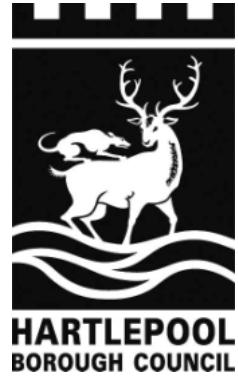


CONSERVATION AREA ADVISORY COMMITTEE AGENDA



Thursday 19 April 2012

at 6.00 p.m.

at Bryan Hanson House, Hanson Square,
Hartlepool, TS24 7BT

MEMBERS: CONSERVATION AREA ADVISORY COMMITTEE:

The Mayor, Stuart Drummond
Councillor Rob Cook, Chair of Planning Committee
David Bentham, Hutton Avenue Residents Association
Mrs Joan Carroll, Hartlepool Civic Society
Mrs Maureen Smith, Hartlepool Archaeological and Historical Society
Ms Julia Patterson, Park Residents Association
Mr Richard Tinker, Victorian Society
Mr Brian Walker, Greatham Parish Council
Ms Jo Lonsborough, Elwick Parish Council
John Cambridge, Hartlepool Headland Conservation Area Advisory Group

1. Apologies for absence
2. Minutes of last meeting held on 26 January 2012
3. Matters arising
4. Heritage at Risk Register for Hartlepool - *Director of Regeneration and Neighbourhoods*
5. Stranton Conservation Area Management Plan - *Director of Regeneration and Neighbourhoods*
6. Proposed Heritage Lottery Fund Bid for Linear Park - *Director of Regeneration and Neighbourhoods*
7. Any Other Business

CONSERVATION AREA ADVISORY COMMITTEE

MINUTES

26 January 2012

The meeting commenced at 6.00 pm at Bryan Hanson House, Hartlepool

Present: David Bentham, Hutton Avenue Residents Association
Joan Carroll, Hartlepool Civic Society
Brian Walker, Greatham Parish Council
John Cambridge, Hartlepool Headland Conservation Area Advisory Group

Officers: Sarah Scarr, Landscape Planning and Conservation Manager
Peter Graves, Conservation Officer
David Cosgrove, Principal Democratic Services Officer

14. Apologies for Absence

The Mayor, Stuart Drummond, Councillor Rob Cook, Maureen Smith, Hartlepool Archaeological and Historical Society, Julia Patterson, Park Residents Association, Richard Tinker, Victorian Society, and Jo Lonsborough, Elwick Parish Council.

15. Minutes of the meeting held on 20 October 2012

Confirmed.

16. Matters Arising

None.

17. Update on Locally Listed Buildings *(Director of Regeneration and Neighbourhoods)*

The Landscape Planning and Conservation Manager reported that a draft document of over 250 entries was compiled combining nominations from the public and buildings highlighted during work carried out by officers. The entry for each nomination included a photograph of the nomination, a location plan showing the site and a short description outlining the significance of the entry. At the end of September an independent panel met on four occasions to assess the nominations.

The final list was presented to the Portfolio Holder for Community Safety and Housing for agreement on 18th November. The decision was deferred in light of the Localism Bill receiving Royal Assent on 15th November. The Portfolio Holder asked officers to assess any issues which might arise from the

introduction of this Bill.

An assessment had been made and concluded that the Localism Bill did not directly impact on Locally Listed Buildings however there was one proposal in the Bill that should be noted. The Bill proposed 'Community right to buy' whereby local authorities would be required to maintain a list of assets of community value. It was possible that buildings on such a list may be Locally Listed. This should not, however impede the proposals found in the Bill.

The final list had been presented to the Portfolio Holder for Community Safety and Housing for agreement on 20th January and subsequently approved. Copies of the finalised list were available at the meeting.

The Landscape Planning and Conservation Manager considered that the final list included a good spread of property and sites across the borough reflecting the variety of architecture across the town. Officers would look to review the list every two years. The 'Statements of Significance' in the list had been reviewed and expanded wherever possible. If any Members had any further information on any of the entries that would be gratefully received. It was officers intention to update the list on the website regularly, though due to the costs involved, paper copies would only be produced sparingly. There would, however, be a copy placed in the Central Reference Library.

The Committee welcomed the production of the finalised list and its publication. Officers were asked if all the property owners had been contacted and it was indicated that this was in the process of being done, including those property owners whose property had not been included.

A member noted that Old Hartlepool Cemetery had been listed as the Spion Kop cemetery, which was incorrect. Officers indicated that wherever possible names had been checked/researched. However, such changes could be made easily to the website entry.

It was questioned as to what effect being included in the list would have on owners ability to undertake works on their homes. The Landscape Planning and Conservation Manager stated that property owners had been encouraged to use the planning One Stop Shop so works of significance could be discussed. It was the intention that officers would ask for a reflection of the heritage to be included in any works or development. However, this could not be insisted upon and there had been no intention from the outset to make the Locally listed Buildings list a 'prohibitive' list.

Decision

That the report be noted and the final approval of the Locally Listed Buildings list be welcomed.

18. Conservation Grants (*Director of Regeneration and Neighbourhoods*)

The Landscape Planning and Conservation Manager provided the Committee with an update on the Conservation Grant Scheme for this financial year. The

budget allocated for the scheme this year was just over £60,000. This was a slight reduction on previous budgets.

To date twelve grant applications have been agreed in this financial year. This year had seen fewer applications submitted and an increase in the number of applicants who had dropped out as they have been unable to obtain match funding. An outline of the works carried out and location of the property is provided in Appendix 1 to the report.

A small amount of funding was still available, however, discussions were on going with a number of properties and it was anticipated that the budget would be fully allocated for this financial year. It was highlighted that in almost all cases the companies carrying out the works were local. The Conservation Officer commented that this had also provided an excellent opportunity for the local firms to develop skills and training.

It was intended that feedback from those in receipt of grant would be obtained to assess the scheme and its impact. The Committee welcomed the report but was disappointed that this may be the last year the scheme operated due to the current financial constraints of the Council.

Decision

That the report be noted.

19. Information on the Penfold Review (*Director of Regeneration and Neighbourhoods*)

The Conservation Officer reported that as part of the Autumn Financial Statement the Government had set out measures to promote economic growth and enhance the competitiveness of the business environment. One of these measures was to reform the planning system.

Reforming the planning system had been partly addressed in the Localism Act and the draft National Planning Policy Framework but the Penfold Review had identified various consent regimes (some applying to the planning system) which were “numerous and complex” creating delay, uncertainty and costs to business. To minimise need for development consents and to de-regulate where appropriate the Government had identified measures to simplify and reduce the costs associated with heritage protection and also ease the information requirements for applications.

The report set out the government's proposals to reduce the need for listed building consent for works and the introduction of Statutory Management Agreements to enable work specified within the agreement to be undertaken without the need for separate applications.

It was also proposed to remove the need for separate Conservation Area consent for demolitions and to combine that into a single application for development.

Advice on listed building consents and conservation areas was based within local authorities and the government was suggesting a possible licensing regime for independent advisors to open the market for developers.

In analysing the contents of the Penfold Review, the Conservation Officer considered that the proposals which were potentially most contentious were those to legally define a listed buildings special interest, the risk based approach to enforcement of applications that may impact on a listed buildings special interest and the opening up of the advice available to owners/developers of listed buildings to accredited independent agents. The proposals for Statutory Management Agreements and abolishing the need for separate conservation area consent for demolition has been proposed previously in the draft Heritage Reform Bill and had been accepted as generally helpful and acceptable in the management of heritage assets.

The proposal to legally define the extent of a listed buildings special interest seemed potentially impractical. The individual character and therefore significance of even the most recent listed buildings could be hidden behind subsequent alterations which concealed or obscured those details which contributed to the significance and could only be revealed by destructive surveying. With the more historic listed buildings there were often buildings hidden within later structures which could, on occasions, only be revealed when development works begin. A legal definition of the extent of listed building significance would, in most cases, not define the extent of the complete significance. The other proposal as part of this change to update list entries also had to be questioned when English Heritage was required to reduce its staff and budgets. The resourcing of a re-survey of 375,000 listed building was considerable and a potentially lengthy task which also should be queried on practical grounds.

The proposal to introduce a system of prior approval for specified works to listed buildings and a move to a risk based approach focusing control on those works affecting the significance could have a damaging effect upon the character of listed buildings. It would introduce a system which would be more labour intensive in the context of declining staff resources. The details of the Governments proposals were currently unclear and more information would become available as the consultation progresses.

Establishing a system of accredited independent agents to certify applications for listed building consent also had practical implications. The numbers of local authority conservation staff had been declining continuously for some time with further reductions likely. This reflected the conservation sector as a whole where there was a general shortage of skills both in the public and private sector, a likely reflection of the emphasis and importance given in the planning system in managing heritage assets. There were regional variations, but in the north east the majority of the resource was within the public sector and not in the private sector reflecting the low development activity generally and the viability for the private sector in specialising in the heritage development sector.

In the Government's proposals for the Penfold Review it indicated that 90% of

applications for listed building consent were approved. At a meeting of the Heritage Alliance recently (on the 16th December 2011) there was a general discussion on how heritage was perceived as a part of the economy. Statistics from an English Heritage review entitled “Heritage and Growth” were quoted which indicated that 80% of listed building applications were granted with 75% within eight weeks (besides outlining the benefits of heritage to economic growth).

Given these statistics the question had to be raised as to whether the problems identified by the Penfold Review were that well founded and may not be issues at all. A simpler approach could be a set a protocols in dealing with applications for listed building consent. For example, agreeing the extent of the significance of a listed building by initial survey work with the owner or developer instead of going down the route of legally defining the extent of a listed building (which as indicated is considered to be difficult). A set of protocols would be a simpler, less costly approach and more easily implemented.

The Conservation Officer’s concerns were echoed by the Committee with Members commenting on the intrinsic difficulty of delivering many of the proposals. The lack of conservation officers was a concern, particularly as to what level of advice may come from independent advisors. Members noted that the consultation had yet to commence and that when the consultation document had been issued the committee would need to consider an appropriate response. The Committee considered that in many cases the proposals outlined in the report missed the advantages that heritage often brought businesses operating in listed and significant buildings.

Decision

That the report be noted.

20. Any Other Business

None.

21. Date and time of next meeting

The meeting noted the next scheduled meeting would be held on Thursday 19 April 2012 commencing at 6.00 p.m.

The meeting concluded at 6.40 p.m.

CHAIR

Report of: Director of Regeneration and Neighbourhoods

Subject: HERITAGE AT RISK REGISTER FOR HARTLEPOOL

1. Introduction

- 1.1 Some local authorities have registers of Heritage at Risk in their area. These are documents which bring together a list of heritage assets at risk within a single local authority area. This report outlines the methodology and selection of sites which has formed the establishment of a register of heritage at risk for Hartlepool.

2 Background

- 2.1 English Heritage initially began work considering buildings at risk in 1991 when an assessment was made of property in London and the first Buildings at Risk Register was published. Buildings at risk are historic buildings that have been identified as at risk through neglect and decay. Very often this is not the fault of the owner but can occur for various reasons including uses of buildings no longer being required or even locations becoming unfashionable. This work has developed over the years to cover all heritage assets across England including buildings, scheduled ancient monuments, and conservation areas. It is now known as the Heritage at Risk Register.
- 2.2 English Heritage encourages local authorities to monitor heritage in their area and compile local registers of Heritage at Risk. This acts to bring together any existing information on Heritage at Risk in an area including information that is not freely available elsewhere.
- 2.3 In Hartlepool two Scheduled Monuments and one Listed Building are included on the English Heritage at Risk Register. The monuments are Low Throston Deserted Medieval Village and the Medieval Farmstead and irregular open field system at High Burntoft Farm, Elwick. The building is the Church of St Hilda, Headland.
- 2.4 The creation of a Heritage at Risk Register for Hartlepool provides a single information point for Heritage at Risk and allows information on these assets included on the register to be freely available. It enables those assets at risk to be monitored on a more formal basis and highlights the sites locally which may assist in securing their future. The development of such a register is supported by the new National Planning Policy Framework which states that local planning authorities should set out in their Local Plan, 'a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.'

3. Criteria for inclusion on the register

- 3.1 The condition of the heritage assets have been assessed from an external visual inspection. The condition was then used to calculate the level of risk. The same methodology applied by English Heritage on their Heritage at Risk Register has been used. This methodology is outlined in Appendix 1.
- 3.2 Using the same methodology enables the authority to evaluate its information against existing national records. This will allow an assessment to be made of any trends appearing locally which can be compared to national data.
- 3.3 The list of assets included on the register can be found in Appendix 2.

4 Consultation

- 4.1 Owners of heritage assets on the register were notified that their asset has been included. They were sent a copy of the proposed register entry along with a response form and a pre-paid envelope for them to reply.
- 4.2 Only one owner responded to the consultation. A representative for the former Wesley Methodist Church, Victoria Road stated that they believed, 'the general fabric of the building' was sound and did not consider 'that the building is presently "at risk".' In response officers confirmed that assets considered to be "at risk" could be in a sound condition but have no clear future and therefore considered to be at risk which is the case with this property.

5 Publication of the register

- 5.1 At the time of writing this report the register has not been agreed. An item will be taken to the Portfolio Holder for Community Safety and Planning on the 13th April which proposes the agreement of the register. If accepted the register will be published on the Councils website and all owners will receive a copy of the final entry for their asset.
- 5.2 It is proposed that the register is reviewed annually. The consultation process outlined above would be repeated to enable owners to provide any comments or new information that they have prior to the updating of the list.
- 5.3 Assets will only be removed from the list where there is a clear plan in place for the future. For example the granting of planning permission to bring an asset back into use would not be considered sufficient to remove it from the list as that consent may not be executed. Assets will only be removed once works are completed on site and the asset is secure.
- 5.4 In reviewing the list annually assets that have been removed from the list will be recorded. This will enable heritage at risk in Hartlepool to be monitored and any trends emanating from this to be considered.

6 Recommendation

- 6.1 That the Committee notes the proposal to establish a Heritage at Risk Register for Hartlepool. A verbal update of the decision made by the Portfolio Holder will be provided at the meeting.

APPENDIX 1**Measuring Risk****Condition**

For buildings at risk, condition is graded as:

- Very bad (structural failure or signs of structural instability)
- Poor (building with deteriorating masonry, leaking roofs, usually accompanied by general deterioration of most elements of the building fabric)
- Fair (structurally sound but in need of minor repairs or showing signs of lack of general maintenance)
- Good (structurally sound and weather-tight)

For sites that cover areas (scheduled monuments, registered parks and gardens and protected wreck sites) one overall condition category is recorded. The category may relate only to the part of the site or monument that is at risk and not the whole site:

- Extensive significant problems
- Generally unsatisfactory with major localised problems
- Generally satisfactory but with significant localised problems
- Generally satisfactory but with minor localised problems
- Optimal
- Unknown (used for scheduled monuments that are below-ground and where their condition cannot be established)

For conservation areas, condition is categorised as: ‘very bad’, ‘poor’, ‘fair’ and ‘optimal’.

Occupancy

For buildings that can be occupied or have a use, the main vulnerability is vacancy, or under-use. Occupancy (or use) is noted as follows:

- Vacant
- Part occupied
- Occupied
- Unknown
- Not applicable

Vulnerability

Principle vulnerability is noted for scheduled monuments and may relate only to the part of the monument which is at risk, and include the following:

- Animal burrowing, arable ploughing, coastal erosion, collapse, deterioration – in need of management, scrub/tree growth, visitor erosion.

For registered parks and gardens, protected wreck sites and conservation areas, vulnerability is noted as high, medium or low.

Priority

For buildings at risk, the following priority categories are used as an indication of trend and as a means of prioritising action:

- A Immediate risk of further rapid deterioration or loss of fabric; no solution agreed.
- B Immediate risk of further rapid deterioration or loss of fabric; solution agreed but not yet implemented.
- C Slow decay; no solution agreed.
- D Slow decay; solution agreed but not yet implemented.
- E Under repair or in fair to good repair, but no user identified; or under threat of vacancy with no obvious new user (applicable only to buildings capable of beneficial use).
- F Repair scheme in progress and (where applicable) end use or user identified; functionally redundant buildings with new use agreed but not yet implemented.

Trend

Trend for scheduled monuments, registered parks and gardens, registered battlefields and protected wreck sites may relate only to the part of the site that is at risk and is categorised as:

- Declining
- Stable
- Improving
- Unknown.

For conservation areas trend is categorised as:

- Expected to deteriorate significantly
- Expected to deteriorate
- Deteriorating
- Unknown
- No significant change expected
- Expected to show some improvement.

APPENDIX 2

Proposed entries on the Draft Heritage at Risk Register

Morison Hall, Church Close, Headland

Shades, 16 Church Street

22 & 23 Church Street

Former Yorkshire Bank, 65 Church Street

Former Conservative Club, Church Walk, Headland

Manor House Farm, Dalton Piercy Village

Former United Reformed Church and Sunday School, Durham Street, Headland

Friarage Manor House, Friar Street

Market Hotel, Lynn Street

Throston Engine House, Old Cemetery Road

Tunstall Court, The Parade

Former Odeon Cinema and 81 -87 Raby Road

62 Southgate, Headland

Town Wall and Sandwell Gate, Headland

Former Wesley Methodist Church, Victoria Road

Report of: Director of Regeneration and Neighbourhoods

Subject: Stranton Conservation Area Management Plan

1. Introduction

- 1.1 This report is to update the committee on the Stranton Conservation Area Management Plan following on from the Stranton Conservation Area Visual Appraisal reported to the Committee in October 2010. A copy of the Management Plan will be sent separately to these papers.

2. Background

- 2.1 English Heritage in their advice to local authorities in their publication “Guidance on the Management of Conservation Areas” (February 2006) indicates that an appraisal of a conservation area needs a set of policies, strategies and actions identified to actively manage change in a conservation area. Change in a conservation area is inevitable and the purpose of a management plan is to direct this change in such a way that it strengthens rather than undermines the conservation areas special quality.
- 2.2 Existing national legislation and policy advice is in the form of the “Planning (Listed Buildings and Conservation Areas) Act 1990” and the new National Planning Policy Framework. Many national policies are translated locally to Hartlepool via the Local Development Framework (previously the Hartlepool Local plan) which provides specific policies to manage listed buildings and conservation areas. However every conservation area has development issues more or less specific to that area which a Conservation Area Management Plan like that undertaken in Stranton is intended to identify.

3. Management Issues

- 3.1 The recent work in Stranton with grants from New Deal For Communities have done much to enhance the conservation area in recent years including works to restore shop fronts and the enhancement of areas of public realm. However the Appraisal identified some very particular problems affecting the quality of Stranton Conservation Area which need specific responses to manage the area and these were:
- Poor maintenance of buildings
 - Unsympathetic alterations and loss of traditional architectural details to buildings
 - Poor quality of shop fronts and signage
 - Maintenance of the street surfaces, street furniture and open space.

4. Management of the area to date

- 4.1 Since the Appraisal there has been a specific management action to address the building maintenance and unsympathetic alterations to shop fronts. A grant budget of £346,300 from the New Deal for Communities was aimed at public realm works and carrying out repairs and restoration works to property to improve the appearance of Stranton.

5. Proposed Management Measures

- 5.1 A number of issues have been identified in the management plan as relevant to the future management of the Stranton Conservation Area. Further information on each of these issues is provided below along with a brief outline of the suggested measures that are considered to address these problems in the management plan.
- 5.2 Building maintenance – A number of measures have already been tested in the area including the offer of grants to commercial premises to make properties watertight and restore traditional details. Despite this there are still a number of vacant premises in the area. Work in Church Street Conservation Area has demonstrated that small grants for maintenance works can assist in uplifting the area along with other measures such as encouraging good general maintenance. A similar scheme, subject to the availability of funding, could be the catalyst for continued improvements to Stranton
- 5.3 Shop fronts and advertising on shop fronts – Of particular note within this conservation area are the traditional shop fronts. Unfortunately unsympathetic alterations to some shop fronts along with the installation of modern frontages can impact on the character of the area. On a connected topic the advertisements displayed on shop fronts can also be an issue as these are usually an integral part of the overall design. It is proposed that the council produces a document to provide information to owners in traditional shop front designs.
- 5.4 Unsympathetic alterations – In addition to works to shop fronts and signage, alterations to upper floors and non-retail buildings have impacted on the appearance of the conservation area. Examples of this are the incremental changes that have been made to Bathgate Terrace altering windows and doors; as a result much of the character of the buildings has altered. It is proposed that the local authority uses the powers available to it through the planning process in both considering planning applications and taking enforcement action to ensure that inappropriate alterations are minimised.
- 5.5 The street environment and trees – Works have already been carried out to the public realm in the area including paving works and investment in Stranton Garth itself. These areas have enhanced the conservation area. It is hoped that in the future the areas which have not been included within these schemes can benefit from similar investment. Further to this trees have been

highlighted in the document as a positive contributor to the character of the conservation area. Given the impact that they have on the streetscene the document encourages the retention of trees and replacement planting where trees are lost.

6. Recommendation

- 6.1 That the Committee comments on the draft management plan for Stranton Conservation Area.

Report of: Director of Regeneration and Neighbourhoods

Subject: Proposed Heritage Lottery Fund Bid for Linear Park

1. Introduction

- 1.1 The purpose of the report is to outline a potential grant application to the Heritage Lottery Fund (HLF) to fund a Linear Park in north Hartlepool based on the heritage provided by the former Hartlepool to Haswell railway line. The bid is to include the Throston Engine House (a grade II listed building) which formed the termination to the railway and is on the Hartlepool Draft Heritage at Risk Register considered earlier in these papers.

2. Background

- 2.1 The background to the application is a long and complex one. There has been an interest in creating a park in the immediate area of the Throston Engine House, but also including the railway line south-west of Old Cemetery Road and Spion Kop since the late 1980's. In January 1989 a Central Park Design Study was completed proposing formal sports and recreation areas to the areas below the old railway and public footpaths utilising the former railway track. The proposals for the Throston Engine House and coal yard nearby were very imaginative, involving a reconstruction of the incline (which hauled coals to the former coal Staithes in Victoria Dock) and a reconstruction of the Staithes together with a partially re-constructed collier to show how the coal was loaded.
- 2.2 The scheme was only partly implemented subsequent to 1989 with the former coal yard restored including interpretation panels, the areas around the Engine House improved and public footpaths created along the former railway track. The ideas for the re-use of the Throston Engine House itself were not included. In subsequent years the building has continued to physically deteriorate resulting very recently in shoring of the building following concerns about possible collapse onto public areas.
- 2.3 A further park study was completed in June 2006 on the North Hartlepool Linear Park by Cass Associates. This study considered a wider area of a circular linear park in the north Hartlepool and Headland area, joining areas of open space and ecological significance including the Central Park area with a route of public footpaths. At the time the area was subject to public investment in the form of a Single Regeneration Partnership which partly funded the report and also funded environmental and heritage projects (in conjunction with a Townscape Heritage Initiative at the Headland) in north Hartlepool and the Headland.
- 2.4 Other recent public investment initiatives have changed the context of both a possible Central Park and wider Linear Park. The Limestone Landscapes

Initiative (reported at earlier meetings of the CAAC) is an HLF funding initiative based on the limestone landscape and heritage of the area north of Hartlepool up to South Shields. In Hartlepool under the Initiative there are individual projects, one of which involves the improvement and extension of footpaths around Elwick and Hart and improving access to the Hart to Haswell footpath. Another recent initiative is the north-east coastal path which is a 54 kilometre path from the North Gare car park near Seaton Carew to Sunderland. The footpath will take a course close to the former Hartlepool to Haswell railway line, Central Park and the Linear Park. The coastal path will be funded by Natural England under the Marine and Coastal Access Act 2009.

- 2.5 These above initiatives have improved the public investment context for a possible project at Central Park, including the circumstances for a potential scheme at the Throston Engine House. On this basis a potential application to the HLF is being considered with the previous railway heritage at the core of the application. The application will address other issues besides heritage. The potential application will consist of public footpath links to those being implemented under the Limestone Landscapes and Coastal Path addressing health and well being issues. The potential Linear Park footpaths and the coastal paths will pass close to areas of ecological significance including Sites of Special Scientific Interest (SSSI) and locally and nationally designated nature reserves which are distributed east and west of the proposed line of the Linear Park. The Linear Park is in a part of Hartlepool which has high levels of social deprivation. The area of the proposal at Central Park will contain formal recreation areas and will therefore also address sport and health issues.
- 2.6 The potential application for the Linear Park will be multi-faceted addressing a broad range of issues including environment, health, well being and social deprivation issues besides heritage. It is considered, therefore, to be attractive to the HLF and other lottery based funding bodies as a potential project for grant investment.
- 2.7 The significance of the heritage, based on the former railway, forms the core of the application. A draft heritage statement has therefore been prepared to form part of the application on the history of the Hartlepool at Haswell railway, a copy of which is attached at Appendix 1. The railway completed in 1835, was arguably crucial to the development of Hartlepool subsequently, as it can be argued from the history that the development of Hartlepool may not have occurred at all or certainly not in the form it took. The revenues created by the transport and exporting of coal had effects not foreseen when the decision to create the railway was made.
- 2.8 The Engine House itself played a crucial role. Another railway company the Stockton and Hartlepool Railway Company were also exporting coal in a similar way via Victoria Harbour in Hartlepool. But to do so their coal wagons had to be hauled up an incline by the static engine at the Throston Engine House up to the same level as the higher coal Staithes to unload coal into waiting ships. The Stockton and Hartlepool Railway Company was charged

3d per wagon to do this by the Hartlepool Dock and Harbour Railway Company. Ralph Ward Jackson, who was a solicitor to the Stockton and Hartlepool Railway Company, reacted to this cost and restriction by buying an area of sand dune to the south of Victoria Harbour to create a separate dock under the control of the Stockton and Hartlepool Railway Company, effectively creating West Hartlepool. As Appendix 1 indicates subsequent events expanded Hartlepool further with it eventually becoming the fourth largest port in the country.

- 2.9 On the Engine House specifically, this part of the application will focus on repairs to stabilise the building consisting of re-roofing in slate, internal structural support, stonework repairs and treatment of doors and window openings. This is expected to cost in the region of £250,000.

2. Recommendation

That the report be noted.

APPENDIX 1**Draft History and Statement of Heritage Significance**

The creation of the relatively short length of original railway line (23 miles) from Hartlepool to Haswell in 1835, had impacts far greater than could have been envisaged by the original Hartlepool Dock and Railway Company or the Board of Trade, the instigators of the railway in 1823. The original decision to build the railway allowed the bulk export of coal, which would have had only local impacts without the railway, creating a revenue stream which provided the foundation for a series of further decisions (some serendipitous) each with a greater economic impact than the last, in the form of further docks and railways and additional industries like shipbuilding, iron and steel making and engineering. Without this far reaching decision it can be argued that Hartlepool would not exist in the form it does and was fundamental to the establishment of the town.

The reason for the railway from Hartlepool to south Durham was the prospect of new collieries and the valuable coal (the crude oil of its day) they could produce at Haswell and South Hetton, but also at Shotton, Wingate, Castle Eden, and Hutton Henry. The other reason was as a conscious economic stimulus for Hartlepool. Hartlepool was then a small declining port with a population of 900. In 1823 the Council and the Board of Trade decided that to halt the decline. Hartlepool needed new industries with the stimulus being a new railway to access the new collieries and create a coal port at Hartlepool. An earlier Act of Parliament in 1813 had formed the Hartlepool Harbour Commissioners to improve the existing harbour. Similar harbour developments were already occurring at Seaham, Port Clarence and Middlesbrough taking advantage of the valuable coal trade.

The Hartlepool Dock and Harbour Railway Company was formed in 1832 by Parliamentary Act allowing the Company to build a new railway line from Moorsley near Houghton-le Spring, to a newly built dock in Hartlepool, called Victoria Dock, to exploit the coal deposits in East Durham. The plan was ambitious. Besides running past the planned Haswell Colliery, the line was to have branches to Cassop via Thornley, sites of two more planned collieries and to existing pits near Ferryhill.

Christopher Tennant from Yarm on the Tees, who had been responsible for opening the Clarence Railway and Port Clarence to the west of Hartlepool, was appointed to head the Hartlepool Dock and Harbour Railway Company in 1833 which was to fund the creation of the new railway and dock. George Stephenson, the railway pioneer, designed the new line, projected to cost £200,000 (about £25 million today, allowing for inflation). The railway and Victoria Dock opened in 1835 with the track from Hartlepool to Haswell only completed and a single branch line to Thornley and Cassop also undertaken. The ambitious plans to take the line further north and west of Haswell were abandoned when a rival railway company, the Sunderland to Durham (Shincliffe) Railway Company, planned a further new line to Moorsley, the original target of the Hartlepool Company and the site of another projected deep mine. The Sunderland Company also constructed line to Haswell.

Ralph Ward Jackson from Stockton-on-Tees who was the solicitor to the Stockton and Hartlepool Railway Company (and also an appointee to the Harbour Commissioners), became frustrated at the restrictions and costs of accessing Victoria Dock for coal export. Access for coal export for the Stockton and Hartlepool railway (completed in 1840) to Victoria Dock was by a static winding engine house (the Throston Engine House) which hauled coal up an incline to the same level as the timber coal Staithes, from which the unloading of coal could occur, but at an additional cost of 3d per ton. In response Ward Jackson bought an area of sand dunes to the southwest of the Victoria dock creating the West Hartlepool Harbour and Dock (of 8 acres) opening in June 1847, causing the establishment of West Hartlepool, essentially the present town of Hartlepool. The Engine House at this point became redundant. Further development followed in June 1852 by the construction of Jackson dock of 14 acres together with a new railway and station which allowed connection to Leeds, Manchester and Liverpool. A further dock, Swainson dock, opened in June 1856 named after Ward Jackson's father-in-law. In 1878 the William Gray and Co shipyard was established launching the largest tonnage of ships in the world at the time.

Even in 1841 the Victoria Dock was shipping more coal than any other northern port with 27% of the coal produced in region passing along the Hartlepool railways tracks. With the creation of West Hartlepool, the two Hartlepool's were shipping a variety of merchandise and creating goods, three times greater than all of the north east ports combined, greater than Newcastle, North and South Shields, Sunderland, Stockton and Middlesbrough. Hartlepool was the forth largest port behind Liverpool, London and Hull and over took Hull for a time in the 1890's.