the proposal to use identified funds to implement the empty homes pilot scheme as described within the report;
- 3) Set up the mechanisms for project delivery in partnership with Housing Hartlepool.
- 4) Approve the use of Opening Doors (or other suitable community enterprises) to implement some of the improvement works.
- 5) Delegate authority to the Community Safety and Housing Portfolio Holder to agree any minor changes to the scheme through the implementation stages.

**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** EMPTY HOMES PILOT SCHEME

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## **1. PURPOSE OF REPORT**

To provide an overview of a proposed scheme to bring empty properties back into use and to seek approval to implement this scheme within Hartlepool in partnership with Housing Hartlepool (Vela Group).

## **2. BACKGROUND**

- 2.1 Returning long term empty homes back into use is a key concern for communities and Hartlepool Borough Council is committed to bringing these homes back into use as part of its strategic housing approach. The Empty Homes Strategy was developed to provide an effective framework for bringing long-term private sector empty homes back into use in Hartlepool. These include failed private rented properties, abandoned properties and buy to leave empty properties. Areas of low demand and abandonment are primarily being dealt with through Housing Market Renewal and regeneration activity and the Empty Homes Strategy and associated action plan will complement the regeneration programme, particularly in areas adjacent to HMR areas.
- 2.2 The key aim of the strategy is to bring private sector empty homes back into use and to acknowledge the concerns of the community about empty homes and the associated issues that relate to the image of the town. The intention is to bring appropriate empty homes back into use, using a range of flexible solutions and to reduce the number of empty homes to an accepted level of 3% vacancy (it is accepted that 3% of properties need to be vacant to allow a housing market to function effectively) from the current level of 4.5% vacancy.
- 2.3 As part of the Empty Homes Strategy and associated action plan a strategic priority to bring empty homes back into use was identified. A key action within the strategy is to identify funding for incentive schemes for owners and implement a project to assist owners to bring properties up to a habitable standard as part of the incentive/ enforcement approach. This report provides details of the proposed incentive scheme to be implemented within Hartlepool, aiming to target the key long term empty properties within the town through a grant/loan scheme for improvement works and ongoing management of properties by Housing Hartlepool. This is good practice when dealing with empty properties nationally.

### Project Overview

- 3.4 Initially the Homes and Communities Agency (HCA) indicated that a Tees Valley Sub-regional scheme may be funded which would provide £200,000 to each Local Authority to bring 10 empty homes back into use. A scheme was then devised to implement this project and in Hartlepool the project would be delivered in partnership with Housing Hartlepool. An announcement is yet to be made on the outcome of the bid. Despite the delay in announcing this funding it was felt that implementation of this scheme in a timely fashion was important to deliver outputs within 2011/12. The proposed scheme therefore utilises existing funding from the Homes and Communities Agency and funding already approved for 'HMR adjacent areas' through SCRAP to deliver the scheme in advance of any further HCA funding announcement. The proposed incentive scheme will also provide critical evidence required for future enforcement actions where owners are unwilling to participate in this incentive scheme.
- 2.5 Evidence and research has indicates that there are three key barriers owners face when attempting to bring an empty property back into use;
- 1) Affordability of the improvement works and the ability to secure finance and inability to manage contractors;
  - 2) Finding a suitable tenant once works are complete;
  - 3) Security of property in the interim period.
- 2.6 This project aims to tackle these three key areas and ensure long term sustainability of the property and occupancy into the future. In summary a grant/loan package will be offered to owners of empty properties and the Council will target strategic empty properties. The owners will enter into a lease agreement with Housing Hartlepool for future management of the property until the loan element is repaid through rental income. The property will be let at an affordable rent with minor repairs funded by the rental income and major repairs funded by the owner. The works will be managed by Housing Hartlepool on behalf of the landlord and social enterprises such as 'Opening Doors' will complete the works and provide local employment and training opportunities. Any contracts for additional works will be let through Housing Hartlepool's pre-procured list of contractors with preference where possible will be given to local employers and contractors. A pilot scheme conducted by Redcar and Cleveland Council and Coast and Country has been implemented in a similar way to this suggested pilot. The HCA have endorsed this approach and lessons learned from this scheme have influenced the procedures proposed below.

### **3. PILOT SCHEME DESIGN**

- 3.1 The aim of the scheme is to offer a grant/loan incentive package to bring empty properties back into use. The scheme will be implemented by a partnership between Hartlepool Borough Council, Housing Hartlepool and Opening Doors. The responsibilities of each of the parties will be set out in a memorandum of understanding. The proposed scheme compliments the recently approved Baden Street project aimed at bringing empty homes back



into use. Both schemes are a pilot approach to bringing empties back into use which could be rolled out into other areas into the future.

#### Scheme Publicity and Marketing

- 3.2 Experience gathered from other Local Authorities who have implemented an empty property improvement scheme has highlighted that identifying owners of empty properties and persuading them to sign up to similar schemes is a challenging task. It is therefore essential that the scheme is very well publicised and coupled with an enforcement approach if landlords refused if offered to participate. Property owners of all properties empty over 12 months will be written to as a priority and details of the condition of these properties collated. Following this additional letters will be sent to owners of empty properties vacant for 6-12 months. The scheme will be promoted through the positive benefits such as excellent standards of housing management by Housing Hartlepool, project management of the improvement works, a funding package for the works and some rental income back to the owner and identification of a suitable tenant. The Empty Homes Officer will be responsible for publicising this scheme on behalf of the Council. This work has already begun as part of the Empty Homes Action Plan.

#### Identification of Properties and Eligibility

- 3.3 This incentive scheme is available to landlords of empty properties within Hartlepool. In order to qualify for this assistance the property must have been vacant for 6 months or more. Priority will be given to properties in areas adjacent to HMR intervention areas, length of time empty and properties causing problems and blight. This is to provide support to adjacent areas and to protect the public and private sector investment already incurred on the Housing Market Renewal schemes. Priority will also be given to key properties being addressed through the Empty Homes Strategy including the 'top 20' long term empty property list. Properties will be assessed on a case by case basis with an empty property assessment carried out on each which includes a site visit and external inspection by the Council's Empty Homes Officer, in line with procedures set out within the Empty Homes Strategy action plan.

#### Scope of Works

- 3.4 Properties should meet the basic standard required by the scheme. Under HHSRS guidelines (Housing Health and Safety Rating System) a dwelling should be a safe and healthy living environment for both occupants and any visitors. To uphold the health and safety of tenants the HHSRS insists that:
- A dwelling should be free from unnecessary and avoidable hazards; and
  - Where hazards are necessary or unavoidable, they should be made as safe as reasonably possible.
- 3.5 In addition to the above, the Council would like to raise the standards further to achieve a more desirable property standard. A reasonable view will be taken on case by case basis on the level of works to be completed and this

will be done in consultation with the owner. The property must meet Housing Hartlepool's minimum lettable standard. The project aim is to create a decent living environment to assist in creating sustainable tenancies and reduction in long term maintenance liabilities.

- 3.6 Eligible internal works can include new/ improved kitchens, bathrooms and central heating systems plus damp proof courses, minor structural repairs, re-wiring, plastering and joinery work. Eligible external works can include new/replacement windows, doors, roof, roof repairs or replacement, rendering and rainwater goods. All works will be completed in accordance with all statutory consents including planning permissions and building regulations.
- 3.7 Once a property has been identified as a possibility for this scheme a detailed internal and external inspection of the property will be carried out. A schedule of works will be produced for the property including a detailed breakdown of the costs of the works. The schedule of the works will then be agreed by the owner (prior to the signing of the lease agreement). Following this the funding package will then be assessed to determine the length of the lease agreement. This work will be completed by the Councils Empty Homes Officer in partnership with the Housing Hartlepool Regeneration Team.

#### Funding Package and Repayment Model

- 3.8 The scheme is based on a grant and loan approach assuming 50% of the works will be grant assisted and 50% interest free loan (to be recycled into future projects). In order to ensure a landlord is not excluded for the scheme, it is necessary to build in an element of flexibility when determining the ratio of grant and loan. This will be looked at on a case-by-case basis on strategic properties; criteria will be developed to determine the suitable ratio. The maximum grant level will be £10,000. Work was completed to analyse the impact of just offering loans and this concluded that full loans were unviable due to the extent of works needed on properties and the duration of loan repayment that would be required.
- 3.9 The loan element will be repaid through the repayment model and this model assumes that the rental income generated from the letting of the property to be split 50/50 between the owner and loan repayment with Housing Hartlepool taking a management fee of 15%. The annual loan repayment and duration of lease is determined by the value of work to be carried out, the weekly rental income and the duration of loan. The loan will be repaid into the pot held by the Council and be recycled into future loan provision for bringing properties back into use.

Table 1: Rental income generated split 50/50 between owner and loan repayment.

Rent per week	Rent per Cal. Month	Rent per annum	RP's m'ment fee/annum (15%)	Balance	Annual income to owner (50%)	Monthly income to owner	Annual Loan repayment (50%)
	(a)	(b)	(c) (b x	(d) (b-	(e) (d x	(f)	(g)

			15%)	c)	50%)		
<b>80</b>	346.67	4160	624	3536	1768	147.33	<b>1768</b>
<b>90</b>	390	4680	702	3978	1989	165.75	<b>1989</b>
<b>100</b>	433.33	5200	780	4420	2210	184.17	<b>2210</b>
<b>110</b>	476.67	5720	858	4862	2431	202.58	<b>2431</b>
<b>120</b>	520	6240	936	5304	2652	221	<b>2652</b>
<b>130</b>	563.33	6760	1014	5746	2873	239.42	<b>2873</b>

Table 2: Loan repayments for varying lengths of lease and costs of refurbishments

Annual loan repayment	5 year lease	6 year lease	7 year lease	8 year lease	9 year lease	10 year lease
<b>1768</b>	8840	10,608	12,376	14,144	15,912	17,680
<b>1989</b>	9945	11,934	13,923	15,912	17,901	19,890
<b>2210</b>	11,050	13,260	15,470	17,680	19,890	22,100
<b>2431</b>	12,155	14,586	17,017	19,448	21,879	24,310
<b>2652</b>	13,260	15,912	18,564	21,216	23,868	26,520
<b>2873</b>	14,365	17,238	20,111	22,984	25,857	28,730

- 3.10 Example (Highlighted) - Rent is £80 per week, which would generate an annual loan repayment of £1768 (column g, Table 1). From Table 2, £1768 would repay the cost of refurbishment (over 5 - 10 years) ranging from £8840 (5 year lease) to £17680 (10 year lease). The loan element covered by this model will then become a recyclable pot for future empty homes improvement schemes.
- 3.11 Clawback arrangements will be in place and written into the lease agreement and within the grant offer to prevent landlords from using the grant to improve their properties and sell the properties, benefiting directly from the improvement works. If the property is sold within 5 years then the full grant and loan will be repaid in line with the existing Housing Grant Conditions. A charge will be placed on the property for the full amount with the grant element being removed after a 5 year period and the loan element removed following full repayment of the loan in line with the repayment model above.

#### Lease Agreement

- 3.12 As part of this improvement scheme the owner of the property will be required to enter into a lease agreement with Housing Hartlepool for the project management of the repair and improvement works and the ongoing management of the tenancy and property. This will ensure effective property management and in addition ensure the property is let at an affordable rent for the duration of the lease agreement. The duration of the lease agreement will be based on the amount of loan to be repaid. The lease agreement will be signed prior to works being carried out and will contain full details of the funding package, works and ongoing responsibilities of Housing Hartlepool in terms of management. Housing Hartlepool will deduct a 15% management fee from the rental income which will cover their costs in terms of project

management of works and ongoing management of the property and tenancy including minor repairs. Major repairs will remain the responsibility of the owner. The owner will receive a proportion of the rental income based on the repayment model above.

#### Management of Improvement Works

- 3.13 The management of the improvement works will be undertaken by Housing Hartlepool in liaison with the Council. Their responsibilities will include the following:
- Liaison with Empty Homes Officer and providing monitoring information and budget updates when required;
  - Budget management and financial monitoring and resolution of VAT issues of individual property improvement works ensuring value for money and delivery of projects to budget and on time;
  - Quality Control of works and ensuring works are completed to the approved timescale;
  - Management of Contractors on site including Opening Doors and other Sub-contractors;
  - Development and responsibility for the lease agreement with the property owner

#### Security

- 3.14 Providing adequate security whilst works are being completed on a property and in the interim period before a tenant occupies the property will be critical to provide assurances to owners and the Council that the investment is secure. Housing Hartlepool has contracts with security companies as part of the housing regeneration service and it is anticipated that security will be delivered through this mechanism. The scheme will also make best use of materials to reduce the potential for vandalism and discourage break-ins, for example copper piping and lead roof tiles will not be used where possible. The associated costs will be covered within the overall project costs.

#### Local Employment and Training Benefits

- 3.15 Opportunities to link training provision with the empty homes improvement project can be achieved through 'Opening Doors', a social enterprise offering supervised, practical, 'hands on' construction experience and training for unemployed young people from the area. The construction training company is currently on Housing Hartlepool's pre-procured approved contractors list and will be invited to quote for the works. It is suggested that given the local employment and training benefits Opening Doors or any other social enterprises would be given preference to complete these works followed by local contractors. The use of a social enterprise and maximisation of employment benefits is a requirement of the HCA and will be necessary to attract future funding to the scheme. As discussed above the works and contractors will be managed by Housing Hartlepool with weekly project meetings. Employment outputs will be monitored through this process through

a weekly labour return form. Inspection visits will also be carried out by the Housing Hartlepool Regeneration Team to ensure that the repair and refurbishment works are completed on time and to an acceptable standard.

#### Identification of Tenants and Management of Tenancy

- 3.16 Identification of tenants to occupy the properties following improvement is another critical element of the scheme. A structured marketing and publicity plan for the scheme will be developed and which will aim to reach those potential tenants not already engaged in the Choice Based Lettings System (CBL). Marketing material will focus on the good property standards and excellent standards of management by Housing Hartlepool, plus the additional benefit of the tenant paying an affordable rent. The tenant will be required to participate in the Good Tenant Scheme and therefore references will be sought. The property can also be advertised through the CBL system as a private property managed by Housing Hartlepool providing opportunity to residents on the waiting list to access this accommodation.
- 3.17 Tenants will enter into an assured short-hold tenancy with Housing Hartlepool and Housing Hartlepool's responsibilities will be as follows:
- Identify a suitable tenant to move into the property through the Good Tenant Scheme and Choice Based Lettings;
  - Assist the tenant when they move in, for example setting up utility suppliers etc.
  - Various rent payment options and rent account monitoring to prevent arrears occurring;
  - Manage rent arrears if required;
  - Complete benefit forms, not just Housing Benefit, but other forms to ensure households maximise their income;
  - Complete change of circumstances forms to ensure benefits such as Housing Benefit, Tax Credits etc. are paid correctly, preventing financial hardship for the tenant;
  - Report then implement minor repairs;
  - Report and consult with owner on major repairs;
  - Ensure the property remains safe for occupation – for example ensuring annual gas safety checks are completed, smoke alarms are working etc.
  - Undertake legal processes at agreed cost to remove illegal occupants or squatters;
  - Undertake regular property inspections to ensure property condition is maintained – if necessary taking legal action to protect owner's investment;
  - Report problems that arise in the surrounding environment, as necessary, and chase up when they are not rectified;
  - Deal with alleged anti-social behaviour issues that may occur and which could affect the sustainability of the tenancy, and liaise with other relevant providers and agencies, as required;
  - Work collaboratively with other agencies – for example Floating Support, Probation Service, Family Intervention Project etc., to try to ensure a

successful tenancy, deal with any issues quickly to prevent possible problems escalating;

- Assist the Borough Council's Housing Services on broader street-wide initiatives, community development etc. as part of supporting the partnership regeneration approach on an on-going basis;
- Ensure the property is re-let with minimum rental loss and arranging an agreed level of security to property whilst vacant;
- Mediate if tenant has complaints or refer them on to relevant agency, as required, to ensure the tenant settles in and remains in the tenancy;
- Assist with any other related service to support the ongoing Neighbourhood Management of the wider area, sustainability and community cohesion.

- 3.19 At the end of the tenancy agreement (if landlord does not wish to continue letting the property at the end of the lease agreement) a sympathetic approach to good tenants will be adopted in terms of re-housing. This will be reviewed 6 months prior to the end of the lease agreement.

#### Milestones and Monitoring - Interim Project Review

- 3.20 To ensure successful delivery of the scheme a monitoring framework will be developed which will include a preliminary/interim project review in November 2011. This review will focus on the uptake of the scheme and provide the opportunity to adjust the scheme to reflect the barriers to signing up the owners of empty properties to the scheme. The scheme needs to be flexible to ensure that the most problematic long term empty properties can be tackled and brought back into use and also to provide flexibility for any additional funding opportunities that become available. The scheme is required to comply with the HCA monitoring requirements. We will need to monitor the programme by annual review to assess the average level of grant/loan to assess when it will be appropriate to adjust the balance in favour of a higher loan to increase the recyclable pot. Evidence at the moment suggests that the condition of the properties in question requires significant investment which has the potential to make the scheme unviable on the lease back arrangements.

## **4. OUTPUTS**

- 4.1 The key outputs for this scheme will be in relation to the number of empty properties brought back into use. The number achieved will be dependant on the total cost of the works for each individual property. The funding will be maximised wherever possible and the loan element recycled into continuation of the project into future years.

<b>Objective</b>	<b>Target</b>
Empty Properties to be brought back into use	10-15 properties
Tenants Supported	10-15 tenants

## **5. FINANCIAL IMPLICATIONS AND RISK**

- 5.1 As discussed above the proposed scheme utilises HCA funding already allocated for bringing empty homes back into use and totals £168,000. The Homes and Communities Agency has approved the use of this grant on this project. The additional funding will be found from within existing capital reserves and a report will come back to Members when this funding has been identified. The total funding for this scheme is therefore £248,000, half of which will be recycled into future improvement schemes through the loans package.
- 5.2 There is also an opportunity for this scheme to be extended through empty homes funding bid through Housing Hartlepool's investment programme through the HCA. If successful Housing Hartlepool is likely to receive an additional £435,000 to bring a minimum of 15 properties back into use. This funding will be channelled through this scheme. If this bid is successful Housing Hartlepool will be tied to meeting the HCA prior agreed targets on spend and outputs, the interim project review will highlight any problems in meeting these targets and adjust the scheme to mitigate this risk. There is also the potential for the HCA to provide money to the Tees Valley Empty Homes Pilot which would also be channelled through this route.
- 5.3 There is minimum risk to the Council associated with this project. The ongoing risk lies mainly in the implementation of the lease agreement and management of the lease and tenancy agreement into the future, this responsibility lies with Housing Hartlepool under this partnership arrangement. The Council will assist in the mitigation of this risk by assisting in find appropriate tenants and make best use of key skills held within both organisations.

## **6. RECOMMENDATIONS**

Cabinet is requested to:

- 1) Note the contents of the report;
- 2) Approve the proposal to use identified funds to implement the empty homes pilot scheme as described within the report;
- 3) Set up the mechanisms for project delivery in partnership with Housing Hartlepool;
- 4) Approve the use of Opening Doors (or other suitable community enterprises) to implement appropriate improvement works;
- 5) Delegate authority to the Community Safety and Housing Portfolio Holder to agree any minor changes to the scheme through the implementation stages.

# CABINET REPORT

1<sup>st</sup> August 2011



**Report of:** Assistant Chief Executive

**Subject:** Bridging the Budget Strategy – Business Transformation Projects

---

## SUMMARY

### 1. PURPOSE OF REPORT

At Cabinet on 20<sup>th</sup> June 2011 it was agreed to abolish the Business Transformation Board. This report is for Cabinet to clarify their new requirements at the Portfolio holders request.

### 2. SUMMARY OF CONTENTS

Cabinet determined that alternative mechanisms be clearly outlined so that information that would have been dealt with by the BT board as part of the Programme is still available for detailed discussion by all parties.

The Programme encapsulates 3 key areas

- i) the continuation of a programme of review and change which encapsulates the Business Transformation SDOs with a series of planned reductions (primarily focussing on none statutory services and functions)
- ii) a series of projects which enable the authority to either take opportunities which can potentially deliver significant savings (whilst protecting frontline services) or provide for greater service resilience
- iii) Looking longer term and considering options for the medium term

In respect of i) and ii) above these are largely encompassed by the determination of the work programmes for Scrutiny. Scrutiny Committees met on Friday 24<sup>th</sup> June 2011 to determine their work programmes. In addition to already established work these were almost exclusively comprised of the projects identified by Directors as forming part of the revised Business Transformation (savings) programme. These will therefore be considered by members of the appropriate Scrutiny Forum before coming forward to Cabinet

In respect of iii) above the Council Working Group will need to consider how it best approaches these issues

The Trade Unions has requested that an arrangement be established as below ;

*HJTUC feel it is necessary to maintain tri-partite discussions at the highest level within the Authority and in the absence of agreement, on the retention of the Business Transformation Board, HJTUC*



*would welcome discussion on the potential for meetings to be held with Cabinet / CMT (Directors) and HJTUC (Regional Officers ex-officio)”*

It is the advice of officers that the established work programmes for Scrutiny means that we do not require all projects previously submitted to the BT Board to go to the Council working group.

**3. RELEVANCE TO CABINET**

Relates to a previous decision of Cabinet

**4. TYPE OF DECISION**

Non Key

**5. DECISION MAKING ROUTE**

Cabinet

**6. DECISION(S) REQUIRED**

Cabinet are required to

- Determine if they require the additional arrangement with trade unions to be established
- Other reporting arrangements for projects if any are required

**Report of:** Assistant Chief Executive

**Subject:** Bridging the Budget Strategy – Business Transformation Projects

---

## 1. PURPOSE OF REPORT

At Cabinet on 20<sup>th</sup> June 2011 it was agreed to abolish the Business Transformation Board. This report is for Cabinet to clarify their new requirements at the Portfolio holders request.

## 2. CONSIDERATIONS FOR CABINET

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It is the advice of officers that the established work programmes for Scrutiny means that we do not require all projects previously submitted to the BT Board to go to the Council working group.

## 3 DECISIONS REQUIRED

Cabinet are required to

- Determine if they require the additional arrangement with trade unions to be established
- Other reporting arrangements for projects if any are required

**4. CONTACT OFFICER**

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# CABINET REPORT

1<sup>st</sup> August 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** PLANNING POLICY UPDATE

---

## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 This report updates members on the proposed timetable and associated issues relating to the development of the Core Strategy together with other emerging planning policy related matters.

### 2. SUMMARY OF CONTENTS

- 2.1 The report sets out the next steps and timetable relating to the development of the Core Strategy which aims to produce the Publication document for consultation in January 2012. The report highlights a recent Government publication entitled '*Positive Planning: a new focus on driving sustainable development*' which establishes a presumption in favour of sustainable development. The Cabinet report highlights the implications of this for the development of the Core Strategy. In light of the revised timetable for the Core Strategy, the report advises of the requirement to update the Local Development Scheme, the document which sets out the timetable and key milestones for the preparation of the main planning policy documents.
- 2.2 The Core Strategy must be backed up by a strong and up to date evidence base. Most of this is in place but there is a need to refresh the Strategic Housing Market Assessment (SHMA) and to consult on a draft Local Infrastructure Plan. The report sets out details of, and seeks approval to progress these pieces of work.
- 2.3 The report finally, provides information on two further planning policy issues, the intention to progress a master plan to support the mixed-use development of land at Wynyard and the opportunity for the Council to bid for funding for the establishment and enhancement of Nature Improvement Areas.

### 3. RELEVANCE TO CABINET

- 3.1 Cabinet has been responsible for the development and progression of the Core Strategy.

**4. TYPE OF DECISION**

- 4.1 Non Key

**5. DECISION MAKING ROUTE**

- 5.1 Cabinet on 1<sup>st</sup> August

**6. DECISION(S) REQUIRED**

- 6.1 Cabinet is requested to:-

- i) Agree the timetable for producing the Core Strategy Publication draft for consultation
- ii) Agree to the proposed revision to the Local Development Scheme
- iii) Agree to the proposed refresh of the Strategic Housing Market Assessment
- iv) Approve the draft Local Infrastructure Plan and authorise officers to consult with key stakeholders and service providers
- v) Note the intention to progress a master plan for the Wynyard area
- vi) Note the opportunity to submit a bid for Nature Improvement Areas.

**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** PLANNING POLICY UPDATE

---

**1. PURPOSE OF REPORT**

- 1.1 This report updates members on the proposed timetable and associated issues relating to the development of the Core Strategy together with other emerging planning policy related matters.

**2. INFORMATION**

**i) Core Strategy**

- 2.1 Following the completion of the revised Preferred Options consultation stage of the Core Strategy, officers have been reviewing the representations received and considering how these should be addressed in the Publication document. The majority of responses related to proposed housing allocations, but comments have been made about other land uses and specific representations have been received from statutory consultees such as the Highways Agency and Natural England. Publication represents a critical stage towards the adoption of the Core Strategy as this will establish the Council's policy position in relation to all strategic planning policy matters.
- 2.2 Whilst most of the policies in the Preferred Options report were either supported or received comments recommending wording amendments, a number of proposals are the subject of more substantial concerns. It is proposed to bring a detailed report to Cabinet in September summarising the consultation feedback, setting out proposed policy responses and seeking guidance from Cabinet on key issues.
- 2.3 Following Cabinet's decision last September to repeat the Preferred Options stage, the timetable for adoption of the Core Strategy was amended. A revised target for producing the Publication document was identified as June 2011. However, given the volume of responses to the Preferred Options consultation (which had to be recorded and reviewed), and bearing in mind new emerging initiatives which will impact on the plan, such as the Government's intention to abolish the Regional Spatial Strategy (RSS) and the introduction of Enterprise Zones, the target date for Publication has been reconsidered. It is now proposed to produce the Publication report in January 2012. This will then be put out for further consultation before being

submitted to the Secretary of State in March/April. Consultation on the Publication document will be on the basis that this is the Council's intended policy position and it would not expect to make any further significant changes to the document. Any objections at this stage will be considered by an independent Government Inspector who will be appointed to hold an Examination in Public, probably next summer. If found to be 'sound' the Core Strategy will be adopted in autumn 2012.

## ii) **Presumption in Favour of Sustainable Development**

- 2.4 In June the Decentralisation Minister, Gregg Clark announced the publication of a draft document *'Positive planning: a new focus on driving sustainable development'* which establishes a presumption in favour of sustainable development. This means that where there is not an up to date development plan in place, or where the plan does not incorporate relevant policies, then developments should be approved, provided that they comply with national policy and are sustainable. This stance aligns with the Government's stated intention to support economic growth and encourage housing development. Local Planning Authorities are directed to plan positively for new development and approve individual proposals wherever possible.
- 2.5 The Minister has encouraged Local Planning Authorities to push through preparation of their development plans and has warned of the consequences of not having these in place quickly. In relation to the Hartlepool Development Plan, whilst the Local Plan (2006) provides the policy framework until the Core Strategy is adopted, it is now 5 years since this was adopted and there is a danger that it could be considered out of date if a proposal which is not in accordance with the Plan comes forward and the applicant challenges on appeal.
- 2.6 The timetable outlined in paragraph 2.3 above provides a realistic timeframe for preparing the Core Strategy and will hopefully align with the timescale for the abolition of the RSS. (Until it is formally abolished, local development plans must be in accordance with RSS policies otherwise they would be found unsound). Members should be aware of the, albeit limited, timeframe within which proposals could come forward and challenge the existing development plan policies on the basis of presumption in favour of sustainable development.

## iii) **Local Development Scheme**

- 2.7 As the timetable for developing the Core Strategy has changed, it is necessary to revise the Local Development Scheme – the overarching LDF document which sets out the planned timeframes for the preparation of the various planning policy documents, including Development Plan Documents (DPD's), the Statement of Community Involvement and Supplementary Planning Documents (SPDs). It is no longer a requirement to submit this to Government Office for approval but Local Planning Authorities are still

required have an up to date Local Development Scheme in place. It is intended to prepare a revised Scheme for approval in September.

- 2.8 There is no statutory requirement to include SPD's within the Local Development Scheme. Whilst these have been included in previous versions it is proposed that they are not included in the revised version as this will reduce the need for future revisions to this document which would be required should timetables for developing individual SPD's need to be changed.

#### **iv) Core Strategy Evidence Base**

- 2.9 *Strategic Housing Market Assessment (SHMA)* - Having a sound and up to date evidence base is essential in justifying soundness and securing adoption of the Core Strategy. Most supporting evidence for the Core Strategy is up to date whilst some elements are currently being 'refreshed' using in-house resources. One piece of work which is becoming out of date is the Strategic Housing Market Assessment (SHMA) which was produced at Hartlepool level in 2007 and at Tees Valley level in 2008. These studies were carried out before the credit crunch which has led to fundamental changes in the housing market. It is proposed therefore to carry out a review of the Tees Valley SHMA along with other Tees Valley authorities. The study will seek to refresh the previous work, providing an up to date assessment of the local and sub-regional housing market and including sample surveys of residents' needs and aspirations. This will be an important piece of work which will support the housing policies within the Core Strategy and in particular the provision of affordable housing. The cost of this work will be split between the participating Tees Valley Authorities on a proportionate basis based on population. The estimated contribution from Hartlepool is around £16,000, which would be funded from existing housing and planning policy budgets allocated to support such work.

- 2.10 *Local Infrastructure Plan (LIP)*- At the time of publication it will be necessary to have in place a Local Infrastructure Plan which identifies the elements of key infrastructure which need to be provided to support the delivery of the Core Strategy. The LIP is an integral element of the Core Strategy. It identifies the type of infrastructure required to facilitate the allocations within the Core Strategy and assesses the following infrastructure needs:

- Transport infrastructure;
- Education provision;
- Health provision;
- Provision of Utilities;
- Green infrastructure and other community facilities;
- Coastal and Flood Defences; and
- Landfill and Waste

- 2.11 The LIP sets out the specific infrastructure schemes which will need to happen, who needs to deliver them, and considers how the infrastructure will be funded. It will form a key part of the Core Strategy evidence base and will



be the mechanism by which its delivery can be monitored. The LIP needs to set out a realistic delivery programme for the Core Strategy; it should be consistent with other Council strategies, as well as delivery plans and investment programmes of other infrastructure providers.

- 2.12 Before being finalised it is necessary to consult with statutory consultees and key stakeholders to ensure that the information contained within the LIP is accurate and there are no strategic features omitted from the document. Officers have produced a draft LIP for consultation and this is attached as Appendix 1. This may require some minor amendment to reflect internal officers comments prior to going out externally. The consultation period would run for six weeks and comments received will be used to update the LIP prior to its completion, at which point a report would be brought back to members for final endorsement. Cabinet is requested to approve the draft LIP and authorise officers to put it out to consultation as described above.

#### **v) Wynyard Master Plan**

- 2.13 Members will be aware of the proposed allocations of executive housing within the Wynyard area and also of the overall aspirations of the land owners to develop more housing in this area in support of the new hospital and the delivery of the wider business park development.
- 2.14 Officers are currently in discussion with Stockton Borough Council who have expressed a desire to produce a master plan for the wider Wynyard area including land to the south of the A689 to provide a comprehensive strategy for the area. Stockton are keen to progress quickly on this in order to fit within tight timescales they have set for preparing a Regeneration DPD and to tie in with a wider exercise which they are conducting across the Borough to identify and assess new housing sites required to address a current shortage of deliverable housing sites.
- 2.15 From a Hartlepool perspective the preference is to wait until the Core Strategy is adopted before progressing the master planning option. Whilst officers have confidence in the robustness of the evidence supporting the Core Strategy, the introduction of new evidence that might emerge from the master planning exercise at this late stage in the process could be used to challenge the Core Strategy allocations and the overall soundness of the Plan at the Examination in Public. This could lead to the Council having to further revisit the Preferred Options stage, adding to the cost and delaying the adoption of the Plan.
- 2.16 Officers are continuing discussions with Stockton around the timing and funding of this work. The expectation is that the master planning would be carried out on a joint basis and with the involvement of the major land owners.

#### **vi) Nature Improvement Areas**

- 2.17 In June the government published a Natural Environment White Paper. One of the features of the paper is the introduction of Nature Improvement Areas networks. These could result in wide ranging benefits including restoring

biodiversity loss, restoring and enhancing ecosystems, encouraging wildlife and providing community resources.

- 2.18 To support the establishment of Nature Improvement Areas, DEFRA has announced a fund of £7.5 million to be spent between 2011 and 2014, towards the development of 12 Nature Improvement Areas. These will be determined through a competitive process launched in July. Officers have started looking at opportunities to enable Hartlepool to submit a bid, either on its own or part of a Tees Valley bid, possibly in partnership with the Tees Valley Biodiversity Steering Group. A report will be presented to the Community Safety and Housing Portfolio Holder once the criteria have been assessed and potential bids have been worked up.

### **3. FINANCIAL CONSIDERATIONS AND RISK**

- 3.1 The main risks are associated with ensuring that the evidence base is up to date and that the Core Strategy is in place as quickly as possible and is found to be 'sound'. Proposals included within this report will help to ensure completeness of the evidence base and that the Core Strategy is delivered in a timely manner.
- 3.2 There are financial implications associated with the preparation of the Strategic Housing Market Assessment. Funding for this work has been identified from existing approved budgets relating to housing delivery and the preparation of the Local Development Framework.

### **4. RECOMMENDATIONS**

- 4.1 Cabinet is requested to:-

- vii) Agree the timetable for producing the Core Strategy Publication draft for consultation
- viii) Agree to the proposed revision to the Local Development Scheme
- ix) Agree to the proposed refresh of the Strategic Housing Market Assessment
- x) Approve the draft Local Infrastructure Plan and authorise officers to consult with key stakeholders and service providers
- xi) Note the intention to progress a master plan for the Wynyard area
- xii) Note the opportunity to submit a bid for Nature Improvement Areas.

### **5. CONTACT OFFICER**

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**HARTLEPOOL LOCAL INFRASTRUCTURE PLAN  
CONSULTATION DRAFT  
JUNE 2011**

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# **1 INTRODUCTION**

## **1.0 What is a Local Infrastructure Plan and why is it required?**

- 1.1 The Council is preparing a Core Strategy which will guide the scale and distribution of new development, the use of land and buildings and the provision of infrastructure in the Borough over the next 15 years.
- 1.2 In order to create sustainable communities in the Borough, providing new development opportunities for housing and employment, is not sufficient. There is also a need to provide the necessary supporting physical, social and green infrastructure in the appropriate location and at the right point in time.
- 1.3 This Local Infrastructure Plan (LIP) is an integral element of the Core Strategy. It identifies the type of infrastructure required to facilitate the allocations within the Core Strategy and sets out when specific infrastructure schemes will need to happen, who needs to deliver them and how the infrastructure will be funded. It will form a key part of the Core Strategy evidence base and will be the mechanism by which its delivery can be monitored. This LIP will identify, as far as possible:
- Infrastructure needs and costs
  - Phasing of development
  - Funding sources
  - Responsibilities for delivery
- 1.4 The LIP needs to set out a realistic delivery programme for the Core Strategy; it will be consistent with other Council strategies, as well as delivery plans and investment programmes from other infrastructure providers.
- 1.5 This document is available for statutory consultees and other key stakeholders to comment on for a period of six weeks from Friday 5<sup>th</sup> August 2011 until Friday 16<sup>th</sup> September 2011.
- 1.6 Copies of these documents are available at:
- Bryan Hanson House  
Hanson Square  
Hartlepool  
TS24 7BT
- 1.7 They will also be available for statutory consultees and key stakeholders to view on the Council's website: [www.hartlepool.gov.uk](http://www.hartlepool.gov.uk)
- 1.8 Comments on the LIP can be made in the following ways:

- You can send your comments by letter to the Planning Policy Team at Bryan Hanson House, Hanson Square, Hartlepool, TS24 7BT; or
- Email your comments to [Planningpolicy@hartlepool.gov.uk](mailto:Planningpolicy@hartlepool.gov.uk)

1.9 All comments should be received by **4pm on Friday 16<sup>th</sup> September 2011**.

#### **1.10 Next Steps**

1.11 After the consultation ends, all comments received on the LIP will be considered and where appropriate the document will be revised to take them into account prior to moving to the Publication Stage of the Core Strategy.

## 2 INFRASTRUCTURE PROVISION - A POLICY CONTEXT

- 2.1 The National Infrastructure Plan published by the Treasury in October 2010 in response to the spending review, provides detailed evidence of the Government's commitment to continue to strengthen the nation's capital assets:

*"For the economy to flourish, people, goods and information must move freely. Businesses across all regions and industries need the right conditions to grow. Reliable infrastructure: energy, water, transport, digital communications and waste disposal networks and facilities, are essential to achieve this. Ensuring these networks are integrated and resilient is vital."*

- 2.2 Coordinating development and the delivery of accompanying infrastructure has become more prominent in recent years. PPS12<sup>1</sup> states that to deliver sustainable communities, the Core Strategy should be 'supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed' for Hartlepool, taking account of its type and distribution. This Local Infrastructure Plan (LIP) should also include the specific infrastructure requirements of any strategic locations which are allocated in the Core Strategy.

- 2.3 The Coalition Government has signalled a number of priorities for its transport programmes. Alongside the effective prioritisation of public spending on transport and the vigorous pursuit of efficiency, the Government has highlighted the primacy of two transport challenges of national importance<sup>2</sup>, namely:

- Supporting growth by improving the links that move goods and people around our economy; and
- Tackling climate change through policies which deliver technology and behaviour that will decarbonise mobility as we progress through the 21st Century.

- 2.3 Infrastructure Delivery: Spatial Plans in Practice<sup>3</sup> recommends that infrastructure delivery requirements should be related to the broader implementation of policies. Reflecting this, the Core Strategy should identify key infrastructure requirements, their funding and delivery mechanisms (where known) for the policies within the plan.

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<sup>1</sup> Planning Policy Statement 12 – "Local Spatial Planning" - DCLG – June 2008

<sup>2</sup> Speech by The Rt Hon Philip Hammond MP, Secretary of State for Transport, 10 September 2010, IBM START Conference: Business Summit

<sup>3</sup> Infrastructure Delivery: Spatial Plans in Practice – Supporting the reform of Local Planning - DCLG – June 2008

- 2.4 PPS1<sup>4</sup> also states that planning authorities should ensure that infrastructure and services are provided to support new and existing economic development and housing. Further guidance is provided in PPS3<sup>5</sup> which states that the planning system should deliver Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.
- 2.5 The Tees Valley Local Enterprise Partnership (LEP) recognises the importance of having comprehensive and modern infrastructure in place to attract world class businesses into the Tees Valley. Understanding the needs and constraints in relation to infrastructure including highways issues, flooding, hazards and electricity and water will enable the Tees Valley to be competitively placed to compete with its European and International competitors. The LEP are likely to take the lead on the development of a Tees Valley Strategic Infrastructure Plan.
- 2.6 Through this LIP the Council should be able to co-ordinate infrastructure providers and the delivery of infrastructure. The LIP will also establish the various funding mechanisms available for infrastructure delivery, where known at this stage, including developer contributions which can have a significant role in helping to deliver infrastructure across the Borough.
- 2.7 The Council will also seek to ensure that other planning documents within the Local Development Framework as well as other key documents within the Council, such as the Local Transport Plan and the Sustainable Community Strategy, are in general conformity with the Core Strategy, including this Infrastructure Plan.

### **3 Infrastructure Delivery in Hartlepool**

- 3.1 The Core Strategy policies will provide the spatial direction for Hartlepool. This LIP provides a framework within which detailed infrastructure projects can be identified and prepared at a local level, covering topics such as highways, education and health.
- 3.2 Hartlepool's future sustainable growth and development depends on the timely funding and delivery of supporting infrastructure that reflects the scale and type of development and the needs in the locality; without it, new development may be delayed and/or there could be unacceptable adverse social, economic or environmental impacts on existing infrastructure.

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<sup>4</sup> Planning Policy Statement 1 – “Delivering Sustainable Development” – ODPM – January 2005

<sup>5</sup> Planning Policy Statement 3 – “Housing” – June 2010



- 3.3 Improved alignment of investment is critical to delivery of timely infrastructure. Whilst public sector funding will contribute towards some of the infrastructure delivery to provide the growth set out in the Core Strategy, major cuts in government spending, especially in the short term, makes it difficult to plan for long-term growth. Commercial companies and private infrastructure providers also need to contribute significantly towards infrastructure delivery over the coming years to ensure that a sound system is in place to accommodate the strategic growth planned for within the Core Strategy. These new developments should minimise the pressure put on existing infrastructure in the town. Further work still needs to be done with the responsible infrastructure providers to ensure that the Borough's necessary infrastructure is provided in a timely fashion. Where appropriate this information will be used to inform and update this Plan.
- 3.4 For the latter part of the Core Strategy plan period, infrastructure requirements may not be as precise as for the early part. However policies and proposals will not be included in the Core Strategy where this LIP cannot demonstrate that there is a contingency arrangement in place should the proposed deliverability mechanism stall.

#### **4.0 Infrastructure Requirements to support the Core Strategy**

- 4.1 In preparing the Core Strategy, the Council has, and will continue to engage, in discussions with key infrastructure providers to ensure that, at this strategic level, plans are in place to underpin infrastructure delivery.
- 4.2 In relation to the Core Strategy, the key areas of infrastructure provision are considered to be:
- Transport infrastructure;
  - Education provision;
  - Health provision;
  - Provision of Utilities;
  - Green infrastructure and other community facilities;
  - Coastal and Flood Defences; and
  - Minerals and Waste

## 5.0 Transport Infrastructure

5.1 The provision of modern, competitive transport infrastructure that improves both internal and external connectivity will assist in improving the economic performance and urban competitiveness within the Tees Valley. The Statement of Transport Ambition for the Tees Valley identifies specific objectives and priorities for transport over the next 10-15 years, which will help make the vision, set out in the Tees Valley Economic and Regeneration Statement of Ambition<sup>6</sup> (SoA) a reality.

5.2 The transport system is regarded as a potential constraint on economic growth, in particular the ability of the trunk road network to cope with future development and the lack of accessibility of jobs by public transport. Key projects to tackle this issue include:

- Improving the Tees Valley City Region bus network to offer a step change in public transport provision in terms of frequency, reliability, quality and convenience, with a coordinated approach to public transport provision and to enhance access from local residential areas to town centres and major employment locations (Tees Valley Major Bus Scheme);
- Developing a sub-regional, integrated public transport system based on the existing heavy rail system to create a high quality, fast and reliable solution (Tees Valley Metro);
- Tackling projected traffic growth on the trunk road network through an approach of provision of quality public transport, enhancing the local road network and demand management.

5.3 The Tees Valley LEP highlights a number of challenges in terms of transport infrastructure which must be overcome in the coming years, they include:

- Changing patterns of travel demand;
- Worsening highway congestion affecting key junctions and radial corridors, particularly through increasing car ownership levels;
- Conflicts between strategic and local traffic on the trunk road network;
- The potential for further decline in the extent of the commercial bus network; and
- Limited frequency of sub-regional rail services with some capacity constraints.

### Tees Valley Major Bus Scheme

5.4 A major Tees Valley Bus Network Improvements scheme is being progressed by the local authorities in partnership with bus operators Arriva

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<sup>6</sup> Tees Valley Economic and Regeneration Statement of Ambition, Tees Valley Unlimited, June 2010.

and Stagecoach. This will provide a comprehensive series of bus priority measures, improved passenger waiting facilities, consistently high quality specification for vehicles, and measures to improve information and ticketing on core bus routes (Hartlepool Core Bus Routes are included as Appendix 1) across the Tees Valley. This scheme achieved final approval from the Department for Transport in June 2010 confirming that £37.5 million of central Government funding (£87.6m in total) would be made available for the improvement to bus services, passenger facilities and information across the Tees Valley. This is now likely to be delivered over a five year period to 2015.

- 5.5 The investment (detailed in Appendix 2) is being focussed largely on the core, frequent and commercially provided tier of the hierarchical bus network, to bring about a quality, stable and sustainable system that offers an effective alternative to the private car. However, all services will benefit to some degree from the measures. Network wide initiatives will include the provision of high quality, clear and focussed information and marketing materials in a wide variety of formats, and the enhancement and simplification of fares and ticketing. This is being complemented by ongoing bus operator investment in high quality accessible vehicles, enhanced standards of driver training and vehicle cleaning, and the consistent provision of frequent services from early morning to late evening.

#### Tees Valley Metro

- 5.6 Connecting the Tees Valley: The Case for Investment in Tees Valley Metro and the Heavy Rail Network, published in October 2006, highlighted the fact that the capacity and integrity of the existing transport network may hinder the future economic performance of the Tees Valley City Region. A proposal has, therefore, been drawn up to develop a 'Metro' system which will improve connectivity within the Tees Valley sub-region.
- 5.7 The preferred option for the scheme involves the conversion of the existing heavy rail line between Darlington and Saltburn to 'tram-train' operation. Five new stations will be created along the line as well as upgrades to existing stations and the provision of new rolling stock. Future expansion of the Tees Valley Metro could involve extensions to Hartlepool via Stockton and Billingham.
- 5.8 The estimated capital cost of the proposal is £141.9 million at 2005 prices. It is anticipated that this cost will be met from a variety of funding sources, including Network Rail, the five Tees Valley Local Authorities and the Department for Transport via a bid for Regional Transport Funding.

### Strategic Highway Network

5.9 Strategic highway modelling work focussed on the Tees Valley<sup>7</sup> shows that current congestion is focused on the strategic road network with specific problems summarised as:

- A19 Tees Viaduct and Stockton Road Interchange with A66;
- A66 particularly through Middlesbrough and Stockton;
- A19/A689 Wolviston Interchange;
- A174/A1053 Greystone Road network, the key route to and from Teesport and the industrial and petrochemical centres; and
- Darlington radial routes.

5.10 The major concern directly relating to Hartlepool is the congestion at the A19/A689 Wolviston Interchange and the impacts that has both for Hartlepool and for the wider Tees Valley. The junction of the A19/A179 is also a concern although this junction does not currently experience the problems associated with the A19/A689. It will be critical to ensure that future developments which will impact on the problems already experienced at these junctions, contribute towards measures which will improve capacity and efficiency and help to minimize congestion particularly at peak hours.

### Local Highway Network

5.11 Hartlepool Council has recently produced its third Local Transport Plan (LTP) which sets out improvements which will occur to the local network over the coming years. The strategy is not limited to the 5 year timescale of previous LTPs but is designed to look towards 2026 and evolve over this period. This will ensure that the LTP is aligned with regional strategies and the Local Development Framework. Over the period of the plan the Council will work in partnership with other organisations and agencies to deliver a wide range of local transport schemes and policy measures to address identified problems.

5.12 As Wynyard has been identified as a key site for the development of commercial business and residential in Hartlepool, it is crucial that going forward measures are put in place to mitigate any traffic impact from the construction of the site and its day to day operation. The Local Authority propose to do this by working with the Highways Agency and the developers to ensure the necessary highways improvements and through putting in place effective Travel Plans (as part of the Wynyard development we will expect to see improved pedestrian and cycle links

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<sup>7</sup> Tees Valley Area Action Plan, Tees Valley Unlimited and the Highways Agency, November 2009

incorporated at the design stage). Also, should the proposed Wynyard Hospital development progress the Council will work with the developers to improve links to the hospital from across Hartlepool.

- 5.13 The improvements listed within LTP3 which will take place over the coming years will ensure that the network remains of a high standard. Appendix 3 is an extract from LTP3 and highlights some of the key network improvements which will be carried out over the coming years to improve not only the road system but the ability of public transport to effectively function and thus offer a viable alternative to the private car.
- 5.14 In addition to the works outlined in Appendix 3, it will be necessary for works to be undertaken over the lifetime of the Core Strategy to accommodate new developments proposed within the Core Strategy. In particular new housing developments along the western fringes of the town and also at Wynyard and new business developments will put additional pressures on the local network. It will be necessary to use legal agreements with the developers to ensure that adequate highway improvements are put in place to enable the network to cope with the additional levels of transport that will be experienced.
- 5.15 The list in Table 1, below, illustrates the areas where improvements may be needed to the highway network to facilitate developments and to ensure the safety and efficiency of the highway network over the plan period. Areas of particular concern which could impact on the deliverability of sites contained within the Core Strategy if the junction/network improvements are not delivered are highlighted in red in the Level of Concern column of table 1.

Table 1 – Areas where highway improvements are likely to be necessary over the life of the Core Strategy

Area/Junction	Reason for concern	Possible Improvement	Possible Funding Sources	Level of Concern to deliverability of Core Strategy
<b>A689/ A19/ Wynyard Area Proposals</b>	Necessary due to the expansion of Wynyard, with or without the hospital, taking into consideration the expanding business park and new residential development.	Schemes identified, and detailed in a report by the Highways Agency, for the 6 roundabouts from the A689/ A1185, heading west past Wynyard.	Section 106 Agreements related to future development within the Borough and in particular at Wynyard  Highways Agency  LTP	This junction already experiences high levels of congestion at peak times. Without major works to improve the efficiency of the junction it puts at risk the deliverability of both the residential and the business developments at Wynyard and also the south west extension.
<b>Signalisation of A19 northbound exit slip road onto the A179</b>	Due to increasing levels of congestion, particularly at peak times. Could be exacerbated by closure of central reservations at Dalton Piercy and Elwick in the future.	Signalisation of A19 northbound exit slip road onto A179.	Highways Agency  Possible developer contributions, through Section 106 Agreements	Although a critical junction to both the strategic highway network and to the local network these works, although important to ensure flows of traffic in and out of the north of the Borough, would not impact on the deliverability of the Core Strategy or any of its sites.
<b>A19 – New Junction to serve the Northburn Development</b>	There is currently no junction to serve this proposed development at Northburn.	A new junction will need to be constructed to serve the development site. Land will need to be reserved to allow for these works.	The developer of Northburn would be required to fund the new junction.	Without the junction being implemented the site cannot be developed. The costs associated with this obviously mean it is an area of concern.
<b>Possible closure of A19 central reservations at Dalton Piercy and Elwick</b>	To be investigated on safety grounds, in conjunction with the Highways Agency, due to a number of serious and fatal accidents.	Closure of reservations so traffic can only turn southbound from the east side of the A19.	S106 Agreements in relation to new developments including Tunstall Farm and Quarry Farm developments  LTP	This improvement is safety related and does not impact on the deliverability of the Core Strategy.

			Highways Agency	
<b>Main arterial route through the south west extension</b>	To serve south west expansion at Claxton.	From the A689, through the south west expansion site to Brierton Lane. Beyond Plan period may be necessary to expand northwards to link with A179.	Delivered from A689 to Brierton Lane as part of south west extension.	This route is necessary to serve the development. Without it there is no access into the development.
<b>South west extension link roads</b>	To ensure the network flows and reduces congestion at peak times.	Links into the existing highway network wherever necessary. First phase has identified possible links as being Brierton Lane and Macrae Road or Moffat Road.	Delivered as part of south west extension.	The new development will need to successfully link into the existing network to ensure flows and minimise congestion. If these links are not provided it would impact on the deliverability of the south west extension.
<b>Catcote Road/ Brierton Lane</b>	Staggered junction that currently exists needs improvement to cope with potential traffic from south west extension	Formation of standard crossroads and signalisation of junction, as already identified.	Delivered as part of south west extension.	Seen as an important improvement to provide an effective access into the northern part of the SW extension. If not improved congestion could become a major problem at this junction.
<b>A689/ Truro Drive</b>	Need to investigate potential improvements due to increased traffic in the area from the south west expansion.	Possible junction improvements	Delivered as part of south west extension.  Future LTP funding?	Seen as an important improvement, especially in the short term prior to the arterial route through the SW extension joining the northern and southern elements of the development. If not improved congestion could become a major problem at this junction through increased traffic from the northern part of the SW extension.
<b>A689/ Owton Manor Lane</b>	Need to investigate potential improvements due to increased traffic in the area from the south	Possible junction improvements	Delivered as part of south west extension.  Future LTP funding?	If not improved congestion could become a problem at this junction through increased traffic from the northern part of the SW extension.

	west expansion.			
<b>A689/ Rossmere Way</b>	Need to investigate potential improvements due to increased traffic in the area from the south west expansion.	Possible junction improvements	Delivered as part of south west extension.  Future LTP funding?	If not improved congestion could become a problem at this junction through increased traffic from the northern part of the SW extension.
<b>A689/ Brierton Lane</b>	Need to investigate potential improvements due to increased traffic in the area from the south west expansion.	Possible junction improvements	Delivered as part of south west extension.  Future LTP funding?	If not improved congestion could become a problem at this junction through increased traffic from the northern part of the SW extension.
<b>Catcote Rd/ Rossmere Way</b>	Need to investigate potential improvements due to increased traffic in the area from the south west expansion.	Possible junction improvements	Delivered as part of south west extension.  Future LTP funding?	If not improved congestion could become a problem at this junction through increased traffic from the northern part of the SW extension.
<b>Elwick Road (Hartlepool – A19 through Elwick)</b>	Potential increase in traffic from the developments of Tunstall Farm and Quarry Farm	Possible junction improvements	Through Section 106 Agreements in relation to developments including Quarry Farm and Tunstall Farm.	These improvements would improve traffic flows and safety but are not critical to the delivery of the plan.
<b>A689/ A179 Corridor</b>	It is essential that capacity is maximised at key junctions along this corridor, particularly in the town centre.	Possible junction improvements	Through Section 106 Agreements in relation to developments, particularly Urban Traffic Management Control contributions.	Important to ensure the flows of traffic through the town.
<b>A689/ Oxford Street</b>	The Stockton Road link from Burn Valley roundabout to Burn Road roundabout is having increased pressure placed on it, and will continue to do so due to the south west expansion and the Belle Vue re-development, along with other sites.	Potential scheme to open this junction and signalise it.	Possible future LTP contribution.  Possible Section 106 contributions.  Possible Bus Network Improvements contribution.	This junction is a key access to the town centre area and also into the Longhill and Sandgate industrial estate. Improvements will be important to ensure congestion is minimised.



<b>Easington Road link road into Middle Warren</b>	Flagged up as a desirable improvement during investigations into Falcon Road congestion levels. The latter phases of Middle Warren will also add to the problem.	Link road from Easington Road into Middle Warren.	Some S106 money could be secured through developments in the vicinity including the Middle Warren extension contained within the Core Strategy	This is a desirable link which would have benefits but is not critical to ensure the delivery of the Core Strategy.
<b>Easington Road/ Holdforth Road roundabout</b>	Congestion and safety issues, exacerbated due to problematic U turns from people looking to access Jesmond Gardens. Latter phases of Middle Warren, along with potential development on the hospital site will increase congestion further.	Roundabout on Easington Road and Holdforth Road	Possible future LTP contribution  Possible Section 106 contributions  Possible Bus Network Improvements contribution	This is a desirable improvement which would have benefits but is not critical to ensure the delivery of the Core Strategy.
<b>Footpath/ cycleway links/ improvements</b>	Town wide continuous improvements needed to ensure a system is in place which encourages people to travel in a sustainable manner.	Improvements will be sought as part of all new developments where it is feasible to link into an existing route. For larger developments new routes will need to be constructed to link into the network.	Through Section 106 Agreements in relation to developments.  New links will be delivered as part of new developments in particular as an integral part of the south west extension and the site at Wynyard.	These links will be important to ensure the Borough works towards Carbon reduction targets and will be an important aspect in the delivery of the Core Strategy.

NB. The costs of the improvements required are not included within this table as, at present, it is not clear exactly what is needed for each junction. The costs are likely to change over time and detailed designs for each junction will need to be drawn up in conjunction with the developers and other stakeholders.

## **6.0 Education provision**

- 6.1 Hartlepool Borough Council is under a statutory duty to ensure sufficient school places for children and young people resident in the Borough. Changes in education provision will be necessary over time to modernise outdated school buildings and provide for projected changes in population. There are currently 30 primary schools (29 include nursery provision), 1 nursery school, 5 secondaries, 2 special schools and 1 pupil referral unit in Hartlepool.
- 6.2 Under the previous government two programmes were being taken forward, Building Schools for the Future (BSF) and Primary Capital Programme, which would have seen major investment into the schools within Hartlepool. However, given the current financial position of the country, the new coalition government have cancelled these two programmes.
- 6.3 The only secondary school in Hartlepool which will now be fully remodelled under the BSF scheme is Dyke House which was at such an advanced stage that funding was secured. The decision to abandon the other planned works to secondary schools across has major implications for the future of the secondary schools in Hartlepool as many of the schools are in great need of modernisation.
- 6.4 The Primary Capital Programme (PCP) within Hartlepool looked at the future of all Primary Schools within Hartlepool. Public consultation was at the heart of the development of the Primary Capital Programme. Hartlepool received £8.4m in the first phase and this money will be used to build a new primary school to replace the existing school at Jesmond Road with the surplus money being invested in the refurbishment of key aspects of Rossmere Primary School.
- 6.5 Based on current pupil projections the Local Education Authority is confident that there are sufficient secondary school places available across the town to accommodate the expected population growth arising from the proposed housing sites within the Core Strategy. Every year the local authority reviews the arrangements on admission numbers for schools. The local authority takes into account pupil projections, parental preference and net capacity of the schools and from this then set the admission limits. At this point the local authority also reviews current admission zones and criteria to decide whether they remain suitable for effective education provision. These can both be changed following consultation. The local authority prepares draft proposals and then consults the public on them 18 months prior to a child's admission to school.

- 6.6 Over the Core Strategy period, unless new funding becomes available through the Government for investment in the schools, it will be important that the Core Strategy takes account of the implications and pressures that new developments will put onto existing schools and ensures that funding towards school improvements is secured as part of any new developments.
- 6.7 On major developments the need for new schooling provision will be determined on a case by case basis and will take into account spare capacity in existing schools. In cases where a new school is to be provided on site, the developer will normally be expected to set aside sufficient land to construct the educational facilities to the Borough Council's design and specification. Developer contributions will also be required towards build costs of new schools or extensions/improvements to existing schools. On assessment of the housing sites contained within the Preferred Options Core Strategy it is considered that only the south west extension will be required to safeguard land for a new primary school. The Borough Council will work with the developer to ensure a suitable site is safeguarded with sufficient space to accommodate the new school. Pupil numbers in the new development will need to be carefully monitored to ensure that if needed the school is brought forward at the appropriate point in time.
- 6.8 Current predictions in relation to the provision of an additional secondary school over the plan period suggest that there are sufficient places available within existing secondary schools to cope with the overall demand from the proposed housing developments across the Borough. It is anticipated that developer contributions will however be needed, along with additional forms of educational funding, to ensure that existing secondary schools receive adequate investment to cope with the additional demands and pressures from developments and to enable the schools near to developments to provide a good standard quality of education for their pupils.
- 6.9 There are currently sufficient Children's Centres in Hartlepool to offer services to all children under 5. The birth rate is constantly monitored to ensure that the number of Children's Centres is appropriate to the under 5 population. The likely direction for Children's Centres in the future is to focus services in areas of need therefore the needs of each individual community will be monitored to ascertain the level of service. It is unlikely that any new development in the south of the town will be identified as disadvantaged therefore it is unlikely there will be a need to focus services in that area, although this position will be kept under review.
- 6.10 Further education provision in Hartlepool has seen major investment over the past few years with the College of Further Education receiving over

£50m for a complete rebuild which will help the College continue to attract pupils from not only Hartlepool but across the Tees Valley and South West Durham. Hartlepool Sixth Form College and the Cleveland College of Art and Design further compliment this post 16 further education offer within the town.

## **7.0 Health provision**

- 7.1 The local Primary Care Trusts (Hartlepool and Stockton on Tees Teaching) together with North Tees and Hartlepool Foundation Trust, have been strategically planning investment within the Health system in the local area. A consultation document, Momentum: pathways to care was published on the 2nd June 2008. This looked at provision of facilities within Hartlepool and Stockton and also parts of Durham County.
- 7.2 The main aims of the strategy involve looking at providing health facilities as close to home as possible with only services which need to be provided in hospital taking place there. The strategy looks at a network of facilities located where care can be provided through a home visit, at health centres, at an integrated care centre and in hospitals, and will work within the ethos set out in the 'Putting People First' programme<sup>8</sup> which includes:
- The introduction of personal budgets for those who receive funded care.
  - Reward schemes for high quality care homes, home care and day services.
  - Increased support for older peoples health and well-being.
  - Improved community services.
- 7.3 The document Momentum: pathways to care identified that facilities would be delivered within the area as follows:
- Enhanced provision of services within people's homes.
  - Enhanced GP and health centre services within easy access to local populations
  - The establishment of integrated Health Care Centres in central locations such as the new facility on Park Road in Hartlepool. These centres will contain a variety of services, based on population need. Such centres are expected to include minor surgical facilities, diagnostics and consultant-led out-patient care. They also provide an opportunity for some health, community and social care provision under one roof.
  - A proposed new hospital to serve Hartlepool, Stockton and parts of Easington and Sedgefield.
- 7.4 The hospital proposal, located on the Wynyard Business Park, received planning permission in 2010. However government funding was subsequently withdrawn and this has left the Trust in a position of having to look at the potential scaling back of the plans to reduce costs and

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<sup>8</sup> Putting people first: a shared vision and commitment to the transformation of adult social care – December 2007

identify alternative funding sources. However, whilst delivery mechanisms are still being investigated for the new hospital, it is anticipated that Hartlepool Hospital will remain open, providing a valuable service for the people of the town.

- 7.5 There is a wide range of other health care within the town, including the following:
- One Life Centre on Park Road
  - A GP led Health Centre on Victoria Road
  - 18 other surgeries / medical centres across Hartlepool which provide a wide range of services.
  - 11 dentists practices across the town.
  - 20 pharmacies
  - 9 opticians; and
  - a range of other more specialist facilities currently run by the Hartlepool Primary Care Trust.
- 7.6 A PIONEERING scheme to provide a wide range of health and social care services to people in Hartlepool also looks set to be rolled out across the town. Connected Care works alongside the social enterprise Who Cares (NE) delivering a raft of support services. These include a Benefits and Welfare Advice Service, a Time Bank where people share their skills, a Handyperson Repair service and the Supporting Access to Independent Living Services (SAILS) which provide a range of practical services to assist people who have disabilities or who are vulnerable to live safely in their own homes.
- 7.7 A range of other assistance is on offer including help with meals, shopping, tidying gardens, dog walking, home visits and a call-back / checking service. Last winter, during the severe weather, Connected Care cleared paths and driveways to minimise the risk of people falling on the ice.
- 7.8 Several independent evaluations of Connected Care, including a major review by Durham University, have all been positive and feedback from people using the services is excellent. Connected Care has been funded by the Department of Health (DoH) as a pilot project involving partners including Hartlepool Borough Council, the Primary Health Trust and Housing Hartlepool (a locally registered social housing provider). Work is currently underway with the London School of Economics to complete a cost-benefit exercise in respect of the financial efficiencies that Connected Care can achieve for a whole range of organisations through its early intervention practices. It is hoped that funding will be secured to continue this project in the future across the whole town.

- 7.9 As the town continues to grow over the coming years it is likely that further health care provision will need to be established in the areas of large new housing development. In particular the south west extension at Claxton is likely to require new health care facilities to be developed as part of the local centre within this development. This will ensure that current services do not become stretched as a result of pressure from the new housing development.

## **8.0 Provision of utilities**

8.1 Throughout the preparation of the Core Strategy various key utility providers have been contacted as part of the ongoing consultation process. It is considered that if an issue or problem related to one of the utilities was of such a scale that it could not be appropriately dealt with as part of the development and would put such costs or constraints on a development as to make it unviable, then that proposal would be taken out of the Core Strategy.

### **Gas and Electric Provision**

8.2 The Energy White Paper<sup>9</sup> makes clear that UK energy systems will undergo a significant change over the next 20 years. To meet the goals of the White Paper it will be necessary to revise and update much of the UK's energy infrastructure during this period. There will be a requirement for:

- An expansion of national infrastructure (e.g. overhead power lines, underground cables, extending substations, new gas pipelines and associated installations).
- New forms of infrastructure (e.g. smaller scale distributed generation, gas storage sites). Transmission pipelines and overhead lines were originally routed in consultation with local planning authorities and designed to avoid major development areas but since installation much development may have taken place near our routes.

8.3 National Grid is required to be consulted on the following issues:

- Any policies relating to overhead transmission lines, underground cables or gas pipeline installations
- Site specific allocations/land use policies affecting sites crossed by overhead lines, underground cables or gas transmission pipelines
- Land use policies/development proposed adjacent to existing high voltage electricity substation sites and gas above ground installations
- Any policies relating to the diverting or undergrounding of overhead transmission lines
- Other policies relating to infrastructure or utility provision
- Policies relating to development in the countryside
- Landscape policies
- Waste and mineral plans

8.4 In addition National Grid also asks to be consulted by developers and local authorities on planning applications, which may affect their assets. The aim in this is to ensure that the safe and secure transportation of electricity and gas is not compromised by new developments.

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<sup>9</sup> The Energy White Paper – Meeting the Energy Challenge – May 2007



#### Electricity distribution and transmission

- 8.5 National Grid, as the holder of a licence to transmit electricity under the Electricity Act 1989, has a statutory duty to develop and maintain an efficient, co-ordinated and economical transmission system of electricity and to facilitate competition in the supply and generation of electricity. National Grid operates the national electricity transmission network across Great Britain and owns and maintains the network in England and Wales, providing electricity supplies from generating stations to local distribution companies. National Grid's high voltage electricity system, which operates at 400,000 and 275,000 volts, is made up of approximately 22,000 pylons with an overhead line route length of 4,500 miles, 420 miles of underground cable and 337 substations. Separate regional companies own and operate the electricity distribution networks that comprise overhead lines and cables at 132,000 volts and below. It is the role of these local distribution companies to distribute electricity to homes and businesses.
- 8.6 To facilitate competition in the supply and generation of electricity, National Grid must offer a connection to any proposed generator, major industry or distribution network operator who wishes to generate electricity or requires a high voltage electricity supply. Often proposals for new electricity projects involve transmission reinforcements remote from the generating site, such as new overhead lines or new development at substations. If there are significant demand increases across a local distribution electricity network area then the local network distribution operator may seek reinforcements at an existing substation or a new grid supply point. In addition National Grid may undertake development works at its existing substations to meet changing patterns of generation and supply.
- 8.7 National Grid's high voltage electricity overhead transmission lines / underground cables within Hartlepool Borough Council's administrative area that form an essential part of the electricity transmission network in England and Wales include the following:
- 4TH line – 275kV route from Hartlepool substation in Hartlepool to the ZZA line
  - 4TG line – 275kV route from Hartlepool substation in Hartlepool to the ZZA line
  - YYJ/N line – 400kV route from Norton substation in Stockton on Tees to Saltholme substation in Stockton on Tees
  - ZZA line – 275kV route from Hawthorn Pit substation in Durham to the 4TH and 4TG routes and onto Saltholme substation in Stockton on Tees, via Hartmoor substation in Hartlepool
- 8.8 The following substations are also located within the administrative area of Hartlepool Borough Council:

- Hartmoor substation – 275kV
- Hartlepool substation – 275kV

#### Gas Distribution and Transmission

- 8.9 National Grid also owns and operates the high pressure gas transmission system in England, Scotland and Wales that consists of approximately 4,300 miles of pipelines and 26 compressor stations connecting to 8 distribution networks. National Grid has a duty to develop and maintain an efficient co-ordinated and economical transmission system for the conveyance of gas and respond to requests for new gas supplies in certain circumstances.
- 8.10 New gas transmission infrastructure developments (pipelines and associated installations) are periodically required to meet increases in demand and changes in patterns of supply. Developments to the network occur as a result of specific connection requests e.g. power stations, and requests for additional capacity on the network from gas shippers. Generally network developments to provide supplies to the local gas distribution network are as a result of overall demand growth in a region rather than site specific developments.
- 8.11 National Grid does not supply gas, but provides the networks through which it flows. Reinforcements and developments of their local distribution network generally are as a result of overall demand growth in a region rather than site specific developments. A competitive market operates for the connection of new developments.
- 8.12 National Grid has the following gas transmission assets located within the administrative area of Hartlepool Borough Council:
- Pipeline Feeder Detail
- 2471 13 Feeder Cowpen Bewley / Bishop Auckland
- 8.13 Northern Gas Networks owns and operates the local gas distribution network in Hartlepool Borough Council's administrative area.
- 8.14 In relation to the future development of Hartlepool and developments proposed within the Core Strategy Preferred Options Document National Grid highlighted the following specific issues:
- The potential Eco Industrial Zone and safeguarded site for a potential nuclear power station are both in the locality of National Grid's high voltage 4TH and 4TG lines routed via Harlepool substation pass through this area. National Grid do not object to future redevelopment of this area, but made the following comments:  
 “- National Grid does not own the land over which the overhead lines cross, and it obtains the rights from individual landowners to place

equipment on their land. Potential developers of the sites should be aware that it is National Grid policy to retain our existing overhead lines in-situ. Because of the scale, bulk and cost of the transmission equipment required to operate at 400kV National Grid only supports proposals for the relocation of existing high voltage overhead lines where such proposals directly facilitate a major development or infrastructure project of national importance which has been identified as such by central government. Therefore we advise developers and planning authorities to take into account the location and nature of existing electricity transmission equipment when planning developments.”

- National Grid prefers that buildings are not built directly beneath its overhead lines. This is for two reasons, the amenity of potential occupiers of properties in the vicinity of lines and because National Grid needs quick and easy access to carry out maintenance of its equipment to ensure that it can be returned to service and be available as part of the national transmission system.
- The statutory safety clearances between overhead lines, the ground, and built structures must not be infringed. To comply with statutory safety clearances the live electricity conductors of National Grid’s overhead power lines are designed to be a minimum height above ground.
- National Grid seeks to encourage high quality and well planned development in the vicinity of its high voltage overhead lines. Land beneath and adjacent to the overhead line route should be used to make a positive contribution to the development of the site and can for example be used for nature conservation, open space, landscaping areas or used as a parking court.

### **Provision of Energy from Renewable and Decentralised Sources**

- 8.15 Renewable energy, which covers energy flows that occur naturally and repeatedly in the environment can include energy from wind, the fall of water, the movement of the oceans, heat from the sun and also biomass and they can help provide clean energy for the UK and reduce Co2 emissions that are associated with electricity from coal gas and oil. Hartlepool is already helping the country meet its UK targets with the existing three wind turbines that are located within the Borough at High Volts and the five permitted but as yet unimplemented turbines at Red Gap.

8.16 The Energy White Paper<sup>10</sup> emphasised the fundamental importance of planning in delivering sustainable development, in making a contribution to a prosperous economy and to a high quality of life. The Paper sets out national targets to reduce greenhouse gasses by 12.5% below 1990 levels over the period 2008-2012. The Government also set targets that specifically relate to renewable energy generation, as set out below:

- At least 10% renewable electricity to be generated from renewable sources by 2010
- 20% renewable electricity by 2020
- 40% renewable electricity by 2060

The planning system must support the delivery of the timetable for reducing carbon emissions from domestic and non-domestic buildings.

8.17 The Climate Change Act<sup>11</sup> enhances the UK's ability to adapt to the impact of climate change. The Act sets out that, UK targets to reduce carbon dioxide emissions through domestic and international action are as follows:

- at least a 34% by reduction by 2020 and
- at least a 80% reduction by 2050, against a 1990 baseline

8.18 Inevitably growth and development in the Borough will bring more people into the Borough which could in turn increase CO<sub>2</sub> emission through an increase in traffic movements and an increased use of non renewable resources. To help achieve these ambitious national targets measures should be put in place on all new major developments to help reduce the level of non renewable resources used by stating that developers should seek to provide an energy supply from decentralised and renewable or low carbon sources where viable. This requirement should not overburden developers to the extent that they affect the viability of development, however, the ten per cent requirement set is considered an acceptable figure as it may add little cost to overall development costs and can have a significant impact on helping the Borough meet the UK CO<sub>2</sub> emissions reduction target.

#### **Infrastructure for Water Provision, Drainage and Sewerage.**

8.19 Northumbrian Water Limited (NWL) and Hartlepool Water are the main organisations responsible for this area of infrastructure within the Borough. NWL and Hartlepool Water are both consultees in the development of the Core Strategy. Both companies were also consulted during the preparation of the Strategic Housing Land Availability Assessment (SHLAA)<sup>12</sup> where they made comments in relation to the assessed sites potential to be developed having regard to the infrastructure in the locality to the site.

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<sup>10</sup> Energy White Paper - Meeting the Energy Challenge (2007)

<sup>11</sup> The Climate Change Act (2008)

<sup>12</sup> Hartlepool Strategic Housing Land Availability Assessment (March 2010)

- 8.20 In terms of infrastructure, land should be capable of being adequately served with:
- An adequate water supply system
  - Adequate surface and foul mains drainage
  - Easily accessible Utility Services
- 8.21 Hartlepool Water is responsible for ensuring that the homes and businesses of the town are supplied with clean drinking water from its groundwater network of eighteen boreholes which are connected to treatment works and storage tanks near Dalton Piercy. The company must ensure that the system is capable of meeting peaks in demand and is reliable and as such they operate approximately ten emergency generators to keep the water flowing. The system of water mains is around 700km in length with pipes ranging from 700mm to 50mm in diameter. When new developments happen they will need to link into these existing systems.
- 8.22 In Hartlepool it is the responsibility of NWL to provide the systems and infrastructure to deal with the foul and surface water. The developed areas of Hartlepool have mainly combined sewerage systems dealing with foul and surface water (SW) drainage in the same pipes. The sewerage system is largely pumped by a number of stations and, from a sustainability point of view, the pumping of SW has energy costs and an environmental impact from storm overflows.
- 8.23 In relation to NWL's sewerage capacity in the main settlement and the Core Strategy Preferred Options new housing development "within the urban area on suitable brownfield sites" and the employment locations to be retained to the south of the main urban area, further development in or on the edges of these urban areas will add to the loads on the pumping stations from increased foul flows. Regardless of which preferred options are chosen, NWL have therefore advised that all opportunities should be taken in any new developments in these developed areas of Hartlepool to avoid the discharge of SW to the sewerage system.
- 8.24 However in relation to the expansion westwards NWL has some concerns about the operational water and sewerage infrastructure requirements required to serve these extensions. NWL have acknowledged the preferred locational strategy for these new housing developments and is finalising its review of the proposed location and amount of development in relation to its water and sewerage capacity. Liaison between NWL, the Council and developers will be required at an early stage to establish the future phasing and quantum of development envisaged in the Core Strategy.

- 8.25 In relation to the proposed extensions at Hart and Elwick for housing development, NWL generally support the intention to meet the rural hinterland's future housing needs by focussing small scale development in these two villages. NWL will be consulted on any plans that come forward for these two villages. NWL has also stated that the preferred option will also reduce development pressures in Greatham, which is served by its own small Sewage Treatment Work which has only limited existing capacity. Foul flows from Newton Bewley and Dalton Piercy are pumped to Billingham and Seaton Carew Sewage Treatment Works respectively.
- 8.26 In relation to its sewerage operations, sewage flows from the area of Wynyard north of the A689 and west of Wynyard Business Park the area remains un-serviced by any sewerage infrastructure and would require major investment in order to ensure that any future development in this area are serviced by sewerage infrastructure.
- 8.27 The area of Wynyard south of the A689 road sewage is pumped to Billingham Sewage Treatment Works (STW). Depending on the location of the further 100 new executive dwellings, investment to upgrade the stations may be required.
- 8.28 In respect of water supply, NWL only supply potable water to the Wynyard area of the Borough. Hartlepool Water also supply potable water to part of Wynyard. The existing area supplied by NWL from the Wynyard booster has limited spare capacity. Future residential and employment developments will therefore require major upgrade to the existing potable water infrastructure to supply Wynyard, Wynyard Business Park and/ or North Burn. As a result, NWL requires greater clarity on the intended quantum and phased delivery of future development at Wynyard to allow the Company to assess the longer-term proposals for the Wynyard area more accurately with a view to establishing the level of infrastructure needed to necessitate the future quantum of development and how this investment could be achieved.
- 8.29 NWL has also stated that should proposals to develop an eco-village come forward, potentially including a mix of uses, it is concerned that potential alternative uses for the Wynyard and North Burn employment sites could significantly increase the demand for sewerage and water services than has been allowed for in the current use. NWL has, therefore, requested close liaison at the earliest possible stage to discuss any proposed alternative uses at Wynyard as these will have to be considered carefully in terms of their impact on water and sewerage system capacities. The local authority supports this approach.

### **Nuclear Power**

- 8.30 Hartlepool has been shortlisted by the Government as a potential location for a new nuclear power station in the future. As such the Council is obliged to safeguard an area of land for this possible future development. Within the Preferred Options stage of the Core Strategy the Council has safeguarded land adjacent to the current Power Station for this possible future development.
- 8.31 A major development on this scale will clearly bring with it major infrastructure needs which will need to be met by the developer. At present these requirements are difficult to quantify but would be likely to include:
- a. Water supply  
Sources of water for construction phase and for cooling and other services during operation of the plant should be acceptable from quantity and quality points of view.
  - b. Power supply  
Power supply during construction and operation is often provided through the regional grid and supplemented by standby and emergency power supply systems. Substations are needed to provide the required voltages during the construction and operation phases of the plant.
  - c. Transport/Access  
It will be necessary to survey the access roads and railways to the site in order to determine if the width of the roads, radius of the bends and the clearance under bridges and through tunnels are adequate for the heaviest, widest, longest and tallest pieces of equipment which have to be delivered by road. The location of the Graythorp Dock is likely to be of benefit in the construction of the power station as it is capable of receiving and handling very heavy loads needed to utilize delivery of large equipment by water.
  - d. Micro earthquake monitoring station  
The seismic hazard study determines the maximum ground motion parameters under the largest potential earthquake with sufficiently low probability of occurrence for the site. A number of micro earthquake monitoring stations have to be set up the region of the site for several years in advance of construction to provide data on rock characteristics and attenuation laws. (Given the existence of the current location is this needed?)

e. Meteorological and hydrological station

Site investigation studies require significant meteorological and hydrological data including maximum, basic and mean values for air and seawater temperatures, wind speed and direction, atmospheric pressure, dispersion patterns rainfall, ground water and surface flooding, wave action and tsunamis. Stations for collection and monitoring of this data are required to be put in place for a number of years prior to the approval of the site. (Given the existence of the current location does this already exist?)

f. Coastal Erosion and Flood Defence Improvements

The Seaton Carew Coastal Strategy concludes that the existing defences are not capable of defending the frontage in the future and capital works will be needed prior to construction of this facility.

g. Storage/Disposal of low and medium radioactive waste

At the present time wastes arising from the operations at the power station are dealt with by:

- disposing of low level waste at the Low Level Waste Repository in Cumbria or by high temperature incineration at a facility in Hythe;
- storage of intermediate level waste on site, and
- sending spent fuel to Sellafield, Cumbria for reprocessing.

It is anticipated that waste arising from the operations at a new power station would need to be dealt with at a more local level than at present. Should a new nuclear power station be confirmed at Hartlepool the implications for waste management would be considered at a national level and reflected in a future review of the Minerals and Waste DPD.

h. Spent fuel storage and disposal facilities

In many nuclear plants, the management of spent fuel is carried out in three stages. In the first stage the fuel is stored in pools of water, which are part of the power plant, in order to be cooled off before reprocessing or for transfer to interim storage facilities. In the second stage the spent fuel is either shipped and reprocessed in central facilities (to extract its fissile material for reuse as fuel) or is stored in interim storage facilities within the plant exclusion zone and which are often designed for over 100 years of operational life. The final stage is the permanent disposal of the spent fuel in deep geological formations, which is currently being developed by several countries. The reliability of the interim storage concept provides sufficient time and confidence in the timely commercial deployment of disposal facilities.

i. Special Protection Area (SPA) Mitigation



Given the close proximity of the Teesmouth and Cleveland Coast SPA/RAMSAR the development of the power station may impact adversely on the SPA. If this is the case, mitigation measures will be required.

- 8.32 Over the Core Strategy period it is likely that the existing Nuclear Power Station will need to be decommissioned. This will necessitate infrastructure capable of dealing with the disposal of the materials, both radioactive and non-radioactive, from the existing power station. At this stage British Energy currently anticipate that waste arising from the decommissioning will be dealt with by:
- sending low level wastes to the repository in Cumbria;
  - treating, packaging and storing intermediate level waste on site until a repository becomes available; and
  - storing other radioactive wastes on site until the radioactivity reduces sufficiently for it to be dealt with (e.g. reactor core).

#### **Telecommunications**

- 8.33 Broadband Delivery UK (BDUK) has been set up by the Government to deliver the broadband agenda. The aim is for Hartlepool to have superfast broadband connectivity across the whole Borough. Local authorities and Local Enterprise Partnerships (LEPs) are able to bid for funding from BDUK to improve the availability and speed of broadband across the Borough and wider Tees Valley. The government is seeking to ensure that all businesses in Enterprise Zones that need superfast broadband will have access to it.

## **9.0 Green infrastructure**

- 9.1 The provision of green infrastructure in the Borough is an important element in ensuring not only an attractive environment but also in offering health and recreational opportunities for visitors as well as the towns residents. Green infrastructure can range in size from a small piece of green space or a public garden up to recreational routes and larger parks and areas of natural open space which provide valuable habitat for a range of different species of flora and fauna. A Green Infrastructure Supplementary Planning Document (SPD) will be produced which will guide the development of Green Infrastructure in the town over the plan period and which will complement the strategic aims of the Tees Valley Green Infrastructure Strategy<sup>13</sup>. Some of the key areas/projects which will be included within the Hartlepool Green Infrastructure SPD, and which form elements of the Tees Valley Green Infrastructure Strategy are highlighted below.

### Burn Valley Link

- 9.2 This is a project which would have numerous benefits and which would improve the green infrastructure from the coast through the Burn Valley to Summerhill, Dalton Piercy, Elwick and over the A19 towards the Castle Eden Walkway and Wynyard. The project will involve creating a safe route from the coast, over the main railway line (which would involve re-opening the level crossing) through Burbank and into the Burn Valley.
- 9.3 A steering group has been formed involving Hartlepool residents, Hartlepool Borough Council and the Environment Agency with the intention of improving the quality, quantity of and access to natural green spaces within the most deprived areas in Hartlepool. The intention is also to improve the environmental quality and landscape value of the town's urban green spaces through habitat creation and restoration thereby creating more 'wild places and natural spaces' within easy reach of the urban populace. By making available green spaces on the urban fringe, it is expected that this would encourage people to 'explore' further-a-field and 'discover' the rural areas that are freely available for visits, using public and permissive rights of way.
- 9.4 The project will work to restore habitat and combat environmental degradation by primarily rejuvenating a principal area of green space in the centre of town known as the Upper Burn Valley. This will be used as a hub to build community support for further habitat improvements within other natural green spaces in Hartlepool. The project will see the creation and enhancement of habitat through the extension of the Family Wood, general environmental improvements and resurfacing of paths along with

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<sup>13</sup> Tees Valley Green Infrastructure Strategy 2008

works to the river banks. There are a number of multi-functional benefits of the work within the Burn Valley section of the link as it will enhance biodiversity as well as providing a safer pedestrian and cycle route which will encourage people to exercise and will further enhance the sense of place within the Burn Valley. In economic terms this will allow people from the western areas of the town to access work in the town centre in a sustainable manner.

- 9.5 The Upper Burn Valley will have many uses; in its pre and post rejuvenation stages, opportunities will be given to local people of all backgrounds, ages and abilities to join with the wardens in the delivery of a significant proportion of the soft development/landscaping, on-going maintenance and management of the site. Communities will be given opportunities to gain knowledge, training, qualification and experience to enable them to take ownership of the area, with the intention of them running the site in the future with support from the Local Authority.
- 9.6 Schools and pre-school groups will be encouraged to visit this and other green spaces for educational, health and recreational purposes, as they will be the future conservation stewards of the borough.
- 9.7 The structural works to the Burn Valley Gardens are expected to start in early summer 2011. The budget for the project is £485,362.63 this is made up of an Access to nature grant and funding from Hartlepool Borough Council and the Environment Agency.
- 9.8 As an addition to the core of this project it would be desirable to add some security measures and a car park an additional £100k to £150K would make this possible.
- 9.9 To the west of the Burn Valley, improvements and a new pedestrian / cycle route are proposed which would improve access opportunities to Summerhill for residents and would have a positive contribution to the success of the leisure/tourism facility. Longer term plans could see Summerhill becoming a 'Cycling Station' with cycle hire and associated facilities.
- 9.10 It is proposed that the route from Summerhill would continue further west by upgrading the existing public right of ways (PROW) to Dalton Piercy from footpath to Bridleway status (approx £300k) and Elwick through creating a permissive cycle route alongside the footpath (approx £300k). Detailed designs for the schemes to Dalton Piercy are already complete. In the longer term, the route could continue via a multi user bridge crossing over the A19(T) and continue via existing quiet lanes to the Castle Eden Walkway and link south to the business park at Wynyard.

- 9.11 When complete, this infrastructure would create a continuous route between National Cycle Route 1 and Route 14. It would link the coast to the rural area via Hartlepool's urban area, Burn Valley Gardens and Summerhill Woodland Park.

#### Links with Saltholme

- 9.12 Over the past few years Hartlepool has endeavoured to improve its coastal foot and cycle paths with the vision of having an attractive and safe coastal route running the length of the coast. One area where the route needs to be improved is in the south of the town from Seaton Carew down to the boundary with Stockton. This route is seen as critical to offer residents and visitors the opportunity to access Saltholme International Nature Reserve in the south.
- 9.13 It is proposed to develop a network of routes in this area including a route from Greatham Village along an existing public right of way following the Conoco-Philips bund (alignment of route being discussed with INCA and RSPB) to Greatham Creek (approx £300k). A further link could provide a route from Greatham Village to Graythorp and the southern industrial areas, linking with land at Brenda Road / Seaton Walkway (approx £400k). Outline design work is complete for part of this route.
- 9.14 At the southern part of this link where it meets Greatham Creek it is likely that a new pedestrian and cycle bridge may be needed to segregate them from the road traffic – this could possibly be built using the old piers that still exist. However after this point, as you cross into Stockton, the alignment of the route becomes more problematic as the verge along the Tees Road is too narrow to create a footpath/cyclepath. Joint working with Stockton Borough Council and landowners will be needed to plan the route. An initial meeting has taken place between HBC, Stockton BC and a representative from INCA to discuss these issues to ensure that there is co-ordination in the approach.
- 9.15 There would be numerous benefits resulting from this scheme most notably it would create the safe route to Saltholme that currently does not exist given the levels of traffic on Tees Road. It would also have the benefit of enabling the employees of the many industries in this area to travel in a sustainable and safe manner to work.

#### North Hartlepool – Steetley and the coast

- 9.16 Steetley has been derelict now for a number of years and the remains of the industrial site have a major negative impact on the appearance of the area, especially when coming into the town by train or along the coastal access path. The site has a planning permission to create a new housing estate of more than 450 homes.

- 9.17 This project will involve works around the Steetley site and along the coast in both directions. The creation of a coastal access path from the Headland, along the coast, crossing Hartlepool Golf Course and adjacent to the rail line, linking into the Hart to Haswell walkway and Crimdon Dene to the north (approx cost £500k). This route is part of the North Sea Cycle Route and if this section can be completed would create an integral part of the route along the Hartlepool coast line. This route will continue past the Steetley site, with this section being funded through a Section 106 Agreement linked to the development of the site, and will link up with the existing section that runs to the Headland via the lower promenade. A feasibility study has been completed on this route.
- 9.18 Other improvements to the green infrastructure within this area would involve investment into the Nicholson's Field allotments and surrounding area. These works would greatly improve the perception that people have as they enter the town by train. The ongoing development of the North Linnear Park offers a good opportunity to improve the green corridors and spaces within the northern area of town including links to the west of the Central Estate which links the area to the north with Marina Way in the south. The Borough Council is already looking to undertake a tree planting scheme to enhance this area.
- 9.19 In the long term these routes and green spaces would be adopted by Hartlepool Borough Council who would maintain and upgrade them when necessary.

#### Western Greenway Route

- 9.20 This scheme entails the creation of a continuous cycleway/walkway from around the urban/rural fringe of the borough from Hart to Haswell Walkway in the north to Greatham Village in the south. The provision of the entire route would require the delivery of three schemes. The first is to provide a link from the Hart to Haswell Walkway to Hart Village (£500k). The second is to provide a safe link via an underpass crossing of the A179 (approx £100k). The upgrade of existing Public Rights Of Way from Dalton Piercy to Greatham provides the final link (approx £400k). The remainder of the route uses existing highway.

#### Green Infrastructure between the town centre and The Marina

- 9.21 Currently the quality of green infrastructure between the town centre and the Marina is quite poor. The pedestrian routes are also very poor, simply channeling people over the main road bridge at which point there are no clear desire lines or particularly well distinguished routes to access the marina.
- 9.22 This scheme would look at creating attractive and safe green routes which would help to link these two areas in the future. It is considered that

improvements in this area would provide a much more attractive location which in turn would help to attract further inward investment into the town in the future.

- 9.23 HBC commissioned consultants to prepare a Framework for the regeneration of the central areas. Completed in 2008, the Central Areas Investment Framework identifies a range of measures aimed at improving the performance of the town centre. These included the development of an innovation and skills quarter, attractors of new businesses, improvements to the public realm and improving connections between the town centre and surrounding sites, particularly Hartlepool Marina.
- 9.24 These improvements would meet a number of spatial priorities of the Tees Valley GI Strategy in that it will improve integration of the town centre with other commercial and leisure developments within the marina. It is also likely that the works will improve the environment around the rail line in the town centre therefore contributing towards the aims of Hartlepool's Railway Approaches Strategy.
- 9.25 No costs or schemes have currently been drawn up for this area, however it is seen as a priority and, funding permitting, will be implemented within the plan period.

#### Green infrastructure Improvements within the Southern Business Zone

- 9.26 The Southern Business Zone is the industrial corridor of Hartlepool with 15 of the town's 19 industrial/business parks falling in the area. The area is home to approximately 170 companies that employ in the region of 5,000 people. The area is widely considered as the key employment zone of Hartlepool.
- 9.27 The Southern Business Zone covers an area of 176ha. There has been some investment in refurbishing existing properties on some estates due to regeneration schemes i.e. Usworth Road through SRB and Longhill/Sandgate through NDC. However there has been a general lack of investment in the area from both the private and public sectors. This had led to the overall decline of the area in general and provided the basis for the negative perceptions and the other problems such as crime etc.
- 9.28 The Council believes that there is great potential in the Southern Business Zone to create significant additional jobs. Furthermore there is also a belief that improvements to the area will increase the local business stock by significant levels to narrow the gap with the regional and UK average.
- 9.29 It is considered that environmental improvements in the Southern Business Zone would contribute greatly to the green infrastructure within the town and will help to attract further inward investment.

- 9.30 One major piece of green infrastructure proposed within this Southern Business Zone is a new green wedge on the former employment site at Golden Flatts. This site, covering 50 acres, has been included within the Core Strategy as a green wedge at the Preferred Options stage. This area is already grass land and has horses grazing on it although at the moment public access is limited to a couple of informal footpaths. It is considered that this site has the potential, if correctly planned, to reduce flooding risk on adjacent employment sites, making them more easily developable. It is planned that tree planting, ponds, childrens play, public footpaths and car parking will be among the features delivered on this site. It is likely that this will be a project that the Local Authority will look to develop at an early stage of the Core Strategy period and will rely on a variety of sources such as Forestry Commission grants to fund it. Section 106 contributions for green infrastructure over the plan period will also be directed towards the site where there is an identifiable link with the development.
- 9.31 This area would require a range of different elements of new green infrastructure to be developed, some of which includes the links mentioned within the Links to Saltholme section. The Borough Council will endeavour to ensure that new green infrastructure is delivered in this area in association with new developments that come forward over the plan period.

Environmental Improvements to the North Cemetery Green Space.

- 9.32 North Cemetery in Hartlepool is located to the north of the town centre and directly south of the North Central Housing Renewal Area in Hartlepool.
- 9.33 North Cemetery is a large area of green space which covers approximately 12.6 hectares. The whole of the site area is in the ownership of the Borough Council.
- 9.34 The cemetery is of particular value to the local community as it is surrounded by areas of dense terraced housing with few attractive open spaces. However, the cemetery is currently under-utilised as an open space, suffering from a degree of anti social behaviour and a perceived fear of crime which discourages legitimate users.
- 9.35 In the wider context of the site, there are a number of major regeneration works taking place, which are bringing substantial investment to the area. Two major housing regeneration schemes on the north and south boundaries of the Cemetery are being built and a further scheme is planned to the east of the cemetery. Key issues for improving the North Cemetery include:
- community safety,
  - environmental improvements,

- action to improve the biodiversity,
- boundary treatments,
- management and long term sustainability,
- relationship with the surrounding regeneration works,
- sensitivity around keeping part as a working cemetery whilst encouraging public use, and
- how the cemetery could be used as an educational resource.

- 9.36 HBC has currently invested £15,000 to create a masterplan to help address the above issues and to ensure that North Cemetery has a multi-functional future. This work has been undertaken in partnership with the Friends of North Cemetery and other community groups.
- 9.37 As part of the masterplan study, a comprehensive public consultation programme was undertaken. This identified considerable opportunities to improve what the site has to offer the community in terms of access, recreation, and biodiversity. Combating anti-social behaviour and improving community safety were also identified as key issues to improve the overall attraction of the cemetery. Issues such as safe access, boundary treatment and visual surveillance in and out of the site were all consultee concerns which have been addressed by the masterplan.
- 9.38 The masterplan proposals include the provision of a more accessible, enhanced green space for the existing community and for the significant area of new housing under development. The proposed access improvements and efforts taken to address security and safety issues will also alleviate public perceptions of 'fear of crime', which has a detrimental impact on casual and recreational use of the area. The masterplan has been designed so that individual elements can be phased as funding permits.
- 9.39 In addition, the masterplan proposals seek to protect and enhance site biodiversity and habitat value, both of which will also help make the area more appealing to visitors. Such environmental enhancements, when coupled with access and infrastructure improvements (such as new gateway schemes and footpath rationalisation) will also contribute to the feeling of place in this area, located as it is, within proximity to a number of key regeneration sites.
- 9.40 HBC has also been undertaking work to improve the biodiversity and habitat value of the cemetery over a number of years under the guidance of the Council Ecologist. Completion of the Borough Tree Strategy also highlighted that the existing cemetery woodland cover is all of a similar age, which was likely to be nearing the end of its life in the next 50 years. Tree planting activities using multi-aged replacement stock have, therefore, taken place with local schools. New trees have been planted



within controlled areas where the grass has been allowed to grow, stimulating an increase in biodiversity and species numbers amongst wildlife and wildflowers.

## **10.0 Coastal and Flood Defences**

- 10.1 Planning Policy Statement 25 (PPS25) relates to development and the constraint of flood risk, with its overarching aim of avoiding development in flood risk areas. This is achieved through PPS25 by the sequential approach to land allocation, meaning that development should be firstly avoided in flood risk areas wherever possible before considering the vulnerability of development planned or possible mitigation measures. The sequential approach is governed by two tests; the Sequential and Exceptions Test. The consideration of flood risk to people and development must be considered by the LPA at the earliest stage of spatial planning decisions and these tests allows this process to be transparent and affective.
- 10.2 In order to carry out these tests, a coherent understanding of flood risk is needed at a local level. Strategic Flood Risk Assessments (SFRAs) offer this local level of understanding. A Level 1 SFRA was conducted which provides the foundation of an evidence base of what the flooding issues in Hartlepool are. It was based purely on the collation of existing flood risk information. Hartlepool completed its SFRA in May 2010.
- 10.3 A SFRA level 2 was commissioned to look at the implications for flood risk in more detail in sites identified as being in areas of high flood risk. This Level 2 SFRA focuses on providing greater detail for those sites shown to be at high risk of tidal flooding, between the Tees Estuary and Seaton Carew and for the high risk of fluvial flooding at the Hartlepool Hospital and Oakesway Industrial Estate sites. The Level 2 SFRA has also undertaken a more detailed assessment and confirmation of Critical Drainage Areas (CDAs).
- 10.4 The report gives us a much clearer picture of what the extent of the flooding issues are and will help to bring forward development sites including Seaton Carew and Oakesway. It will also form part of the basis of a future surface water management plan.

### **Coast Protection Studies – Seaton Carew**

#### **Shoreline Management Plan**

- 10.5 In 2007 a second generation Shoreline Management Plan (SMP2) was produced for the North East Coastal Region covering the length of coastline from the River Tyne to Flamborough Head. This plan built on and developed the original SMP which was adopted by HBC in 1999. These plans provide a high level assessment of the risks associated with coastal evolution and present a policy framework for the future. A major aim of the plan is to reduce the threat of flooding and coastal erosion to

people and their property and make prioritised recommendations for more detailed Strategy Studies.

#### Seaton Carew Coastal Strategy Study

- 10.6 An outcome of the SMP 2 is the ongoing development of an Environment Agency funded, 'in depth' Strategy Study covering the coastline from Newburn Bridge to the Tees Estuary. During the early stages of the production of this study it became obvious that urgent works were required for the portion of coastline fronting the northern end of Seaton Carew. A detailed report was produced and submitted to the Environment Agency who granted funding of circa £1.6M for the construction works to upgrade these sea defences.
- 10.7 A further report is in the process of production to attempt to secure funding for the second phase of works from Station Lane to the Coach Park in Seaton Carew. The anticipated costs will be circa £4M.
- 10.8 Subject to the outcomes of the Strategy Study further reports will be produced to attempt to secure funding for any additional works required to the frontage to the south of Seaton Carew.

#### Headland Strategy Study Review

- 10.9 The Council are currently in the process of reviewing the coastal strategy developed in 2000 covering the frontage from Crimdon down to Newburn Bridge. This review commenced in Jan 2011 and is due to last 1 year. It is expected that the study will produce a management plan for coastal and flood defence into the future which will identify short term priorities for capital works over the frontage.

#### **Hartlepool Surface Water Management Plan (SWMP)**

- 10.10 In March 2010, DEFRA published the 'Surface Water Management Plan Technical Guidance'. This publication takes into account the findings from the six DEFRA funded first generation SWMP's and is aimed at steering local authorities towards meeting the requirements of both the Floods and Water Management Act and the Flood Risk Regulations based on the recommendations presented within the Pitt Review.
- 10.11 After the submission of an Early Action Bid, HBC were successfully awarded DEFRA grant funding to develop the Surface Water Management Plan. Consultants have been commissioned to undertake the Surface Water Management Plan; and it is anticipated that the study will be completed in late autumn 2011. The PFRA (Preliminary Flood Risk Assessment) is now complete and concludes that there are no significant risk areas within Hartlepool and therefore Hazard and Risk Maps and Management Plans are not required. This report is with the EA to be

forwarded to Europe and a report discussing the conclusions will be presented to Cabinet shortly.

- 10.12 The Surface Water Management Plan for Hartlepool will provide an understanding of the mechanisms of surface water flooding and propose mitigation measures, which can provide the evidence base to fulfil the requirement for Flood Risk Management Plans under the Flood Risk Regulations (2009).

## 11.0 Landfill and Waste

- 11.1 The Joint Tees Valley Minerals and Waste DPD's set out the spatial planning framework for guiding the development of minerals and waste facilities and operations. They have been prepared jointly by the five Tees Valley authorities and are expected to be adopted in September 2011. These DPDs cover all issues relating to landfill and waste in relation to the Borough development plan.
- 11.2 The Minerals and Waste DPDs comprise:
- (i) Joint Minerals and Waste **Core Strategy** Development Plan Document, which comprises the long-term spatial vision and overarching primary policies needed to achieve the strategic objectives containing the overall strategy and generic development policies for minerals and waste developments in the Tees Valley. The Core Strategy DPD will provide a coherent spatial strategy until 2026;
  - (ii) Joint Minerals and Waste **Policies and Sites** Development Plan Document with Proposals Map. This will identify specific minerals and waste sites and provide a Valley Joint Minerals and Waste Core Strategy.
- 11.3 An 'Infrastructure Strategy' was prepared as a background evidence paper (No 7) in May 2010 . This demonstrates how existing and planned infrastructure, such as roads and railways, will be able to accommodate anticipated minerals and waste developments over the plan period.

## Appendix 1 – Bus Services within Hartlepool including Core Routes

Services 1, 6, 7 and 36 are the core routes within Hartlepool. (NB Service 1 no longer runs on a Sunday or an evening, and on an evening Services 6 and 7 only run on a Friday and Saturday.)

### welcome...

It's so easy using the bus in Hartlepool. There are frequent buses all across the area, whether your journey is to work, the shops or for leisure. Whether you are in Seaton Carew or St. Patrick's, High Tunstall or the Headland, we've got it covered. As well as local services in Hartlepool, we can also take you direct to Middlesbrough or Stockton too! Just go to the bus stop and raise your arm when you see the bus approaching. Pay the driver when you get on using cash, or show your pass.

- 1 journey planner**

On this leaflet, there is a journey planner that shows the buses we run in Hartlepool. Don't forget, if there is no direct service, it is always possible to make your journey by changing buses.
- 2 how often around the town**

On the other side of this leaflet there is a guide which shows how frequently our reliable buses run.
- 3 daytime & sunday/evening services**

Our wide network of services is also shown on the other side of this leaflet. It shows all the bus routes that we run, and is colour-coded for easy reference. The large numbers are the route numbers shown on the front of the bus. There is one map for daytime services and one for evening and Sunday services.
- 4 where to catch your bus in the town centre**

There is also a bigger map of Hartlepool town centre, which shows you where to board your bus on the way back home.
- 5 tickets to go**

We also have a range of tickets designed to cut the cost of travelling. Have a look - it can also remove a lot of hassle looking for change.

**your nearest stop**

It is not possible to show clearly on these maps the exact location of every bus stop. To find where your nearest bus stop is, please call 01429 267082.

### tickets to go

Buy them from the driver - change given.

**megarider**  
**£8.50** for 7 days' travel.  
Unlimited travel on all Stagecoach buses within the Hartlepool area. Please see map overleaf for details of area covered.  
A Megarider Plus (which also covers Stagecoach buses on Teesside) is also available for only £12.80.  
4 week, 13 week and annual tickets are also available to buy online at [www.buymyunirider.com](http://www.buymyunirider.com)

**dayrider**  
**£2.90** for a day's travel.  
If your journey involves a change of bus, ask your driver for a Dayrider ticket. It's valid all day on all Stagecoach buses within Hartlepool. A child Dayrider is also available for only £2.10 a day.

**dayrider+**  
**£4.50** for a day's travel.  
If you're travelling across to Teesside, Dayrider+ is the best day ticket you can buy! It's valid on all Stagecoach buses in Hartlepool and throughout Teesside too, with no time restrictions. A family Dayrider+ ticket (up to 2 adults and 3 children) is also available for only £9.00 a day.

**unirider**  
only **£94** per term, or annually from **£219**  
The ideal ticket for students! Available to all students aged over 16 years who hold a valid NUS card. Accepted on all Stagecoach North East buses. Buy in advance from our secure online shop [www.buymyunirider.com](http://www.buymyunirider.com)

**single**  
Just tell the driver where you want to go when you board. Within the town our fares range from as little as 90p to around £1.60

**children**  
Children aged between 5 – 16 years are entitled to travel at half the adult fare. Alternatively, a 7-day GoChild is available for travel on Stagecoach buses within Hartlepool for only **£6.90** a week

**concessionary**  
Nationwide FREE travel is available to the elderly and disabled. Just show your concessionary pass when you board the bus

### easyACCESS

Our state of the art **easyACCESS** buses operate all Stagecoach journeys in Hartlepool.



To further improve your journey with Stagecoach, **easyACCESS** buses have:

- low entrances that kneel to kerb height for easy access
- a flat floor at the front
- special buggy parking area
- space for a wheelchair.

### Go to Hartlepool

There's so much to see and do, just sit back and let us take you there...

**Historic Quay**  
Taking you back to the time of Captain Cook, Admiral Nelson and the Battle of Trafalgar, experience the thrills in this beautiful reproduction of a working 18th century seaport.

Go there on Services 3, 4, 4A (evening and Sundays only), 7 or 36

### 1 journey planner

Use this table to find out which service takes you from where you are, to where you want to go. And remember, if no direct route is available you can always make your journey by changing in the town centre.

Bus Stops											
6,6	Clavering										
4,6	4,6	Dyke House									
4,6	4,6	4,6	Wynyard Road Shops								
via Town Centre	via Town Centre	via Town Centre	36	Greatham High Street							
via Town Centre	via Town Centre	via Town Centre	7	via Town Centre	Headland and Central Estate						
4	4	3,4,5/8	4,4A,7,36	36	7	Marina and Historic Quay					
4,6	4,6	1,3,4,6,5/8	4,4A,6,7,36	36	7	3,4,4A,7,36,5/8	Town Centre				
via Town Centre	via Town Centre	1	36	36	via Town Centre	36	1,36	Middlesbrough Bus Station			
4,6	4,6	3,4,6	4,6A,7	via Town Centre	7	3,4,4A,7	3,4,4A,6,7	via Wynyard Road Stops	Oulton Manor		
4	4	3,4	4,4A	via Town Centre	via Town Centre	3,4,4A	3,4,4A	via Town Centre	3,4,4A		
via Town Centre	via Town Centre	1	via Town Centre & 4A	via Town Centre	via Town Centre	via Town Centre	1,4A	1	via Town Centre & 4A	RH House	
via Town Centre	via Town Centre	via Town Centre	36	36	36	36	36	via Town Centre	via Town Centre	Seaton Carew	
via Town Centre	via Town Centre	1	via Town Centre	via Town Centre	via Town Centre	via Town Centre	1	1	via Town Centre	Stockton and Billingham	
via Town Centre	via Town Centre	1,3	via Town Centre	via Town Centre	via Town Centre	1,3	1	1	via Town Centre	Thos Bay Retail Park	
4,6	4,6	1,4,6	4,6	via Town Centre	via Town Centre	4	1,4,6	1	4,6	4	
										Thoson Grange Terminus	
										University Hospital of Hartlepool	

### Marina

High fashion, swish restaurants, and beautiful sea views combine at one of the most modern Marina facilities in Europe. Come along and see the boats!

Go there on Services 3, 4, 4A (evening and Sundays only), 7 or 36

### Museum of Hartlepool and the PSS Wingfield Castle

Telling the story of Hartlepool from prehistoric times all the way to the present day, it's been amongst Britain's top ten free visitor attractions since opening in 1994. So whether you're looking for sea monsters, or the first 'gas illuminated lighthouse', the Museum of Hartlepool has it all - including the PSS Wingfield Castle, a fully restored paddle steamer. Come along and take a look!

Go there on Services 3, 4, 4A (evening and Sundays only), 7 or 36

### HMS Trincomalee

Berthed beside the Historic Quay, this lovingly restored frigate was originally built in 1817, and is the oldest floating warship in UK waters. And you don't need to be press-ganged to come aboard and experience naval life!

Go there on Services 3, 4, 4A (evening and Sundays only), 7 or 36

### Seaton Carew sea front

With miles of golden sands and sheltered bathing, treat yourself and see why Seaton Carew was the resort of choice for Victorian Britain - and continues to be a great family day out beside the seaside.

Go there on Service 1, 4A (evening and Sundays only)

### Middleton Grange

With over 140 retail outlets all under one roof, including famous high street names like Marks & Spencer, Middleton Grange is a shopper's paradise and a popular day out.

Go there on any service shown on this guide

Admission charges may apply at certain attractions. For more details please contact the relevant attraction.

For more information on attractions in Hartlepool, please visit [www.destinationhartlepool.com](http://www.destinationhartlepool.com)

### getting about Hartlepool

the busguide

From Feb-May 2010

bus times and fares  
0871 200 22 33

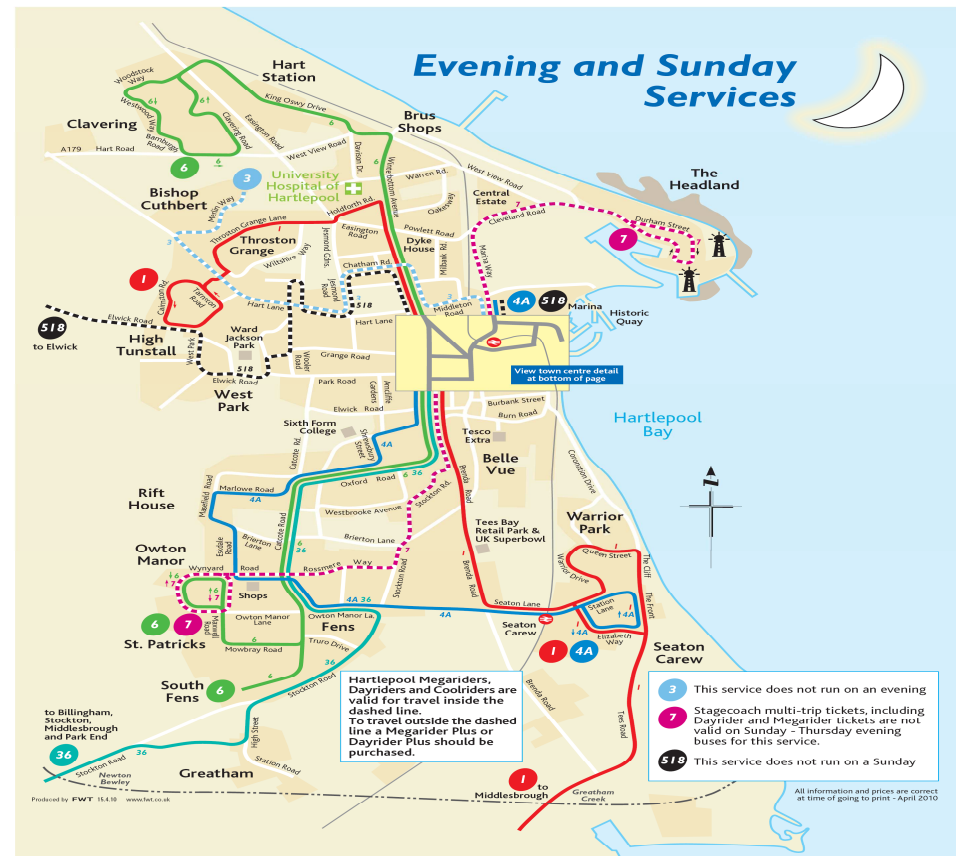
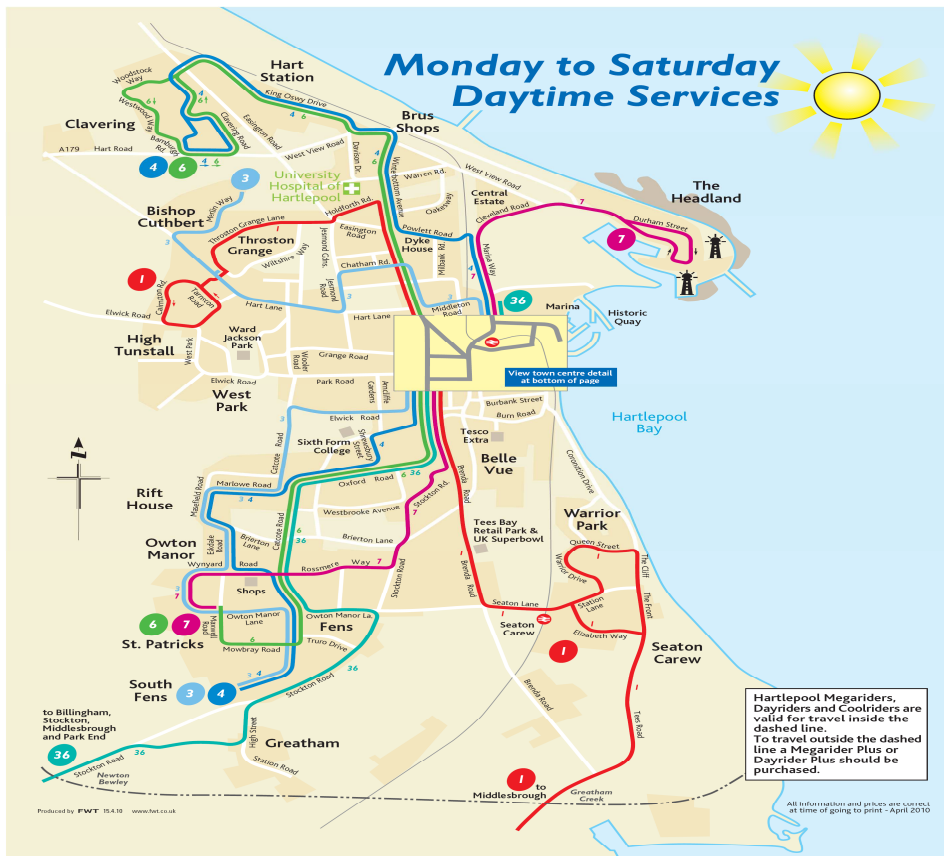
other information  
01429 267082

customer services  
Operations Manager  
8 Market Place  
Hartlepool TS24 7SB

[www.stagecoachbus.com/hartlepool](http://www.stagecoachbus.com/hartlepool)

nationwide bus times

traveline  
public transport info  
0871 200 22 33



## 2 how often around the town

<b>1</b>	Mon - Sat daytimes	every 10 mins
	Mon - Sun evenings	every 60 mins
	Sunday daytimes	every 30 mins
	Between Seaton Carew and Middlesbrough, Service 1 buses run every 30 minutes during Monday to Saturday daytimes, and hourly during evening and Sundays.	
<b>3</b>	Mon - Sat daytimes	every 30 mins
	Sunday daytimes	every 60 mins
	Sunday service is between Bishop Cuthbert, Dyke House, Marina and the Town Centre only.	
<b>4</b> <b>4A</b>	Mon - Sat daytimes	every 30 mins
	Mon - Sat evenings	every 60 mins
	Sundays	every 60 mins
	Evening and Sunday is Service 4A only, between Seaton Carew and the Marina. Between South Fens, Rift House, the Town Centre and the Marina, Services 3 and 4 combine to provide a bus every 15 minutes during Monday to Saturday daytimes.	
<b>6</b>	Mon - Sat daytimes	every 10 mins
	Mon - Sat evenings	every 20 mins
	Sundays	every 20 mins
	Evening and Sunday buses serve Owton Manor, twice an hour and South Fens every 20 minutes.	
<b>7</b>	Mon - Sat daytimes	every 10 mins
	Mon - Sun evenings	every 30 mins*
	Sunday daytimes	every 20 mins
	* Please note that Sunday to Thursday evening buses are operated by another bus company, and Stagecoach travel tickets and travel passes are not valid on these journeys. Friday and Saturday evening buses are operated by Stagecoach.	
<b>36</b>	Mon - Sat daytimes	every 15 mins
	Mon - Sat evenings	every 30 mins
	Sundays	every 30 mins
	Evening buses do not serve Hartlepool Marina.	
<b>518</b>	Mon - Sat evenings	every 60 mins

## 4 where to catch your bus in the town centre

Routes	Destinations	Stopping at
<b>1</b>	High Tunstall Seaton Carew & Middlesbrough	A F G 7 B K D
<b>3</b>	Bishop Cuthbert Rift House and South Fens	A P H Q R S K E
<b>3</b> Sundays	Bishop Cuthbert	A P H Q R
<b>4</b>	Clavering Rift House and South Fens	A P H Q R S K E
<b>4A</b> evenings & Sundays	Maritime Avenue Owton Manor & Seaton Carew	A P H Q R S T S T Z X V K E
<b>6</b>	Clavering Owton Manor	A B C E
<b>6</b> evenings & Sundays	Clavering South Fens & Owton Manor	A B C E
<b>7</b>	Headland Owton Manor	A G Q R S K E
<b>36</b>	Marina Stockton & Middlesbrough	A P H Q R S K E
<b>36</b> evenings	Town Centre Stockton & Middlesbrough	S K E P K
<b>518</b> evenings	Maritime Avenue Elwick	C P H Q R S T S T Z X V I M B



## Appendix 2 – Major Bus Scheme – Infrastructure Register including costs



### Infrastructure Register - Final

Ref	Services	Issue	Proposed Solution	Drawing Ref	Total Scheme Cost	Construction	Land	Fees	Contingencies	Total Local Contribution	Cost to DfT	Estimated Benefit Value	Proposed Year of Implementation
H1a/b	1, 2/3/4, 6, 7, 36	York Road (Lister Street to Burn Valley Roundabout) - access for buses affected by general traffic. Variable delay caused by traffic congestion	Carriageway widening, car parking lay-bys, footway improvements and short lengths of bus lane	PR289/H10-H12/001	£934,643.00	£765,300.00	£0.00	£119,343.00	£50,000.00	£143,428.00	£791,215.00	3	2
H1c	1, 2/3/4, 6, 7, 36	York Road (Park Road to Lister Street) - access for buses affected by general traffic. Variable delay caused by traffic congestion	Carriageway widening, car parking and bus stop lay-bys and footway improvements	PR289/H10-H12/001	£758,572.00	£645,073.00	£0.00	£62,142.00	£51,357.00	£758,572.00	£0.00	3	0
H1d	1, 2/3/4, 6, 7, 36	York Road (Victoria Road to Park Road) - access for buses affected by general traffic. Variable delay due to congestion	Consolidate bus waiting facilities and restrict through traffic to buses and taxis only - further modelling and enhanced stop capacity required. Microsimulation model to be developed and junction capacity to be examined	PR289/H13/001	£499,402.00	£410,540.00	£0.00	£43,462.00	£45,400.00	£0.00	£499,402.00	5	2
H1e	6	York Road (Raby Road to Victoria Road) - variable delay due to traffic congestion. Location of bus stop affects Victoria Road junction	Bus lanes, parking laybys and footway/carriageway improvements. Relocate bus stop away from junction	Not yet available	£550,000.00	£450,000.00	£0.00	£50,000.00	£50,000.00	£0.00	£550,000.00	4	3
H1f	1, 7, 36	Victoria Road (York Road to Stockton Street) - access for buses affected by general traffic. Variable delay due to congestion	Bus lanes, parking laybys and footway/carriageway improvements	Not yet available	£550,000.00	£450,000.00	£0.00	£50,000.00	£50,000.00	£250,000.00	£300,000.00	5	3
H7	7, 36	Variable delay on Marina Gateway due to heavy congestion. Congestion at Stockton Street / Marina Gateway junction	Traffic signals improvements and prohibition of right turn into Clarence Road using widened central reservation, with Museum Road reverting to two-way operation	PR289/H16/001	£38,696.00	£30,162.00	£0.00	£5,016.00	£3,518.00	£0.00	£38,696.00	3	1
H9	1, 6, 7, 36	Conflicting movements at Burn Valley Roundabout introduce variable delay	Convert roundabout to signalised junction, subject to detailed modelling, with enhanced pedestrian facilities, bus priority and linked into SCOOT	Not yet available	£700,000.00	£600,000.00	£0.00	£50,000.00	£50,000.00	£250,000.00	£450,000.00	3	3
H10	6, 36	Alignment of Oxford Road / Stockton Road junction makes left turn difficult for buses	Junction improvement to ease turning movement. Pull back southbound stop line to create additional space for left turning buses	PR289/H8/001	£250,097.00	£202,117.00	£0.00	£25,244.00	£22,736.00	£0.00	£250,097.00	2	2
H11	2/3/4, 6, 36	On-street parking restricts access to stops and ease of movement on Oxford Road	Improvements to and extension of existing scheme. Parking to be rationalised and restricted to north side of road only with bus boarders and refuges to prevent overtaking. Cost to be confirmed	Not yet available	£10,000.00	£9,000.00	£0.00	£500.00	£500.00	£10,000.00	£0.00	3	2
H12	2/3/4, 6, 36	Variable delays due to alignment of Oxford Road / Catcote Road junction affecting turning movements	Signalise with bus priority and pedestrian crossings on all arms (replacing existing zebra and pelican crossings). Enforce existing parking restrictions	PR289/H7/001	£502,643.00	£408,025.00	£0.00	£48,923.00	£45,695.00	£0.00	£502,643.00	3	1
H13	1, 7	Issues and problems associated with parking at northern end of Brenda Road and the Stockton Road approach to Brenda Road from the south west	Formalise and restrict parking	Not yet available	£24,000.00	£20,000.00	£0.00	£2,000.00	£2,000.00	£0.00	£24,000.00	2	1
H14	1	Variable junction delay due to conflicting movements at Brenda Road / Belle Vue Way roundabout	Provide left turn lanes and bus lanes on Brenda Road approaches (northbound from Usworth Road) with widening to permit two lane southbound exit from roundabout	PR289/H25/001	£350,000.00	£290,000.00	£0.00	£30,000.00	£30,000.00	£0.00	£350,000.00	3	3
H15	1, 6	Variable delays for buses on Raby Road crossing Hart Lane / Middleton Road junction	Implement bus priority at existing signals	N/A	£3,482.00	£3,482.00	£0.00	£0.00	£0.00	£0.00	£3,482.00	3	1
H17	1, 6	Variable delay caused by congestion at key junction of Winterbottom Avenue with Holdforth Road	Relocate southbound bus stop	Not yet available	£12,000.00	£10,000.00	£0.00	£1,000.00	£1,000.00	£0.00	£12,000.00	1	1
H18	1	Pedestrian access to bus stops at University Hospital of Hartlepool, parking is also an issue	Improve bus stop facilities	Not yet available	£12,000.00	£10,000.00	£0.00	£1,000.00	£1,000.00	£12,000.00	£0.00	1	1
H19	1	Access to bus stops and parking in general around Throston Grange	Additional and enhanced parking bays to be provided	Not yet available	£30,000.00	£27,000.00	£0.00	£1,500.00	£1,500.00	£15,000.00	£15,000.00	2	2
H20	1	Variable delays crossing Hart Lane, between Wiltshire Way and Tarnston Road	Add bus priority to new signals	N/A	£3,482.00	£3,482.00	£0.00	£0.00	£0.00	£0.00	£3,482.00	2	1
H21	1, 6	Parking issues affecting access to bus stops and ease of movement in Winterbottom Avenue	Formalise parking with bus stop boarders	Not yet available	£15,000.00	£13,000.00	£0.00	£1,000.00	£1,000.00	£7,500.00	£7,500.00	2	2
H22	6	Parking issues affecting access to bus stops and ease of movement in Clavering Road	Provide parking laybys	Not yet available	£100,000.00	£90,000.00	£0.00	£5,000.00	£5,000.00	£25,000.00	£75,000.00	2	2
H30	6	Tight junction radius at King Oswy Drive / West View Road means buses must cross centre line of West View Road or cut across verge when turning left	Widen junction for left turning vehicles, with bus by-pass leading directly into integrated bus layby at eastbound stop	PR289/H23/001	£112,009.00	£89,530.00	£0.00	£12,296.00	£10,183.00	£0.00	£112,009.00	2	2
H32	7	Parking in Northgate, particularly outside shops, causes congestion and delays buses	Traffic management measures and relocation of bus stops	Not yet available	£100,000.00	£90,000.00	£0.00	£5,000.00	£5,000.00	£40,000.00	£60,000.00	3	2
H33	2/3/4, 6, 7, 36	Narrow junction of Wynyard Road and Catcote Road causes congestion and delays buses	Widen junction to create dedicated westbound right turn lane	PR289/H5/001	£193,712.00	£156,145.00	£0.00	£19,957.00	£17,610.00	£0.00	£193,712.00	3	1
H34	7, 36	Narrow junction of Owton Manor Lane and Catcote Road causes congestion and delays buses	Both sides of junction widened to create separate left and right turn lanes on approaches	PR289/H4/001 & PR289/H4/002	£297,731.97	£248,227.00	£0.00	£29,504.97	£20,000.00	£0.00	£297,731.97	3	2
H35b	2/3/4, 6	Narrow junction of Mowbray Road and Catcote Road causes congestion and delays buses	Widen and realign junction, without change of priority, and provide parking bays to ensure Catcote Road southbound carriageway is kept clear	PR289/H1/001	£145,647.00	£116,956.00	£0.00	£15,450.00	£13,241.00	£0.00	£145,647.00	2	1
H36	1	Bus turning circle in Elizabeth Way often blocked by buses laying over and other parked vehicles	Remodel turning circle to enable buses to pass those laying over. Restrict and enforce parking	PR289/H28/001	£44,366.00	£31,270.00	£0.00	£8,096.00	£5,000.00	£10,000.00	£34,366.00	2	2
H37	2/3/4, 6	Catcote Road / Truro Drive - narrow junction causes congestion and delays buses	Widen southern side of junction to create dedicated right turn lane	PR289/H2/001	£118,113.00	£93,610.00	£0.00	£13,765.00	£10,738.00	£0.00	£118,113.00	1	1
H40	-	Church Square Terminus - turning circle for buses affected by general traffic. Variable delay, due to congestion, and poor interchange with rail services	Construction of new interchange facility adjacent to the railway station with turning facility for buses. Land acquired	HTI-G-00-01	£2,770,000.00	£2,170,000.00	£200,000.00	£200,000.00	£200,000.00	£2,470,000.00	£300,000.00	2	1
H44	1, 6	Raby Road / York Road - variable delay caused by congestion at junction	Raby Road northbound approach to junction widened to create separate left and right turn lanes. Relocation of northbound Odeon bus stop into lay-by and cost to be revisited	PR289/H30/001	£61,655.00	£50,500.00	£0.00	£5,550.00	£5,605.00	£0.00	£61,655.00	1	1



### Appendix 3 – LTP3 Network Improvements

Area	Scheme	Total Local Contribution	Years
York Road	Carriageway widening, footway improvements, short lengths of bus lanes, parking lay-bys, relocation of bus stop, consolidate bus waiting facilities and potential restriction of traffic between Victoria Road and Park Road. Microsimulation model to be developed and junction capacity examined	£902,000	0-3
Victoria Road (York Road to Stockton Street)	Bus lanes, parking laybys and footway/carriageway improvements	£250,000	3
Marina Gateway junction	Heavy congestion at Marina Gateway junction to be tackled with traffic signal improvements and prohibition of right turn into Clarence Road using widened central reservation, with Museum Road reverting to two-way operation	N/A, receiving funding from DfT	1
Burn Valley Roundabout	There are currently conflicting movements at this roundabout which will be tackled by converting the roundabout to a signalised junction, subject to detailed modelling with enhanced pedestrian facilities, bus priorities and linked to SCOOT	£250,000	3
Oxford Road/Stockton Road junction	The existing alignment makes the left turn difficult for buses – junction improvement will ease this	N/A, funding from DfT	2
Raby Road crossing Hart Lane/Middleton Road junction	There are variable delays for buses at this junction and it is proposed to implement bus priority at existing signals	N/A	1
Junction of Winterbottom Avenue with Holdforth Road	Variable delays caused by congestion so the southbound bus stop to be relocated	N/A	1
University Hospital of Hartlepool	There are pedestrian access issues to the bus stops at the Hospital, so it is intended to improve bus stop facilities	£12, 000	3
Throston Grange	There are access issues to bus stops and parking and additional enhanced parking bays will be provided	£15,000	2

Hart Lane	There are variable delays crossing Hart Lane between Wiltshire Way and Tarnston Road it is intended to add bus priority to the new signals	N/A	1
Winterbottom Avenue	Parking issues affect access to bus stops so parking will be formalised	£7,500	2
Clavering Road	Parking issues affect access to bus stops and ease of movement in Clavering Road	£25,000	2
King Oswy Drive/West View Road	Tight junction means difficulty for buses crossing centre line. It is intended to widen junction for left turning vehicles with bus by-pass leading directly into integrated bus layby at eastbound stop	N/A	1
Northgate	Parking in Northgate causes congestion and delays buses. Traffic management measures are needed to combat this and also the relocation of bus stops	£40,000	2
Wynyard Road and Catcote Road	The narrow junction causes congestion and delays buses, it is intended to widen the junction to create a dedicated westbound right turn lane	N/A	1
Owton Manor Lane and Catcote Road junction	This is a narrow junction which will be widened to create separate left and right turn lane approaches	N/A	2
Mowbray Road and Catcote Road	This is a narrow junction which will be widened and realigned, without change of priority and parking bays will be provided to ensure the southbound carriageway of Catcote Road is kept clear	N/A	1
Elizabeth Way	Bus turning circle is frequently blocked it will be remodelled and parking will be restricted and enforced	£10,000	1
Catcote/Truro Drive	This is a narrow junction which will be widened on the southern side to create a dedicated right turn lane	N/A	1
Church Square Terminus	Turning circle for buses affected by general traffic. Construction of a new facility adjacent to the railway station with turning facility for buses	£2.4m	0-1
Raby Road/York Road	There are variable delays caused by congestion at the junction. Raby Road	N/A	1

	northbound approach to junction widened to create separate left and right turn lanes. Relocation of northbound Odeon bus stop into layby and cost to be revisited		
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# CABINET REPORT

1 August 2011



**Report of:** Director of Child and Adult Services

**Subject:** HEALTHY WEIGHT STRATEGY

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to inform cabinet of the proposed Healthy Weight Strategy for Hartlepool and to seek approval for the strategy.

### 2. SUMMARY OF CONTENTS

- 2.1 This report contains a very brief overview of the proposed Healthy Weight Strategy for Hartlepool. The full strategy is attached at **Appendix 1**.

### 3. RELEVANCE TO CABINET

- 3.1 The issue of healthy weight is a key public health issue and one that urgently needs addressing. Obesity is one of the most common causes of preventable death in England and it is imperative that action is taken to preventing these avoidable deaths.
- 3.2 This Healthy Weight Strategy provides background and context to the obesity epidemic facing us and identifies some of the key actions required for the borough to achieve a healthy weight culture.
- 3.3 The adoption of this strategy will allow for a formal and cohesive approach towards improving people's health through tackling the problem of obesity and overweight and encouraging a healthy weight culture in Hartlepool.

**4. TYPE OF DECISION**

Non Key Decision

**5. DECISION MAKING ROUTE**

Cabinet

**6. DECISION(S) REQUIRED**

Cabinet is requested to approve the Healthy Weight Strategy for the borough

**Report of:** Director of Child and Adult Services

**Subject:** HEALTHY WEIGHT STRATEGY

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## **1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to inform cabinet of the proposed Healthy Weight Strategy for Hartlepool and to seek approval for the strategy.

## **2. BACKGROUND**

- 2.1 The Healthy Weight Strategy is the obesity strategy for Hartlepool. The rate of obesity and overweight in both adults and children in Hartlepool is now significantly higher than the national average. The most recent results of the National Child Measurement Programme (NCMP) indicate that by year six 20% of children are overweight and 15% are classified as obese.
- 2.2 Obesity and being overweight costs the NHS over £4 billion per year; within Hartlepool alone the annual cost of obesity and overweight for 2010 was £30.4 million. Unfortunately, the costs are only set to rise in the future as the prevalence of obesity and overweight increases in the population.
- 2.3 This presents a significant economic burden both to Hartlepool and nationally; regardless of the economic cost there is a much higher health and personal cost associated with obesity and overweight.
- 2.4 Obesity is associated with chronic diseases such as type 2 diabetes, hypertension and hyperlipidaemia<sup>1</sup> which are major risk factors for cardiovascular disease and cardiovascular related mortality. Furthermore, obesity is associated with some forms of cancer, disability, a reduced quality of life, joint problems, osteoarthritis, respiratory problems, fertility problems, increase health risks during and after pregnancy, metabolic syndrome, and may even lead to premature death. There are also emotional and psychological affects of being overweight or obese which can inversely affect an individual's mental health.
- 2.5 Obesity is one of the most common causes of preventable death in England and it is imperative that action is taken to preventing these deaths.
- 2.6 Although the effects of unhealthy eating are being seen in people becoming overweight and obese there are also other implications for an unhealthy diet. This includes being underweight which also presents significant health

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<sup>1</sup> This is a condition which is characterised by the presence of high levels of fats in the blood that can lead to the narrowing and blockages of blood vessels.

problems, as well as links with poor nutrition and anti-social behaviour and educational attainment.

- 2.7 There is therefore a significant need to tackle the issues surrounding healthy eating and the maintenance of a healthy weight, not just obesity and overweight.
- 2.8 There is currently not an up to date strategy in place to deal with overweight or obesity in the borough, despite this being a key public health issue. The Healthy Weight Strategy has therefore been developed to provide a town wide strategic direction to increase the number of people with a healthy weight and reduce the number of people who are at an unhealthy weight.
- 2.9 The aim of the Healthy Weight Strategy is:
- “Improve the health of people by ensuring a healthy weight culture which supports and encourages people to achieve and maintain a healthy weight and lifestyle”*
- 2.10 The strategy has been informed by relevant research, evidence and national government policies. In particular the Fair Society, Healthy Lives: Marmot Review has informed some of the underpinning principles in this strategy. Firstly, the concept of Life Course Perspective which highlights how disadvantage starts before birth and accumulates throughout life: this is also true of obesity and poor nutrition. Action must therefore be taken before birth and continue through the life stages of a child.
- 2.11 The second principle is addressing the Social Gradient. The distribution of health problems across society indicates a significant social gradient with the worst affected being socially and economically deprived. In order to tackle social inequality and reduce the steepness of the social gradient action must not solely focus on the most disadvantaged; rather action must be universal but proportionate to the level of disadvantage. This is known as Proportionate Universalism.
- 2.12 The Healthy Weight, Healthy Lives Partnership is an already established group of organisations from across the borough. A discussion workshop was held with the partnership to get a comprehensive understanding of current service provision and to discuss suggested outcomes and actions for the strategy.
- 2.13 It was evident from the HWHL partnership that there are a lot of interventions and programmes in place across the borough in regards to weight management; however it is important to understand how these various interventions can work together to achieve our overall aim. The strategy has therefore pulled together the current service provision across the town and has allowed for gaps in service provision to be identified.

- 2.14 The action plan within the strategy has been largely informed from discussions with the HWWHL partnership and seeks to address the issue of healthy weight from a multifaceted approach.

### **3. RECOMMENDATIONS**

- 3.1 That cabinet approves the Healthy Weight Strategy.

### **4. REASONS FOR RECOMMENDATIONS**

- 4.1 To approve the Healthy Weight Strategy which sets out the direction of travel for the borough and key actions to achieve a healthy weight culture in Hartlepool.

### **5. BACKGROUND PAPERS**

- 5.1 Fair Society, Healthy Lives: Marmot Review 2010

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# **Hartlepool Healthy Weight Strategy March 2011**



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## 1. Introduction

Health is the greatest asset that an individual and society can possess: ensuring good health involves everyone from governments to communities, to families and individuals.

One of the greatest current and future threats to the health of our population is obesity, identified by the Chief Medical Officer as a “health time bomb”. Obesity is one of the most common causes of preventable death in England and is associated with increased risk of chronic diseases. The levels of obesity continue to rise throughout the population with approximately two thirds of the adult population being classified as overweight or obese<sup>1</sup>.

Amongst European Union countries, with anthropometric data, England has the highest rates of obesity<sup>2</sup> and within Hartlepool obesity levels are among some of the worst in England.

There is a significant threat to health posed by obesity; overweight is also a significant problem as it raises the risk of many diseases and overweight people may often become obese. Health problems are not just caused by being overweight or obese, poor nutrition and an unhealthy lifestyle also significantly impact on health.

Hartlepool's aim is therefore to:

*“Improve the health of people by ensuring a healthy weight culture which supports and encourages people to achieve and maintain a healthy weight and lifestyle”*

This strategy will include obesity and overweight but will place the emphasis on achieving a healthy weight and lifestyle approach throughout the borough.

### 1.1 National Context

This Healthy Weight Strategy has been written at a time of change within the national political environment. The 2010 May elections led to a coalition government between the Liberal Democrats and Conservatives.

There are a number of large scale health reforms proposed by the new government these include: restructuring NHS bodies, providing commissioning and budgetary powers to local GP consortia, the creation of a new public health body (Public Health England), ring-fenced budgets with public health responsibility to local authorities, and the introduction of Health and Well-being Boards<sup>3,4</sup>.

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<sup>1</sup> NHS Information Centre. Statistics on obesity, physical activity and diet: England 2011

<sup>2</sup> House of Commons Library, Standard Note SN/SC/3724, 28<sup>th</sup> April 2011

<sup>3</sup> Informed by the White Paper Health Lives, Healthy People: Our strategy for Public Health in England

<sup>4</sup> LGiU essential policy briefing (20/01/2011) The Health and Social Care Bill: Initial Analysis

These changes bring public health into the remit of local authorities and further reinforce the need for Hartlepool Borough Council to take on the public health challenge of encouraging a healthy weight.

Over the past decade the previous Labour government had developed a number of policies and actions to tackle weight and nutrition issues. Table 1 lists a number of initiatives and policies<sup>5</sup>.

**Table 1- Labour Government Initiatives, Policies and Programmes**

Date	Title
July 2000	The NHS Plan: a plan for investment, a plan for reform (Department of Health) <i>(announcement of the 5 A DAY programme)</i>
October 2002	PE, School Sport and Club Links (PESSCL) strategy (Joint Department for Culture, Media and Sport Initiative and Department for Education and Skills)
16 <sup>th</sup> November 2004	Choosing Health (Department of Health)
9 <sup>th</sup> March 2005	Action Plans (Department of Health) <ul style="list-style-type: none"> <li>- Choosing Activity: a physical activity action plan</li> <li>- Choosing a better diet: a food and health action plan</li> <li>- Delivering choosing health: making healthier choices easier</li> </ul>
January 2008	Healthy Weight, Healthy Lives A Cross-Government strategy for England
January 2009	Change4Life- Eat Well, Move More, Live Longer
March 2010	Healthy Weight, Healthy Lives: Two Years on

The change in government has inevitably resulted in a change in policies, for instance the Change4Life programme which will continue but with the funding scaled back.

Despite the funding cuts to previous programmes there are a number of new proposals, policies and initiatives in place. A high profile example includes the Responsibility Deal which aims to encourage businesses to help people and their customers to lead a healthier lifestyle.

The Nudge theory seeks to change behaviour and individuals' choices by changing the environment. The proposed policies of the current government utilise the nudge approach to encourage people to make healthier lifestyle choices. Nudge examples include musical sensors embedded in stairs to encourage people to use the stairs (Stockholm experiment), and marking part of a supermarket trolley for fruit and vegetables purchase (New Mexico, USA, experiment).<sup>6</sup>

<sup>5</sup> House of Commons Library, Standard Note SN/SC/3724, 28<sup>th</sup> April 2011

<sup>6</sup> Cabinet Office Behavioural Insights Team (2010) Applying Behavioural Insight to Health

The government's aim is to promote a healthier lifestyle with balanced nutrition and adequate physical activity; achieved through behaviour changes and making healthy choices easier rather than new regulations.

## **1.2 National and Local Targets**

There are a number of national targets, known as National Indicators, relating to a healthy weight which must be met. These are as follows:

- NI 8- Adult participation in sport and active recreation
- NI 53- Prevalence of breast-feeding at 6-8 wks from birth
- NI 55- The percentage of children in Reception who are obese
- NI 56- The percentage of children in Year 6 who are obese
- NI 57- Percentage of children aged 5-16 participating in at least 2 hours a week of high quality curriculum time PE and sport
- NI 198a- Percentage of Children travelling to school – mode of transport usually used - 5-10 years (Walking & Cycling)
- NI 198b- Percentage of Children travelling to school – mode of transport usually used - 11-16 years (Walking & Cycling)
- NI 199- Children and young people's satisfaction with parks and play areas

In addition to the above national targets there are also 25 locally agreed targets around healthy weight, a full list of these is given in Appendix 1.

## **2. Obesity and Nutrition Defined**

Overweight and obesity are defined as an excessive or abnormal accumulation of fat. Body mass index (BMI) is often used as a measure of body fat; it is calculated by dividing a person's weight in kilograms by their height in meters ( $\text{kg/m}^2$ )<sup>7</sup>. The standardised BMI thresholds for adults are as follows:

- a BMI below 18.5 is underweight
- a BMI above 18.5 and below 25 is within the healthy range
- a BMI greater than or equal to 25 is overweight
- a BMI greater than or equal to 30 is obese
- a BMI greater than or equal to 40 is morbidly obese

The BMI classification is used for adults and is not applicable to children due to their continuous growth and development.

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<sup>7</sup> 2011 World Health Organisation

The BMI for children is plotted on the UK 1990 reference charts, taking into account age and sex of the child. The National Institute for Health and Clinical Excellence (NICE) classifies children as:

- overweight at the 91<sup>st</sup> percentile
- obese at the 98<sup>th</sup> percentile

NICE guidelines suggest that tailored clinical intervention should be considered for children with a BMI  $\geq$  91<sup>st</sup> percentile and that an assessment of co-morbidity should be considered for children with a BMI  $\geq$  98<sup>th</sup> percentile.<sup>8</sup>

Body mass index is a fast and simple measurement of body fat and provides an effective population wide estimate; however it should be used as an indicator only as it is not a direct measure of adiposity.

It is recommended that waist circumference is used alongside BMI to determine health risks as centrally deposited fat around the abdominal poses greater health risks than raised BMI alone.<sup>9</sup> A raised waist circumference is considered to be 102cm in men and 88cm in women.<sup>10</sup>

Additional anthropometric data can be utilised, if required, to provide more detail on body fat distribution, body composition, and even nutritional status.

## **2.1 Modern Malnutrition**

The effect of an unhealthy diet is not limited to becoming overweight or obese, modern malnutrition is also now a problem. Modern malnutrition is a high calorie diet with sweet, salty, and fatty foods which is low in fruit, vegetables, fibre and other essential nutrients. Some individuals may therefore be suffering from dietary deficiencies even though they may not be underweight.

In particular there may be deficiencies in individuals and certain population groups such as iron and calcium deficiencies in teenagers<sup>11</sup>; however in the population overall average blood levels of micro-nutrients are still above the recommended levels.

Adequate nutrition must be addressed to ensure that individuals have an appropriate level of nutrition regardless of their body size.

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<sup>8</sup> NICE (2006) Clinical Guideline 43: Obesity

<sup>9</sup> Health Development Agency (2003) The Management of Obesity and Overweight. Evidence Briefing

<sup>10</sup> NHS Information Centre (2011). Statistics on obesity, physical activity and diet: England.

<sup>11</sup> Press, V. (2004) Nutrition and Food Poverty: A toolkit for those involved in developing or implementing a local nutrition and food poverty strategy.

### 3. Causes of Obesity and Poor Nutrition

In its simplest form, obesity is caused by an excess of calorie intake to calorie expenditure, creating an energy imbalance. There are however many influencing factors that may cause an individual to gain or lose weight, these may include: cultural influences or practices, ethnicity, age, gender, socioeconomic status, knowledge and education, local environment, emotional and mental state, family history, maternal obesity, breastfeeding, medical conditions, and genetics.

This wide raft of obesity inducing factors have come to form an 'obesogenic' environment which results in promoting obesity in individuals and the wider population. Our obesogenic environment encourages higher calorie intake through readily available (and often highly processed) foods, in combination with energy saving technologies and lifestyles.

#### 3.1 Genetics and Family History

Genetics may be a significant causational factor for some individuals; however the rapid global increase in obesity has occurred too fast for it to simply be attributed to genetic changes within the population. The overall rise in obesity therefore cannot be caused by genetics alone.

There is evidence that childhood obesity is higher in households where natural parents are classed as either overweight or obese. The prevalence of obese children in overweight or obese households was 24% for boys and 21% for girls. In comparison rates of obesity for children in normal or underweight households were 11% and 10% for boys and girls respectively.<sup>12</sup>

More specifically, it has been found that daughters of obese mothers have a 10-fold greater risk of obesity and the sons of obese fathers have a six-fold risk; the same increased risk was not found for the opposite sex child. This gendered pattern of transmission is likely to be behavioural rather than genetic.<sup>13</sup>

#### 3.2 Early Years

Factors during pregnancy and early years may also increase the risk of being overweight and obese in later life. Maternal obesity increases the risk of obesity later in life as well as: stillbirth, late foetal loss, congenital abnormalities, prematurity, gestational diabetes, pre-eclampsia, lower breastfeeding rates, and increased caesarean delivery.<sup>14</sup>

It is therefore important to ensure that maternal nutrition and weight is appropriately addressed to ensure good health for both mother and baby.

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<sup>12</sup> NHS Information Centre (2011). Statistics on obesity, physical activity and diet: England.

<sup>13</sup> Wilkin, T., and Voss, L., (2011) Childhood Obesity: Pointers from the EarlyBird Study. *Obesity Today. The Journal of the National Obesity Forum*. 1 (2) Quarter 1.

<sup>14</sup> National Obesity Observatory (2011) [http://www.noo.org.uk/NOO\\_about\\_obesity/maternal\\_obesity/maternalhealth](http://www.noo.org.uk/NOO_about_obesity/maternal_obesity/maternalhealth)

Low breastfeeding rates have also be linked to increased risk of obesity for both mother and child. Breastfed children have been found to have reduced risks of type 2 diabetes, and lower blood pressure and cholesterol.<sup>15</sup> Within Hartlepool less than half of all new mothers initiate breastfeeding (only 42.2%<sup>16</sup>), these low breastfeeding rates are one of the factors that will need to be addressed if we are to tackle the problem of overweight and obesity.

### 3.3 Life Course Perspective

The Life Course Perspective highlights how disadvantage starts before birth and accumulates throughout life: this is also true of obesity and poor nutrition.

Action must therefore be taken before birth and continue through the life stages of a child. The highest priority should be to ensure that every child has the best start in life, starting with pregnancy and the early years.

Interventions and programmes must also be developed to address each life stage, as unhealthy weight is a problem across all life courses. Weight management services should ensure that all life courses are targeted to ensure that individuals have appropriate services at each stage of their life.

### 3.4 The Social Gradient

The distribution of obesity and overweight, and other health problems, across society indicates a significant social gradient with the worst affected being socially and economically deprived. Many of the key health behaviours that are linked to the development of chronic disease also follow the social gradient including smoking, lack of physical activity, and unhealthy nutrition.<sup>17</sup>

The cost of food is often the biggest determinant of what food is brought or consumed for people of low incomes; however other barriers to healthy income for those on lower incomes include:<sup>18</sup>

- Poor accessibility to affordable and healthy foods
- Lack of opportunities to experience and develop cooking skills
- Lack of accessible and accurate information
- Lack of information or knowledge about food labelling or marketing
- Poor literacy and numeracy skills

In order to tackle social inequality and reduce the steepness of the social gradient action must not solely focus on the most disadvantaged; rather action must be universal but proportionate to the level of disadvantage. This is known as Proportionate Universalism and is the one of the approaches recommended by Fair Society, Healthy Lives: The Marmot Review.

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<sup>15</sup> 2011 World Health Organisation

<sup>16</sup> Joint Strategic Needs Assessment: Summary 2010

<sup>17</sup> Marmot, M. (2010) *Fair Society, Healthy Lives*. The Marmot Review. Strategic Review of Health Inequalities in England Post 2010

<sup>18</sup> Press, V. (2004) *Nutrition and Food Poverty: A toolkit for those involved in developing or implementing a local nutrition and food poverty strategy*.



### 3.4.1 Food Poverty

Food poverty is a term used to describe *“people who are unable to choose, buy, prepare, and eat an adequate quantity of good quality food in keeping with social norms.”*<sup>19</sup>

Those most likely to be in food poverty are the unemployed, older people, households with dependent children, people with disabilities or black and minority ethnic (BME) groups.

The high unemployment rate in Hartlepool, 7.4% compared to the average 3.8% in Great Britain<sup>20</sup>, implies a higher proportion of people in Hartlepool likely to be in food poverty.

### 3.4.2 Food Deserts

A commonly cited barrier to healthy nutrition is the development of ‘food deserts’ which are areas where people do not have access to healthy or fresh foods.

Food deserts are caused by large scale development on the outskirts of towns and the closure of local food shops within towns, leaving only a limited range of food available within a given locality. Those on lower incomes and without affordable transport are often excluded from accessing the food resources outside of their area.<sup>21</sup>

It has been argued that even when there are good quality food shops available people on lower incomes tend to shop in discount stores with lower availability and quality but cheaper food.<sup>22</sup> Calorie for calorie unhealthy foods are less expensive than healthy options like fruit and vegetables; when cost plays a large role in food choices individuals may choose more filling and lower quality foods.

The impact of food deserts are an important factor to consider within Hartlepool where 40% of the population do not own a car.<sup>23</sup>

The causes of obesity and overweight are extremely complex; no single approach will be able to deal with the various causational factors. In order to create a healthy weight culture in Hartlepool a long term and multifaceted approach will be required. Any effort to ensure that there is a healthy weight culture across Hartlepool will need to also look at the wider socioeconomic gradient and ways of addressing it.

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<sup>19</sup> Press, V. (2004) Nutrition and Food Poverty: A toolkit for those involved in developing or implementing a local nutrition and food poverty strategy.

<sup>20</sup> Office of National Statistics, NOMIS (March 2011) Data obtained from Total Number of Jobs Seekers Allowance Claimants

<sup>21</sup> National Heart Forum (2009) Consultation Response. Barking and Dagenham, Saturation Point: Addressing the health impacts of hot food takeaways

<sup>22</sup> Press, V. (2004) Nutrition and Food Poverty: A toolkit for those involved in developing or implementing a local nutrition and food poverty strategy

<sup>23</sup> Joint Strategic Needs Assessment: Summary 2010

## 4. Impact of Obesity and Poor Nutrition

It is estimated to cost the NHS £4.2 billion per year to treat obesity-related conditions<sup>24</sup>, although this figure may be higher once the wider economic costs associated with loss of earning through sickness are taken into account.

Within Hartlepool the annual cost to the NHS of obesity and overweight diseases in 2010 was £30.4 million and across the whole of the Tees region this figure rose to £174.3 million.<sup>25</sup>

Irrespective of the economic argument there is a much higher health and personal cost associated with obesity and overweight. Obesity is associated with chronic diseases such as type 2 diabetes, hypertension and hyperlipidaemia<sup>26</sup> which are major risk factors for cardiovascular disease and cardiovascular related mortality. Furthermore, obesity is associated with some forms of cancer, disability, a reduced quality of life<sup>27</sup>, joint problems, osteoarthritis, respiratory problems, fertility problems, increase health risks during and after pregnancy, metabolic syndrome<sup>28</sup>, and may even lead to premature death.

Children who are obese or overweight are more likely to become obese adults, where they may be affected by the health problems in adulthood. Unfortunately, obesity-related health problems may develop during their childhood, this includes type 2 diabetes, raised blood pressure, raised cholesterol, and metabolic syndrome. Other health risks from childhood obesity can include early puberty, eating disorders, skin infections, asthma and respiratory problems, and some musculoskeletal disorders.<sup>29</sup>

In both cases adults and children may suffer emotional or psychological effects of being overweight or obese which can significantly affect their mental wellbeing.

### 4.1 Wider Impacts of Poor Nutrition

There is increasing evidence that poor diet, obesity, and overweight can also contribute to behavioural problems. Research evidence highlights the link between poor diets and anti-social behaviour (ASB): in a randomised control trial in a men's prison those taking nutritional supplements showed on average a 35.1% reduction of offences when compared to the placebo group.<sup>30</sup> There is also growing literature on the effect of poor diets in

<sup>24</sup> HM Government (2010) Health Lives, Healthy People: Our strategy for Public Health in England

<sup>25</sup> NHS Tees (2010) Weight Management Services Strategic Review and Development Plan 2010

<sup>26</sup> This is a condition which is characterised by the presence of high levels of fats in the blood that can lead to the narrowing and blockages of blood vessels.

<sup>27</sup> NHS Information Centre (2011). Statistics on obesity, physical activity and diet: England.

<sup>28</sup> a series of symptoms which increases the risk of stroke, type 2 diabetes and cardiovascular disease

<sup>29</sup> Information obtained from National Obesity Observatory at [www.noo.org.uk](http://www.noo.org.uk)

<sup>30</sup> Gesch, C., B., Hammond, S., M., Hampson, S., E., Eves, A., and Crowder, M., J., (2002) Influence of supplementary vitamins, minerals and essential fatty acids on the antisocial behaviour of young adults. *British Journal of Psychiatry* 181: 22-28.

children's educational attainment and behaviour.<sup>31</sup> These examples indicate to what extent healthy nutrition affects our lives.

The effects of a high fat and sugary diet also greatly impacts on oral health and increases the risk of tooth decay and cavities. Within Hartlepool there are significant oral health inequalities in children and a need to improve levels of untreated tooth decay in children.<sup>32</sup>

## 4.2 Eating Disorders and Underweight

Encouraging people to maintain a healthy weight also refers to those who may be underweight and those with poor or inadequate nutrition. Although underweight is not as widespread as obesity and overweight it presents significant health problems and concerns for the individual. It is important to ensure that individuals are all at a healthy weight with the appropriate levels of nutrition.

Those defined as underweight are adults with a BMI < 18.5,<sup>33</sup> for children underweight is defined as less than or equal to the 2<sup>nd</sup> percentile.<sup>34</sup>

Those most at risk of undernutrition are individuals:

- with a severe physical illness
- before, during and after hospital admission
- with physical difficulty in eating
- poverty or social isolation
- vulnerably psychosocial situations
- psychological illness

Eating disorders are commonly associated with being underweight, for instance anorexia nervosa and bulimia; however it can also include binge eating or compulsive overeating where individuals may be overweight or obese.

There is serious psychological and physical harm caused by eating disorders if they go untreated and in some cases this may lead to mortality. Individuals and families suffering with these disorders need tailored support that addresses all aspects of the disorder.

It is important that a healthy weight and nutritional attitude is promoted by all partners and that any individuals or groups who suffer from either under or over nutrition receive the appropriate help required.

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<sup>31</sup> Press, V., (2004) Nutrition and Food Poverty: A toolkit for those involved in developing or implementing a local nutrition and food poverty strategy

<sup>32</sup> Joint Strategic Needs Assessment: Summary 2010

<sup>33</sup> 2011 World Health Organisation

<sup>34</sup> NHS (2010) National Child Measurement Programme: England, 2009/1 school year

## 5. Current Status in the Borough

The high levels of deprivation in Hartlepool mean the average life expectancy is lower than the English average (2.6 years for men and 3 years for women) and more people have a long term health condition than the English average.<sup>35</sup>

Within Hartlepool 29.9% of adults are classified as obese<sup>36</sup> and results from the National Child Measurement Programme show that by year six 35% of children are either overweight or obese. These levels of obesity are significantly higher than the English average, illustrating the scale of the problem facing Hartlepool.

The causes of obesity and poor nutrition are multifaceted. These factors can include low breastfeeding rates, low literacy and educational levels, lower income and socioeconomic status, family history, and medical conditions. All of these factors, which are associated with increased obesity levels, have a high prevalence within Hartlepool. The unemployment rate of 7.4%<sup>37</sup> is nearly double the Great British average, 30% of the population have low literacy and numeracy, 40% do not own a car, only 42.2% of mothers initiate breastfeeding, and 23.8% have a limiting long term illness.<sup>38</sup>

The population demographics of Hartlepool increase the risk of overweight, obesity, and poor nutrition across the town, and present significant barriers to maintaining a healthy weight and diet.

Obesity, like many other health problems, disproportionately affects those on the lower scales of the social gradient. The differences in health and life expectancy are not simply due to 'bad' behaviours, lack of medical care, or genetics. The social and economic differences in health reflect, and are caused by, the social and economic inequalities in society.<sup>39</sup> The increased prevalence and risk of being overweight or obese in Hartlepool is therefore caused by the wider levels of socioeconomic deprivation within the borough.

There is no biological reason for these inequalities in health and taking no action is not a moral or economic option.

It is essential that all people in Hartlepool are provided with the opportunity for good health, this requires good nutrition and a healthy lifestyle. It also requires readdressing the social gradient, to ensure that people have a good education, employment opportunities, and control over their life choices.

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<sup>35</sup> Joint Strategic Needs Assessment: Summary 2010

<sup>36</sup> Joint Strategic Needs Assessment: Reference 2010

<sup>37</sup> Office of National Statistics, NOMIS (March 2011) Data obtained from Total Number of Job Seekers Allowance Claimants

<sup>38</sup> Joint Strategic Needs Assessment: Summary 2010

<sup>39</sup> Fair Society, Healthy Lives: The Marmot Review. Strategic Review of Health Inequalities in England Post-2010

## 5.1 New Initiatives

### 5.1.1 Heart Status

Hartlepool now has the status of a 'Heart Town' which is part of a campaign run by the British Heart Foundation providing a wide range of resources and education programmes to ensure that everybody can take practical steps to improve their heart health and have a healthy lifestyle. In addition Hartlepool has secured three years BHF funding for an early prevention healthy heart programme aimed at 7-14 year olds.

These BHF campaigns will run across the borough and will provide a high profile opportunity to address heart health.

### 5.1.2 Sustainable Travel Fund

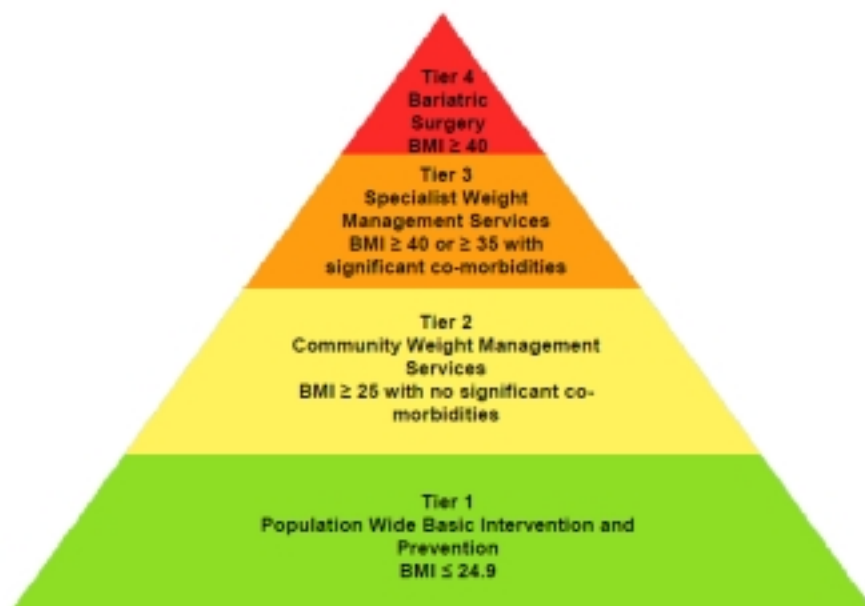
A bid for the Local Sustainable Travel Fund has been put forward by Hartlepool Borough Council. If successful, this funding will provide initiatives such as safe bike storage, improved cycle and walking paths, and investment into safe and active travel across the borough.

## 6. Current Service Provision

### 6.1 Adult Weight Management Service Model

There are four tiers of intervention for adult weight management services each tier indicate an increasing level of intervention and clinical needs.

**Figure 1- Adult Weight Management Four Tier Model**



<b>Tier 1</b>	Population wide interventions to promote healthy eating and physical activity to support and encourage the maintenance of a healthy weight. <ul style="list-style-type: none"> <li>• Offered community wide in GP practices, community venues, workplaces, pharmacies, sport and leisure venues, schools</li> <li>• Referral and signposting to Tier 2 as appropriate</li> </ul>
<b>Tier 2</b>	Weight management services in community settings provided to an explicit specification by a range of providers and commissioned by NHS <ul style="list-style-type: none"> <li>• Lifestyle behaviour change programmes over a series of weeks, either individual or group programmes</li> <li>• Referral to Tier 3 as appropriate</li> </ul>
<b>Tier 3</b>	Specialist weight management services in primary and secondary care hospitals provided to specification commissioned by NHS <ul style="list-style-type: none"> <li>• Delivered by a multi-disciplinary team</li> <li>• Specialised support and advice from multi-disciplinary team including dietetic, physical activity interventions/support and access to psychological support</li> <li>• Individual and group sessions</li> <li>• Drug therapy with appropriate lifestyle intervention support</li> <li>• Referral back to Tier 2 for continued support</li> <li>• Access to Tier 4 if required, assessed on an individual basis</li> </ul>
<b>Tier 4</b>	Bariatric surgery in secondary care hospitals provided to an explicit specification commissioned by NHS <ul style="list-style-type: none"> <li>• Currently only available in Sunderland</li> <li>• Delivered by multi-disciplinary team to provide pre and post operative care</li> <li>• Referrals assessed on case by case basis</li> </ul>

The majority of adult weight management services within Hartlepool are tier 1 and tier 2. These lower tiers provide primary and population wide interventions, with some specialised community weight management services, such as health trainers and exercise on prescription services.

There is currently no funding for tier 3 or tier 4 services, for adults or children, within Hartlepool. This highlights a significant gap in our ability to provide fully comprehensive weight management services within the borough and illustrates the importance of having effective tier 1 and 2 interventions.

The other Tees Valley local authorities have recently procured tier 3 services however; tier 4 services are currently only provided in Sunderland. This leaves Hartlepool as the only authority in the Tees Valley with no tier 3 or 4 services.

## 6.2 Children's Weight Management Service Model

The weight management model used for children and young people is only a 3 tiered model: the highest level of intervention, bariatric surgery, is not suitable for children or young people. Please refer to Figure 2.

The majority of child weight management services within Hartlepool are still delivered at the lower 1 and 2 tier levels.

**Figure 2- Child Weight Management Three Tier Model**



- |               |   |
|---------------|---|
| <b>Tier 1</b> | <p>Population wide interventions and prevention services to promote healthy eating and physical activity to support and encourage the maintenance of a healthy weight</p> <ul style="list-style-type: none"> <li>• Offered community wide by a range of providers including sport and leisure, schools, Sure Start, youth services, CHPP</li> <li>• Opportunistic brief intervention lifestyle behaviour change advice and support</li> <li>• Health improvement services support training and capacity building to widen range of providers and improve access</li> <li>• Referral and signposting to Tier 2 as appropriate</li> </ul> |
| <b>Tier 2</b> | <p>Targeting intervention in community settings provided to an explicit specification by a range of providers and commissioned by NHS</p> <ul style="list-style-type: none"> <li>• Lifestyle behaviour change programme over 8-12 weeks</li> <li>• Aim for weight maintenance or weight loss over the 8-12 weeks with sustained weight maintenance or weight loss at 6 and 12 months</li> <li>• Aim for lifestyle change over 8-12 weeks and sustained at 6 and 12 months</li> <li>• Referral to Tier 3 service as appropriate</li> </ul>   |

<p><b>Tier 3</b> Specialist Intervention</p> <ul style="list-style-type: none"><li>• Assessment for co-morbidities</li><li>• Referral to appropriate specialist to treat co-morbidities</li><li>• Referral to appropriate weight management service for additional support</li><li>• Referral to Tier 2 services as appropriate for continued support</li></ul>
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### **6.3 Service Provision within Hartlepool**

There are a wide range of weight management services from both Hartlepool Borough Council and other local providers such as the NHS and the voluntary and community sector.

The following table details the weight management service provision across Hartlepool, mapped accordingly to the Life Course approach.



**6.3**  
Appendix 1

**Table 2- Current Service Provision**

<b>Intervention/Service</b>	<b>Delivery Organisation</b>	<b>Funding &amp; Duration</b>	<b>Description</b>	<b>Expected Outcome</b>	<b>Life Course Stage</b>
Golden Apple Healthy Eating Award (Businesses and Schools)	Hartlepool Borough Council		A local scheme for food service providers with rewards for establishments who make it easier for their customers to eat healthily. This is achieved by making the food served generally healthier and by allowing customers to make informed decisions by providing healthy options and clear information on their menus	To encourage healthy eating and healthy choices for their customers and pupils. All schools have achieved the Award	Across all Life Course Stages
Access and usage of play sites in schools	Hartlepool Borough Council	Play Builder Funding Jan 2010-2020	Use the Play Builder funding to encourage healthy weight in schools by increasing access to play activities. Work in partnership with health and schools to increase fruit and vegetable consumption and the number of hours participating in physical activity	All schools to be enhanced healthy schools (NI 56). Increase individuals accessing healthy eating and physical activity	Pre-School 3-5 years Primary School 4-11 years Secondary School 11-16 years
Safe travel routes	Hartlepool Borough Council	Ongoing	Ensuring there are safe travel routes for individuals to access play and sporting facilities and any other required facilities across the borough. Active travel should be encouraged whenever possible	There is an increased number of children and young people who have access to play (and relevant other) opportunities across Hartlepool	Pre-School 3-5 years Primary School 4-11 years Secondary School 11-16 years
National Child Measurement Programme	North Tees and Hartlepool Foundation Trust	Nationally funded, Ongoing	Children in reception (ages 4-5 years) and year 6 (ages 10-11 years) are measured and weighed at school this information is then used to help plan services.	To provide high level data to support service planning, both locally and nationally	Primary School 4-11 years
HELP- Exercise on	Hartlepool	HBC, PCT	Hartlepool's Exercise for Life Programme	To support individuals	Adulthood

**6.3**  
**Appendix 1**

Referral Programme	Borough Council	Funding Ongoing	is a 10 week course of exercise in the community. Individuals are referred by various health agents to the programme or can enter by self referral with a chronic (non-life threatening) condition.	into a healthy lifestyle that suits their needs	16-59 years Ageing 60+ years
Specialist Weight Management (Tier 3 intervention)	NHS	No Funding within Hartlepool	There is no funding available for specialist weight management interventions within Hartlepool. Specialist services have been procured for Stockton, Middlesbrough and Redcar & Cleveland		Adulthood 16-59 years Ageing 60+ years
Surgical Intervention (Tier 4 intervention)	NHS	No Funding within Hartlepool	Bariatric surgery at Tier 4 is commissioned for Tees by the North East Region Specialist Commissioning Group. Bariatric surgery is only provided by the NHS at City Hospitals, Sunderland. There is no funding available to expand this service to Hartlepool, although there is a plan to increase activity and access for the Tees area by developing capacity and capability for surgery in other PCTs in the Tees Valley		Adulthood 16-59 years Ageing 60+ years
UNICEF Baby Friendly Standards (Breastfeeding)	NHS Hartlepool Borough Council	2011-2012	Review all children centres policies and ensure that they meet UNICEF Baby Friendly requirements and standardise practice as required to establish Baby Friendly status in all children's centres. Work towards Stage 1 of the Baby Friendly accreditation	To increase mothers initiating and maintaining breastfeeding	Maternity -9 months Post Natal & Weaning 0-2 years
Bump 2 Baby	Hartlepool Borough Council		Universal 5 week antenatal parenting programme which provides impartial information regarding labour,	To increase mothers initiating and maintaining	Maternity -9 months Post Natal &

**6.3**  
Appendix 1

			breastfeeding, and healthy living	breastfeeding, inform expectant parents about healthy lifestyles	Weaning <i>0-2 years</i>
Hartlepool Healthy Early Years Project (HHEY)	Hartlepool Borough Council	Funding in place until 2012	The Hartlepool Healthy Early Years award is given to early years settings and centres which encourage a whole setting approach built on the National Healthy Schools Programme and the Early Years Foundation Stage requirements. Two of the five key themes are healthy eating and physical activity. It is planned to role the award scheme out to childminders across the borough.	Increase the number of trained staff with awareness of health related issues. Increase the number of early year settings with healthy food and a healthier environment. To reduce rates of overweight/obesity, as measured by the NCMP	Maternity <i>-9 months</i> Post Natal & Weaning <i>0-2 years</i> Preschool <i>3-5 years</i>
Healthy Start Scheme	NHS	National Programme	Healthy Start is a national scheme for pregnant women or families with children under 4 providing vouchers for healthy foods, vitamins, milk and infant formula milk to those on certain benefits	Improve nutrition to expectant mothers & families with young children to improve children's development and growth.	Maternity <i>-9 months</i> Post Natal & Weaning <i>0-2 years</i>
Hartlepool Families First	Families First	Not for profit organisation	Hartlepool Families First is a not for profit organisation for children, young people and their families. Various initiatives are in operation including Fitkidz for children with a disability to engage in healthy and social activities, the Health Bus providing lifestyle audits and advice, One77 a healthy bistro run by young people	To encourage children and families to access physical activity, lifestyle and health services.	Preschool <i>3-5 years</i> Primary School <i>4-11 years</i> Secondary School <i>11-16 years</i> Adulthood (parents) <i>16-59 years</i>
Adult Dietetics Services	North Tees and	NHS	Dietetics service offers community weight	To support people to	Adulthood

### 6.3 Appendix 1

	Hartlepool Foundation Trust	funding Ongoing	management groups for 10 weeks. Aftercare is provided through a weekly/fortnightly weigh in at Boots the Chemist by the Marina. A 1:1 service is offered at the out-patient department at Hartlepool hospital. Patients can either be referred by a health professional or can self-refer. A course called DESMOND is delivered to patients with diabetes.	have a healthy approach to their diet and nutritional needs. To support a healthy and sustainable weight loss.	16-59 years Ageing 60+ years
Children's Dietetic Services	North Tees and Hartlepool Foundation Trust	NHS funding Ongoing	Weight management services are offered to children aged 0-16 years who are seen at the Children's out-patients department in Hartlepool hospital. There are currently two clinics per week- patients are not solely about weight management. Four sessions are offered, one session every three months and this is explained to families at the starts. A group education session was piloted; this was unsuccessful with a low turn out.	To support people to have a healthy approach to their diet and nutritional needs. To support a healthy and sustainable weight loss.	Post Natal & Weaning 0-2 years Preschool 3-5 years Primary School 4-11 years Secondary School 11-16 years
Yummy Families	Hartlepool Borough Council	Started in June 2011	It is a programme to improve the health of families by giving them knowledge and skills about what food to eat, how to shop, and how to prepare food. Progress is measured by a weekly weigh in for the parents	Parental weight loss, which should be transmitted across the family. Increased awareness and knowledge about maintaining a healthy lifestyle	Preschool 3-5 years Primary School 4-11 years Secondary School 11-16 years Adulthood (parents) 16-59 years
Begin 2 Exercise	Hartlepool	Ongoing	Providing sport and physical activity	To support individuals	Adulthood

**6.3**  
Appendix 1

Programmes	Borough Council		opportunities to get individuals back into exercise. The programme runs programmes for both men and women with a variety of activities	back into exercise and physical activity. To increase the number of individuals getting the recommended levels of physical activity	16-59 years Ageing 60+ years
Prambles	Hartlepool Borough Council		Part of the Begin2 exercise programmes: a walking group specifically for parents or carers with young infants, whether they are in prams or toddlers.	To support individuals back into exercise and physical activity. To increase the number of individuals getting the recommended levels of physical activity	Maternity - 9 months Post Natal & Weaning 0-2 years Preschool 3-5 years
MIND- Weight Management Lifestyle Approach	Hartlepool MIND	Charity Funding Ongoing	A 6 week programme that looks at addressing emotional and psychological factors of weight management and looks at lifestyle improvements to provide long term solutions.	Establish a healthy lifestyle over the 6 weeks and achieve a healthy and sustainable weight loss	Adulthood 16-59 years Ageing 60+ years
Travel Plan in all School	Hartlepool Borough Council	Ongoing	All school have a Travel Plan in place to encourage children and their parents to take part in active and sustainable travel	To encourage active, sustainable and safe travel. To reduce school traffic congestion	Primary School 4-11 Years Secondary School 11-16 years
Healthy Food Project/Fruit and Vegetable Bag Scheme	Hartlepool Borough Council		Develops and oversees the creation of fresh Fruit and Vegetable co-operatives and providing fruit and vegetable bag schemes across the town, areas of high deprivation and excluded groups are specifically targeted	Increase awareness, availability and affordability of fresh fruit and vegetables across the town	Adulthood 16-59 years Ageing 60+ years
National Healthy Schools	Hartlepool	National	Government initiative of key criteria for	To increase skills and	Primary School

**6.3**  
Appendix 1

Programme	Borough Council	Policy Now Ended	schools to achieve Healthy School Status. Four core themes including: personal, social & health education, healthy eating, physical activity, and emotional health and wellbeing	knowledge to make informed health and life choices and to reach their full potential.	<i>4-11 years</i> Secondary School <i>11-16 years</i>
Health Trainers	NHS	Ongoing	5 trainers offering 1:1 or group sessions for individuals for 12 weeks. Services are provided for people with learning disabilities and mental health problems, patients from the fertility clinic, cardiovascular patients, as well as the general population	Establish a healthy lifestyle over the 12 weeks and achieve a healthy and sustainable weight loss	Adulthood <i>16-59 years</i> Ageing <i>60+ years</i>

## 7. Future Direction

Hartlepool's aim is to:

*"Improve the health of people by ensuring a healthy weight culture which supports and encourages people to achieve and maintain a healthy weight and lifestyle"*

The high levels of obesity and overweight in the borough illustrate that at present there is not a healthy weight culture within Hartlepool.

To increase the number of people at a healthy weight there is a need for a multifaceted and long term approach. It is well established that there are a number of interlinked factors, both proximal and distal, which will in turn require coordinated, multifaceted, long term interventions and initiatives.

### 7.1 Evidence Based Approach

It is imperative that there is a solid evidence base to support weight management interventions. An evidence based approach ensures that interventions are effective, of a high standard, and that limited resources are maximised and used to the best effect.

NICE guidance recommends that any weight management programme should adhere to the following best practice:<sup>40</sup>

- Aim for a maximum weekly weight loss of 0.5-1kg (1-2 lbs)
- Focus on a long-term lifestyle change, not a short-term quick-fix approach
- Multicomponent approach which looks at addressing both diet and activity
- Promote a balanced and healthy eating approach

This strategy will not endorse any weight management programme or initiative that does not promote the above recommendations.

The following is a summary of evidence based weight management interventions published by NICE<sup>41</sup> and the Health Development Agency<sup>42</sup>. These recommendations should be incorporated into both current and future weight management services.

#### Early Years

- Childcare facilities should minimise sedentary activities and provide regular opportunities for enjoyable active play

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<sup>40</sup> NICE (2006) Clinical Guideline 43: Obesity

<sup>41</sup> NICE (2006) Clinical Guideline 43: Obesity

<sup>42</sup> Health Development Agency (2003) The Management of Obesity and Overweight. Evidence Briefing

- Children should eat regular, healthy meals in a pleasant, social environment which is free from distractions. Children should be supervised at mealtimes and staff should preferably eat with children.

### **Children**

- Multifaceted school based interventions should include a combination of: nutrition, education, physical activity promotion, reduction in sedentary behaviour, behavioural therapy, teacher training, modification of school meals and tuck shops.
- All actions aimed at preventing excess weight gain, improving diet and activity levels in children should actively involve parents and carers
- Individual as well as family based interventions should be considered depending on the age and maturity of the child

### **Family**

- Family based interventions with physical activity and health promotion, involving at least one parent are effective for weight loss/maintenance.
- Multifaceted family based behaviour modification programmes where parents take primary responsibility for behaviour change are effective. Initiatives targeted diet, exercise and reducing sedentary behaviour, lifestyle counselling, training in child management, parenting and communication skills.

### **Schools**

- Sport and physical activity lessons should promote activities that children find enjoyable and can take part in outside of school, through into adulthood.
- Meals should be provided in a pleasant, social environment. Younger children should be supervised at mealtimes and staff should preferably eat with children.
- Where possible parents should be involved in school based interventions

### **Adults**

- Low calorie diets of 1,000 -1,500 kilocalories per day is effective for weight loss
- Very low calorie diets of 400-500 kilocalories per day are effective for weight loss; however there is little evidence for the relative effectiveness of very low calorie diets versus low calorie diets over the long term.
- Low fat diets, deriving 30% or less of total daily energy from fat are effective for weight loss
- Low calorie diets and very low calorie diets should only be prescribed by a trained medical professional and should not be used long-term
- Increased physical activity, diet alone, and increased physical activity and diet combined result in weight loss; however diet alone is more effective than exercise alone for weight loss. There is a need for more evidence regarding to the relative effectiveness of physical activity and diet combined versus diet alone or physical activity alone.



### **Workplace**

- On site catering should promote healthy food and drink choices
- Policies, facilities and information should promote physical activity, for instance provide showers and secure cycle storage.
- Incentive schemes are encouraged, such as policies on travel expenses, price of food and drink sold in the workplace and contribution to gym membership, these should be sustained and part of a wider programme to support staff in maintaining a healthy lifestyle

### **For all**

- Interventions to increase physical activity should focus on activities that fit easily into people's everyday life and should be tailored to the individual's preferences and circumstances
- Programmes should take into consideration the concerns of local people, such as, confusing mixed messages within the media, local availability and prices
- Schemes that improve access to physical activity, such as walking or cycling routes, safe play areas, cycle parking should be encouraged
- Use local initiatives and planning decisions to make the streets cleaner and safer and improving building design to encourage people to be more physically active

### **For professionals**

- Staff should discuss weight, diet and activity with people at times when weight gain is more likely, such as during and after pregnancy, during smoking cessation
- Work in partnership with local businesses to encourage promotion of healthy choices and to provide accurate and clear nutritional information of their products
- All primary care settings should ensure that staff are appropriately trained to approach the issue of weight management and provide adequate advice, support and information signposting
- Use national and local data to identify communities at high risk of being overweight or obese, or developing co-morbidities such as type 2 diabetes.
- All interventions should take into account the religious beliefs, cultural practices, age and gender, language and literacy levels and be adapted appropriately.

## **7.2 Priorities for Hartlepool**

Developing a healthy weight culture is a long term and overarching goal for Hartlepool; however within that there are several key priorities that this Healthy Weight Strategy seeks to address.

- Early Years and Childhood Obesity
- Prevention of people becoming overweight or obese

### **7.3 Measuring Success**

In order to assess the success of the Healthy Weight Strategy it will be necessary to look at various key measures. Although the most obvious outcome will be the reduction in the proportion of people in Hartlepool who are classified as overweight; collecting valid information and data to evidence this is not straightforward.

A variety of data will be required to evidence whether there has been success in creating a healthy weight culture. The data sources below will provide part of the picture of the success across the borough.

- National Child Measurement Programme, provides data of primary school children
- Data from national health and lifestyle surveys can be utilised, such as the Health Survey England

It is vital that interventions are properly evaluated, thus success criteria need to be identified at an early stage so that the same criteria can be evaluated throughout the intervention.

It is recommended by the National Obesity Observatory (NOO) to evaluate all programmes and initiatives through their Standard Evaluation Framework (SEF) for Weight Management Interventions. This is a checklist of the required criteria for the evaluation of weight management services. It is recommended that all programmes and initiatives use the Standard Evaluation Framework Further information can be located at [www.noo.org.uk](http://www.noo.org.uk) and a copy of the SEF has been included in Appendix 2.

NICE guidance demonstrates that for interventions to be cost effective a £10 per head intervention would need to achieve an average weight loss of 0.25kg per head. For interventions costing up to £100 per head the average weight loss per head should be 1kg.

There may be other successful outcomes other than weight loss, which may include reduced risk factors for some diseases, improved nutrition and physical activity levels. Weight loss is only required as an outcome for those who are overweight or obese and may not be appropriate in all cases.

### **7.4 Service Gaps**

Following an analysis of the current service provision and the development of the action plan, several service area gaps have been identified this is due to limited resources at present.

The action plan will be reviewed and updated annually; during this review period it is suggested that the following service area gaps are also reviewed to assess whether there are any areas that can be filled.

**Table 3- Service Area Gaps**

<b>Service Area</b>	<b>Life Course Stage</b>
Health Trainers Service for Children	Primary School 4-11 years Secondary School 11-16 years
Family Health Trainer Service	Across all Life Course Stages
Townwide Early Years Healthy Weight Service	Maternity -9 months Post Natal & Weaning 0-2 years Pre-school 3-5 years
Tier 3 Weight Management Intervention	Primary School 4-11 years Secondary School 11-16 years Adulthood 16-60 years Ageing 60+ years
Tier 4 Weight Management Intervention	Adulthood 16-60 years Ageing 60+ years
Standard and consistent psychological support provided alongside weight management services	Across all Life Course Stages

## **8. Action Plan**

In order to implement this Healthy Weight Strategy an annual comprehensive Action Plan has been established. This will provide clear understanding of the responsibilities and actions required in order to work towards creating a healthy weight culture in Hartlepool.

The action plan should be seen as a working document and should be continually referred to, this will ensure that appropriate progress is made against all actions. An annual review and refresh of the action plan should be made to ensure that all actions are relevant and that progress is made.

The action plan has been agreed by the Healthy Weight, Healthy Lives Partnership and as such should provide a clear direction of work for the partnership.

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**Healthy Weight Action Plan 2011-12**

<b>Action</b>	<b>Description</b>	<b>Timescale</b>	<b>Expected Outcome</b>	<b>Owner</b>	<b>Life Course Stage</b>	<b>Current Evidence</b>
<b>1.</b> Ensure all schools and childcare facilities provide enjoyable and healthy meals	<b>1.1</b> Encourage all schools/childcare settings to use the standard Food Policy template. <b>1.2</b> Ensure all settings meet a minimum food standard this includes: comfortable and relaxed environment to enjoy meals & snack times, supervision for young children at meal & snack times, staff & adults to eat with them <b>1.3</b> Encourage private and voluntary sector to adopt the standard Food Policy template and provide them with nutritional guidelines	March 2012	<b>1.1</b> All schools and childcare settings to adopt the standard Food Policy template. <b>1.2</b> All schools and childcare settings provide good quality, nutritional meals, including snacks. <b>1.3</b> To increase the number of voluntary and private sector organisations who adopt our minimum standard Food Policy	Jennifer Mc Dermott	Post Natal & Weaning <i>0-2 years</i> Pre-school <i>3-5 years</i> Primary School <i>4-11 years</i> Secondary School <i>11-16 years</i>	NICE Clinical Guidelines 43: Obesity
<b>2.</b> Increase number of school meal uptake in schools	<b>2.1</b> To explore ways to keep children within schools during lunch and to increase the uptake of school meals	March 2012	<b>2.1</b> To increase the number of school meals up take	Jennifer Mc Dermott	Primary School <i>4-11 years</i> Secondary School <i>11-16 years</i>	For Update
<b>3.</b> Provide follow up	<b>3.1</b> Ensure parents receive	March 2012	<b>3.1</b> 100% satisfaction with how	June Fawcett	Primary	For Update

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for NCMP	the appropriate feedback about their child's BMI and relevant information <b>3.2</b> Rewrite the standard letter sent to parents <b>3.3</b> Provide appropriate follow up to children and families		issues arising from the NCMP standard letter are dealt with	Louise Wallace	School 4-11 years Secondary School 11-16 years	
<b>4.</b> Succession Strategy for the National Healthy Schools Programme	<b>4.1</b> Ensure there is a succession strategy to continue the positive work of the National Healthy Schools Programme which has now ended. <b>4.2</b> Explore linking in with the Ecoschools Award	March 2012	<b>4.1</b> To ensure continuation of the good work achieved by schools in achieving Healthy Schools Status	Danielle Swainston Joanne Taylor	Primary School 4-11 years Secondary School 11-16 years	For Update
<b>5.</b> Utilise Mosaic Social Mapping Programme	<b>5.1</b> Provide training to staff to use and understand Mosaic and social mapping <b>5.2</b> Utilise Mosaic during early intervention and programme development to target resources more efficiently <b>5.3</b> Target specific populations who may be at higher risk from developing co-	March 2012	<b>5.1</b> Staff will be trained to use social mapping. <b>5.2</b> Limited resources can be targeted and used more efficiently <b>5.3</b> Begin to address high risk populations	Judi Oliver Margaret Hunt	Across all Life Course Stages	NICE Clinical Guidelines 43: Obesity

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	morbidities					
<b>6.</b> Care home provision for healthy living	<b>6.1</b> Assess and evaluate the current provision for healthy eating in all care homes <b>6.2</b> Assess and evaluate opportunities for healthy living, such as activities for health & wellbeing <b>6.3</b> Ensure recommended healthy eating standards are considered in commissioning services i.e. requiring tenders to evidence how they meet minimum nutritional standards <b>6.4</b> Ensure recommendations include all domiciliary care and extra care settings.	March 2012	<b>6.1</b> Minimum standard for nutrition to be developed <b>6.2</b> All care homes provide good quality, nutritional meals and snacks. <b>6.3</b> All care homes provide ample opportunities and support residents into activities to improve their health & wellbeing <b>6.4</b> Service contracts include consideration of healthy eating	John Lovatt Neil Harrison Jennifer McDermott Linda Brooker	Adulthood <i>16-60 years</i> Ageing <i>60+ years</i>	For Update
<b>7.</b> Target interventions for learning disabilities and mental health	<b>7.1</b> Succession strategy for targeted health trainer <b>7.2</b> Evaluation of specialist services for learning disabilities and mental health	March 2012	<b>7.1</b> Ensure the continuation of quality services for learning disabilities and mental health <b>7.2</b> To provide information packs to all relevant frontline staff <b>7.3</b> Identify future need for the service	Ruth Kimmins	Adulthood <i>16-60 years</i> Ageing <i>60+ years</i>	For Update

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	<b>7.3</b> Identify the future need for the service <b>7.4</b> Develop a pack of materials and information for frontline staff					
<b>8.</b> To continue and expand the Golden Apple Awards	<b>8.1</b> Expand the Golden Apple Award scheme across all food outlets in the borough <b>8.2</b> Expand the Golden Apple Award criteria to require/encourage food outlets to display the nutritional information of food <b>8.3</b> Measure the baseline of all food outlets, schools, and care settings with the award <b>8.4</b> Review criteria for the Golden Apple Award	March 2012	<b>8.1</b> To increase the number of food outlets across the borough taking part in the Golden Apple Awards <b>8.2</b> To increase the number of food outlets across the town displaying nutritional information of their food.	Steven Carter Jennifer Mc Dermott	Across all Life Course Stages	For Update
<b>9.</b> Provide induction for prospective weight management clients	<b>9.1</b> Ensure that all patients and clients who are referred to the Health Trainers, weight management service attend an introductory seminar to inform them of the service and the individual commitment required	March 2012	<b>9.1</b> To reduce the number of DNA in the weight management service	Sharon Bartram Beverley Hains-Hartlepool MIND	Adulthood 16-59 years Ageing 60+ years	For Update



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	<b>9.2</b> Explore incorporating the psychological impact of weight management into the induction with Hartlepool MIND					
<b>10.</b> Provide appropriate follow up and support groups	<b>10.1</b> Ensure there is adequate continuing support and guidance for those finishing weight management programme <b>10.2</b> Set up a drop in session, which could be run by volunteers	March 2012	<b>10.1</b> Ensure that participants are supported to continue to maintain a healthy lifestyle.	Sharon Bartram	Across all Life Course Stages	For Update
<b>11.</b> Evaluation of weight management programmes	<b>11.1</b> Long term evaluation (follow up after 6-12 months) of weight management programmes <b>11.2</b> Ensure the Standard Evaluation Framework is used as a basis for the evaluation	March 2012	<b>11.1</b> Ensure that services and programmes are able to affect long term benefits	Public Health Registrar	Adulthood 16-59 years Ageing 60+ years	This action should produce current evidence for future use
<b>12.</b> Adopt the Standard Evaluation Framework from NOO	<b>12.1</b> To develop and build a regional and national evaluation framework and database	March 2012	<b>12.1</b> Provide a robust evaluation framework for interventions. <b>12.2</b> Link in with regional and national data	Louisa Ellis	Across all Life Course Stages	For Update
<b>13.</b> Conduct	<b>13.1</b> To work in	March 2012	<b>13.1</b> To increase the number	Sylvia Pinkney	Across all	For Update

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health checks on food outlets	partnership with H&S to explore the potential to incorporate checks for healthy food options and procedures within the standard H&S premise checks		of food outlets who are evaluated for healthy choices and procedures		Life Course Stages	
<b>14.</b> Develop HWHL partnership	<b>14.1</b> Confirm Terms of Reference and Actions for HWHL partnership <b>14.2</b> Further develop working relationships through the HWHL partnership <b>14.3</b> Keep other organisations up to date with new services and changes	March 2012	<b>14.1</b> Increase collaborative working across organisations and services	Louise Wallace	Across all Life Course Stages	For Update
<b>15.</b> Utilise The Directory of activities and services	<b>15.1</b> Utilise the existing Directory, maintained by FISH as a means to signpost people to activities and services offered <b>15.2</b> Ensure that new initiatives and programmes are included to The Directory and Hartlepool Now	March 2012	<b>15.1</b> Better signposting and information available for practitioners and service users	Sharon Lister Emily Law ty	Across all Life Course Stages	For Update
<b>16.</b> Cooking	<b>16.1</b> Develop basic	March 2012	<b>16.1</b> Increase the number of	Jennifer	Primary	For Update

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sessions Expo Chef Style	healthy cooking sessions for children <b>16.2</b> Use the children's cookbook as a basis for the sessions		children who have basic cooking skills	Mc Dermott	School 4-11 years Secondary School 11-16 years	
<b>17.</b> Develop a healthy cookbook by children	<b>17.1</b> Work with children to create a healthy cookbook with fun and easy recipes that can be distributed to families <b>17.2</b> Cookbook recipes can be practically demonstrated in the cooking sessions <b>17.3</b> Equipment could be provided through BHF funding	March 2012	<b>17.1</b> Encourage a fun and imaginative approach to healthy food. <b>17.2</b> Increase the number of children who have basic cooking skills	Jennifer Mc Dermott	Primary School 4-11 years Secondary School 11-16 years	For Update
<b>18.</b> Encourage healthy cooking across the borough	<b>18.1</b> Continue to work with the Hartlepool Masterchef competition to provide nutritional guidance and advice	March 2012	<b>18.1</b> Provide information and guidance to contestants to promote healthy eating	Jennifer Mc Dermott	Primary School 4-11 years Secondary School 11-16 years Adulthood 16-60 years Ageing 60+ years	For Update
<b>19.</b> Link with existing health programmes-smoking cessation	<b>19.1</b> Ensure appropriate advice on healthy eating and weight management is offered	October 2011	<b>19.1</b> Increase number of service users receiving healthy eating and weight management advice	Sharon Bartram Phil Chaffer	Adulthood 16-60 years Ageing 60+ years	NICE Clinical Guidelines 43: Obesity

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	at smoking cessation initiatives					
<b>20.</b> Link with existing health programmes-weaning programmes	<b>20.1</b> To provide some focused sessions on healthy eating <b>20.2</b> Encourage the issue of a healthy weight to be approached with mothers	March 2012	<b>20.1</b> Increase the number of new mothers who receive appropriate healthy eating advice	Sallie Ivson	Maternity -9 months Post Natal & Weaning 0-2 years Adulthood 16-60 years	NICE Clinical Guidelines 43: Obesity
<b>21.</b> Collective bids for funding	<b>21.1</b> Encourage and develop joint bids (with organisations across the borough) for funding streams <b>21.2</b> Bring information about potential funding opportunities to the HWHL partnership	March 2012	<b>21.1</b> Increase the strength of bid proposals from the borough. <b>21.2</b> Share information and funding opportunities with partners	Keith Bayley (HVDA)	Across all Life Course Stages	For Update
<b>22.</b> Tier Three Weight Management	<b>22.1</b> Secure funding for tier three weight management, for both children and adults <b>22.2</b> Explore ways to bring together the required elements to provide this service <b>22.3</b> Hartlepool MIND to explore funding opportunities	March 2012	<b>22.1</b> To secure provision of tier three services to the population of Hartlepool	PCT Commissioner Linda Brooker Sharon Bartram	Primary School 4-11 years Secondary School 11-16 years Adulthood 16-60 years Ageing 60+ years	For Update

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<b>23.</b> Tier Four Weight Management	<b>23.1</b> Once funding has been secured for tier three, explore funding opportunities for tier four for adults	March 2012	<b>23.1</b> To secure provision of tier four service to the adult population of Hartlepool	PCT Commissioner	Adulthood 16-60 years Ageing 60+ years	For Update
<b>24.</b> Dietetic services	- Increase the dietetic services working in collaboration with established children's centres and facilities	March 2012	To be confirmed by the Dietetic Services	Linda Brooker	Post Natal & Weaning 0-2 years Preschool 3-5 years Primary School 4-11 years Secondary School 11-16 years	For Update
<b>25.</b> Creating local environments that encourage people to be physically active	<b>25.1</b> Develop safer active travel routes throughout the borough <b>25.2</b> Encourage future planning policies to consider healthy living and eating when reviewing application for new food outlets or other businesses <b>25.3</b> Ensure that licensing take into consideration healthy eating and weight	March 2012	<b>25.1</b> To reduce the number of clusters of fast food outlet <b>25.2</b> To increase routes for active travel <b>25.3</b> Encourage businesses and food outlets to provide healthier options	Mathew King Robert Snowball Chris Pipe/Jill Scanlon	Across all Life Course Stages	NICE Clinical Guidelines 43: Obesity
<b>26.</b> Train staff to	<b>26.1</b> Train frontline staff	March 2012	<b>26.1</b> Increase the number of	Margaret Hunt	Across all	NICE Clinical

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approach weight management issues	across wide services to feel confident to approach weight management issues with clients- ensure that weight management is on the checklist for staff <b>26.2</b> To train staff to provide brief interventions <b>26.3</b> Utilise the previous IDeA programmes		staff who are trained about weight management	Steven Carter Carole Johnson	Life Course Stages	Guidelines 43: Obesity
<b>27.</b> Develop and train community based health trainers	<b>27.1</b> Train community volunteers to help deliver the weight management services offered by the NHS Health Trainers and the Dietetics service	March 2012	<b>27.1</b> Increase the capacity for ongoing 1:1 support from the health trainers. Increase the number of individuals who can access 1:1 support	Sharon Bartram Keith Bayley Linda Brooker	Adulthood <i>16-60 years</i> Ageing <i>60+ years</i>	For Update
<b>28.</b> Ensure that all communication is consistent and clear	<b>28.1</b> Ensure information from various organisations and programmes in Hartlepool is clear and consistent <b>28.2</b> Develop a Communication Plan	March 2012	<b>28.1</b> Ensure that there is a strong and clear public message about weight management	Louise Wallace	Across all Life Course Stages	For Update
<b>29.</b> Continue to encourage healthy living through workplace	<b>29.1</b> Increase the number of organisations in the Better Health at Work	March 2012	<b>29.1</b> Increase the number of businesses and organisations engaged in promoting workplace health	Steven Carter	Adulthood <i>16-60 years</i>	NICE Clinical Guidelines 43: Obesity

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engagement	Award <b>29.2</b> Encourage organisations to adopt the Employee Wellbeing Strategy					
<b>30.</b> Increase awareness of individuals eligibility for welfare benefits and food schemes	<b>30.1</b> Ensure that weight management programmes incorporate financial and welfare benefit advice to those requiring it. <b>30.2</b> Inform individuals of schemes such as free school meals, free school fruit and Healthy Start food vouchers <b>30.3</b> Sit on the Financial Inclusion Partnership <b>30.4</b> Provide information to people about the areas of funding available to them	March 2012	<b>30.1</b> Increase the number of people on lower incomes who have access to good food through these welfare schemes <b>30.2</b> Increase the number of eligible people who claim their welfare entitlements	Tracy Rudd	Across all Life Course Stages	For Update
<b>31.</b> Exercise Programmes	<b>31.1</b> Working towards the Sport and Physical Activity Strategy	March 2012	<b>31.1</b> To increase levels of physical activity	Zoe Rickleton	Across all Life Course Stages	For Update
<b>32.</b> Breastfeeding initiatives	<b>32.1</b> Working towards the Breastfeeding Strategy	March 2012	<b>32.1</b> To increase levels of breastfeeding	Annie Wallace	Maternity -9 months Post Natal & Weaning <i>0-2 years</i>	NICE Clinical Guidelines 43: Obesity

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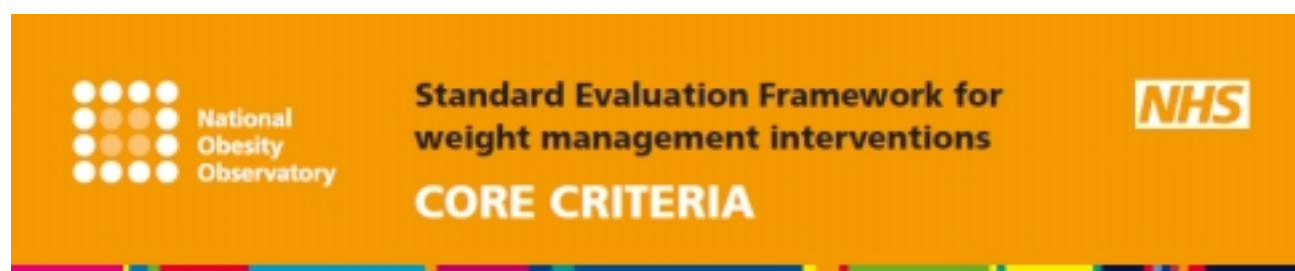
<b>33.</b> Play sites and programmes	<b>33.1</b> Working towards the Play Strategy	March 2012	<b>33.1</b> To ensure all children have access to safe play, to help their development	Tracy Liveras	Post Natal & Weaning <i>0-2 years</i> Preschool <i>3-5 years</i> Primary School <i>4-11 years</i> Secondary School <i>11-16 years</i>	For Update
<b>34.</b> Hartlepool Healthy Early Years Project	<b>34.1</b> Increase the number of staff trained in early years settings and centres who have awareness of health related issues	March 2011	<b>34.1</b> To ensure that staff are trained in providing information regarding healthy weight, lifestyle and other health issues		Maternity <i>-9 months</i> Post Natal & Weaning <i>0-2 years</i> Preschool <i>3-5 years</i>	For Update
<b>35.</b> Yummy Families Pilot	<b>35.1</b> Evaluate the Yummy Families pilot project to identify elements that worked <b>35.2</b> Develop a programme that can begin to be spread across the borough	March 2011	<b>35.1</b> To begin to establish a weight management service for the under 5 years group in Hartlepool	Melanie Calvert	Maternity <i>-9 months</i> Post Natal & Weaning <i>0-2 years</i> Preschool <i>3-5 years</i>	Requires evaluation to develop the evidence base



## **Appendix 1- Hartlepool's Locally Agreed Targets and Indicators**

- ACS P012- Footpaths and Rights of way - Easy to use by public (BVPI 178)
- ACS P021- Residents satisfaction with public parks and open spaces (Hartlepool) (LAA CL8)
- ACS P059- Overall attendance at Mill House, Brierton and Headland Leisure Centres
- ACS P081- Number of patients completing a 10 week programme of referred activity recommended as a health intervention
- CSD P038- Percentage of schools at stage 4b of the Healthy Schools Enhanced Model who have successfully completed their Health & Wellbeing Improvement Tool
- CSD P039- Percentage of schools that have successfully completed their annual review for Healthy Schools
- LAA CL P001- Number of people from vulnerable groups engaged in culture, leisure activities and sport
- LAA CL P002- Resident satisfaction with Sport and Leisure
- LAA CL P003- Annual leisure centre attendances
- LAA CL P004- Residents satisfaction with public parks and open spaces (inc NRA)
- NSD P102- Percentage of participating schools satisfied with Crucial Crew event
- NSD P103- Number of applicants gaining accreditation in basic nutrition course
- NSD P174- Number of children pedestrian trained (TE23)
- NSD P175- Number of children taking cycling training (TE24)
- NSD P238- No of schools achieving the Healthy Eating module of the new healthy schools status
- NSD P241(a)- No of new community food initiatives
- NSD P242- Number of food providers achieving Golden Apple Healthy Eating Award
- NSD P243- Number of participants gaining qualification in Weight Management
- NSD P244- Number of clients completing weight management programmes
- NSD P268- Number of weight management programmes delivered
- NSD P269- Number of 'train the trainer' cooking skills programmes delivered
- NSD P270- Number of new MEND programmes delivered
- NSD P271- Number of families completing the MEND programmes
- NSD P272- Number of health events / campaigns supported
- NSD PES020- Percentage of participants satisfied with OCN Weight Management Training
- NSD PES021- Percentage of clients satisfied with Weight Management Course

## Appendix 2- Standard Evaluation Framework



The National Obesity Observatory was established to provide a single point of contact for wide-ranging authoritative information on data and evidence related to obesity, overweight, underweight and their determinants.

The Standard Evaluation Framework is a list of data collection criteria and supporting guidance for collecting high quality information to support the evaluation of weight management interventions.

This is a quick reference guide to the core criteria of the Standard Evaluation Framework. *Essential* criteria are presented as the minimum recommended data for evaluating a weight management intervention. *Desirable* criteria are additional data that would enhance the evaluation.

Supporting guidance for each criterion is available from [www.noo.org.uk/sef](http://www.noo.org.uk/sef). This describes why particular criteria have been categorised as essential or desirable, and gives further information on collecting data.

	ESSENTIAL	DESIRABLE
<b>Part one: intervention details</b>		
1. Title/name of intervention		
2. Aims and objectives (including primary and secondary outcomes)		
3. Intervention timescale (exposure, quantity and duration)		
4. Intervention delivery dates		
5. Duration of funding (including dates)		
6. Location and setting		
7. Description of intervention: <ul style="list-style-type: none"> <li>• target population</li> <li>• content</li> <li>• delivery method</li> <li>• deliverer</li> <li>• unit of delivery</li> <li>• details of quality assurance mechanisms</li> </ul>		
8. Rationale for intervention (including theoretical basis)		
9. Core staff competencies required		
10. Equipment and resources required		
11. Incentives for attendance		
12. Details of training needs (including quality assurance of training)		
13. Method of recruitment and referral		
14. Participant consent mechanism		
15. Participant admission/exclusion criteria		
16. Cost of intervention per participant		
17. Cost to participant		
18. Detailed breakdown of cost		
19. Type of evaluation and evaluation design		
20. Details of equality impact assessment		
21. Relevant policy and performance context		
22. Details of health needs assessments that have been conducted		
23. Contact details		
24. Commissioner(s) of the intervention and sources of funding		
25. Declaration of interest		
26. Details of type and extent of any clinical involvement		

	ESSENTIAL	DESIRABLE
<b>Part two: demographics of individual participants</b>		
27. Age		
28. Sex		
29. Ethnicity		
30. Disability		
31. Measure of socio-economic status		
32. Additional information including marital status, medical history, smoking status, parity and family make-up		
33. Details of parental weight status (for children)		
<b>Part three: baseline data</b>		
34. Height and weight (to calculate Body Mass Index)		
35. Additional proxy measures for adiposity		
36. Measure(s) of dietary intake and behaviour		
37. Measure(s) of physical activity levels and behaviour		
38. Potential facilitators of, and barriers to, lifestyle change		
<b>Part four: follow-up data</b>		
<b>Impact evaluation</b>		
39. Follow-up data: minimum of three follow-up points, including at one year		
40. Follow-up data on key measures (height, weight, physical activity and diet) over a greater term than one year		
41. Height and weight (to calculate Body Mass Index)		
42. Follow-up data on additional proxy measures for adiposity (if collected at baseline)		
43. Dietary intake and behaviour		
44. Physical activity levels and behaviour		
45. Follow-up measures on potential facilitators of, and barriers to, lifestyle change (if collected at baseline)		
<b>Process evaluation</b>		
46. Number invited		
47. Number recruited		
48. Number attended each session or contact point		
49. Number completed		
50. Number of participants at each follow-up point		
51. Methods of data collection and timings		
52. Reasons for opt-out (where applicable)		
53. Details of any unexpected outcomes and/or deviations from the intended intervention design and the reasons why		
54. Participants' satisfaction with the intervention		
55. Plans for sustainability		
<b>Part five: analysis and interpretation</b>		
56. Summary of results compared to baseline (for primary and secondary outcomes)		
57. Details of any further analyses and statistical methods used		
58. Limitations and generalisability		

# CABINET REPORT

1 August 2011



**Report of:** Chief Executive

**Subject:** Partnership with Darlington Borough Council for Joint Head of HR role

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## SUMMARY

### 1. PURPOSE OF REPORT

To set out a proposal to enter into an agreement with Darlington Borough Council to share a post of Head of HR and the implications for the structure of the Chief Executive's Department.

### 2. SUMMARY OF CONTENTS

The report explains the background to the proposal, the principles of an agreement and the implications for the structure of the Chief Executive's Department.

### 3. RELEVANCE TO CABINET

Workforce issues in relation to senior management post appointed to by members.

### 4. TYPE OF DECISION

Non-key

### 5. DECISION MAKING ROUTE

Cabinet

### 6. DECISION(S) REQUIRED

- 6.1 Cabinet agree to enter into an agreement with Darlington Borough Council to share a joint Head of HR and that the Chief Executive and/or Chief Solicitor be delegated to finalise the legal agreement in consultation with the General Purposes Committee.

- 6.2 To note the need to reallocate some responsibilities of the Chief Customer & Workforce Services Officer and receive a report in due course with proposals for restructuring with the Chief Executive's Department.

**Report of:** Chief Executive

**Subject:** Partnership with Darlington Borough Council for Joint Head of HR role

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**1. PURPOSE OF REPORT**

- 1.1 To set out a proposal to enter into an agreement with Darlington Borough Council to share a post of Head of HR and the implications for the structure of the Chief Executive's Department.

**2. BACKGROUND**

- 2.1 The financial pressures facing the Council have been set out for Members in other reports on a regular basis and all departments are required to identify savings to balance budgets. As a consequence, officers are in regular contact with other local authorities to share best practice and identify potential opportunities for efficiencies and savings.
- 2.2 The Assistant Director – Human Resources at Darlington Borough Council is due to retire in November 2011 and Darlington has considered the options available, to a) recruit a full-time permanent replacement or, b) make interim arrangements or, c) share with another Council. Darlington Council have determined that they would wish pursue option C and to enter into an arrangement with Hartlepool Borough Council to share a post to undertake the lead HR role. This decision follows initial discussions at Chief Executive level and Darlington's assessment that this joint arrangement would satisfy their requirements.

**3. PROPOSAL**

- 3.1 It is proposed that Hartlepool Borough Council enter into an agreement for the Council's Customer & Workforce Services Officer to undertake a joint head of HR role with Darlington Borough Council.
- 3.2 A formal legal contract would be drawn up between the two authorities agreeing to share equally the costs of the post and would be subject to annual review.
- 3.3 Hartlepool would remain the employer of the current postholder and the current main terms and conditions of employment would continue although a variation to contract would be required to reflect the services required to be delivered to Darlington Council.
- 3.4 The Chief Customer & Workforce Services Officer is currently responsible for workforce services, customer services, shared services, revenues and benefits services. Undertaking the role of lead for all HR matters in two local

authorities would require a reallocation of service responsibilities from the Chief Customer & Workforce Services Officer as the new joint responsibilities could not be undertaken in addition to current responsibilities. Options for relocating services within the Chief Executive's Department are currently under consideration.

#### **4. IMPLICATIONS FOR HARTLEPOOL BOROUGH COUNCIL**

- 4.1 The advice, guidance and support from the Chief Customer and Workforce Services Officer to Hartlepool Council on workforce matters would continue. Some aspects of the work can be undertaken irrespective of physical location through appropriate ICT support e.g. responding to emails and telephone calls, accessing and drafting documents, etc. There may potentially be some conflict between each authority's requirements to attend formal meetings however with appropriate planning this conflict could be minimized. The most likely detrimental impact on the Council may occur when the Chief Customer & Workforce Services Officer is required to attend a meeting personally at short notice as a matter of urgency; this occurs infrequently.
- 4.2 There will be increased opportunity for both Councils to more easily share HR best practice, consolidate some areas of work which may currently be duplicated and increase the resilience of both HR teams at a time when both Councils have had to reduce capacity within their HR service. Additionally the joint role will enable a more effective assessment of potential opportunities and support required for joint working across HR and other Council services in due course.
- 4.3 Whilst it is recognised that the Chief Executive's Department was restructured in April 2010 so that savings could be realised from a Chief Officer post, there are many additional financial pressures now facing the Council which were not known in April 2010. This has identified new challenges and some new opportunities.
- 4.4 As mentioned in paragraph 3.4 the current duties and responsibilities of the Chief Customer & Workforce Services Officer would be restructured across other divisions of the Chief Executive's Department. At an operational service level it is not expected that a reallocation of teams across other Chief Officer posts in the Department will affect what gets done or how it gets done. The Chief Executive's Management Team will continue to ensure the Department's service responsibilities are fulfilled and savings targets are achieved.

#### **5. FINANCIAL IMPLICATIONS**

- 5.1 Full year savings associated with sharing the cost of the post is £51,366 (inclusive of pension and NI saving) with part year saving for the period 01.11.11 to 31.03.12 of £21,402 (inclusive of pension and NI saving). This amount is included in the Chief Executive's Department savings proposals. This is based on equal sharing of employment costs between Hartlepool and

Darlington Councils. Some costs may be incurred as a result of additional ICT access and travel between Hartlepool and Darlington, however it is envisaged that this will be minimised through effective planning and diary management.

## **6. CONSULTATIONS**

- 6.1 Consultations have been undertaken with the postholder directly affected by this proposal and no objections have been received.
- 6.2 Consultations have also been undertaken with those staff affected by the requirement to reallocate service responsibilities and at this stage no adverse comments have been received regarding the proposal to establish a joint post. It is not possible however to conclude the consultations at this stage regarding the reallocation of duties across the Department as detailed consideration is required concerning the Revenues and Benefits Sections given the on-going procurement exercise. As a result it is proposed to progress with the joint Head of HR role and continue consultations regarding the structure of the Chief Executive's Department and bring a further report to Cabinet with proposals for reallocating responsibilities.
- 6.3 The Trade Unions have been consulted on these proposals and comments will be made available to Cabinet members in advance of the meeting if they are received.

## **7. RISKS**

- 7.1 There is a risk that one or both parties to the legal agreement are not satisfied with the arrangements or change their overall strategic direction regarding partnership arrangements and wish to withdraw. Early and regular reviews of the new arrangement will enable any issues to be identified and resolved quickly and thereafter annual reviews will ensure that both local authorities are able to address their on-going requirements.
- 7.2 The new role may become unmanageable as a result of excessive expectations by one or both authorities and results in ineffectiveness. Through the setting of clear objectives, regular supervision sessions with both authorities and effective planning any potential pressures should be identified and addressed quickly.

## **8. RECOMMENDATION**

- 8.1 Cabinet agree to enter into an agreement with Darlington Borough Council to share a joint Head of HR and that the Chief Executive and/or Chief Solicitor be delegated to finalise the legal agreement with the General Purposes Committee.
- 8.2 To note the need to reallocate some responsibilities of the Chief Customer & Workforce Services Officer and receive a report in due course with proposals for restructuring within the Chief Executive's Department.