

# REGENERATION SERVICES COMMITTEE AGENDA



**Friday 2 December 2016**

**at 9.30 am**

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

MEMBERS: REGENERATION SERVICES COMMITTEE

Councillors S Akers-Belcher, Barclay, Cranney, Hunter, Lindridge, Loynes and Thompson

1. **APOLOGIES FOR ABSENCE**
2. **TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
3. **MINUTES**
  - 3.1 Minutes of the meeting held on 16 November 2016 (*previously circulated and published*)
4. **BUDGET AND POLICY FRAMEWORK**
  - 4.1 Hartlepool Local Plan Publication Consultation Document – *Director of Regeneration and Neighbourhoods*
  - 4.2 Three Year Savings Programme – Regeneration Division – *Director of Regeneration and Neighbourhoods*
  - 4.3 Three Year Savings Programme – Public Health Department – *Director of Public Health*



**5. KEY DECISIONS**

- 5.1 Seaton Carew Masterplan - Update – *Director of Regeneration and Neighbourhoods*

**6. OTHER ITEMS REQUIRING DECISION**

No items.

**7. ITEMS FOR INFORMATION**

- 7.1 Strategic Financial Management Report – as at 30 September 2016 – *Director of Regeneration and Neighbourhoods, Director of Public Health and Chief Finance Officer*
- 7.2 Quarter 2 – Council Overview of Performance and Risk 2016/17 – *Director of Public Health and Director of Regeneration and Neighbourhoods*

**8. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT**

**FOR INFORMATION:**

Date of next meeting – Friday 13 January 2017 at 9.30am in the Civic Centre, Hartlepool.



# REGENERATION SERVICES COMMITTEE

2 December 2016



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

**Subject:** HARTLEPOOL LOCAL PLAN PUBLICATION  
CONSULTATION DOCUMENT

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## 1. TYPE OF DECISION/APPLICABLE CATEGORY

- 1.1 Forms part of the Budget and Policy Framework.

## 2. PURPOSE OF REPORT

- 2.1 To seek approval to consult on the Local Plan Publication Document, Proposals Map, Sustainability Appraisal and Habitats Regulations Assessment for a period of eight weeks between the 9<sup>th</sup> December and the 3<sup>rd</sup> February 2017.
- 2.2 Also to seek endorsement for the Addendum to the Strategic Housing Market Assessment, November 2016.

## 3. BACKGROUND

- 3.1 In line with the timetable within the Local Development Scheme, November 2016, this is the next stage in the production of the Local Plan, following the previous Issues and Options and Preferred Options Stages. The Consultation Statement relating to the Preferred Options and the Council's responses to the representations can be viewed on the Council's website at [https://www.hartlepool.gov.uk/info/20209/local\\_plan/312/local\\_plan](https://www.hartlepool.gov.uk/info/20209/local_plan/312/local_plan). The Consultation Statement explains how the representations received at the Preferred Options Stage have been used to inform the development of the Publication Local Plan. The Publication Local Plan (**Appendix 1**) sets out the Council's preferred policies to guide the growth of Hartlepool over the next 15 years. The eight week consultation period from 9<sup>th</sup> December 2016 until the 3<sup>rd</sup> February 2017 seeks interested parties views on the document which has been updated to reflect the representations made at the Preferred Options Stage earlier in the year. The views / representations made during this consultation will be taken into account in the Submission Stage of the Local Plan which is timetabled to be submitted to the Secretary of the State by the end of March 2017.

- 3.2 Part of the evidence base which has been prepared to support the Local Plan is the Strategic Housing Market Assessment (SHMA) which was endorsed by Committee in March 2015. In light of the recently published 2014 Sub National Household Projections and comments made at the Preferred Options Stage it was necessary to ask the original consultant, Arc4, to prepare an Addendum to update the SHMA (**Appendix 2**). The updated housing figures within the addendum provide an up to date Objectively Assessed Housing Need which forms the basis for calculating the housing requirement for the Local Plan.

## 4 THE PUBLICATION LOCAL PLAN

- 4.1 The Publication Local Plan includes policies covering a wide range of topic areas which will be used to guide development and determine planning applications once adopted. The following paragraphs summarise some of the key issues covered within the consultation document.
- 4.2 **Locational Strategy** – this section sets out that the development of Hartlepool will be based on a strategy of balanced urban growth with expansion being concentrated in areas adjoining the existing built up area and adjacent to areas of strong economic growth but ensuring growth occurs in a controlled way and is delivered alongside infrastructure improvements which allow Hartlepool to develop in a sustainable manner. The section summarises some of the key areas of growth including housing, employment, retail and leisure and highlights some of the key infrastructure elements which will be needed to support this growth.
- 4.3 **Minimising and Adapting to Climate Change** – This section sets out the way in which Hartlepool will seek to minimise any impacts development will have on climate change and to reduce the likelihood of flooding through providing mitigation where necessary. The chapter now also includes the policies relating to renewable energy generation. Within the Preferred Options one of the issues which generated approximately 100 objections was the proposal for six smaller wind turbines in the Brenda Road area to the south of Seaton Carew. In response to this the Publication version of the plan has redrawn the boundary for the wind turbines to move the area away from residential areas within Seaton to the west of Brenda Road and has also reduced the maximum amount of wind turbines from 6 to 4 with a maximum tip height of 99m. It is considered that these changes should minimize the impact on residents whilst allowing the plan to tackle the impacts of climate change.
- 4.4 **Infrastructure** – This section includes policies for a range of key infrastructure including Strategic transport and connectivity (including the safeguarding of land for future road improvements), community facilities and services, hospital and health provision, telecommunications and utilities. One of the key proposals within this section is a proposal for a bypass to the north of Elwick Village and the construction of a new grade separated junction on the A19 at the northern Elwick entrance the need for this highway improvement has become apparent over recent years as both the A689 and the A179 have continued to become more and more

congested. Through implementing these infrastructure improvements many benefits will be experienced including reduced congestion on other roads, increased safety in the Elwick Village, increased safety on the A19 at the Elwick junctions. In order to illustrate deliverability of these major works, in conjunction with the work on the Local Plan, officers have submitted a bid for Local Growth Funding (LGF) and are also in discussions with the Homes and Communities Agency (HCA) with a view to utilising alternative funding, if necessary, for circa £18million which will enable the early implementation of the works. The LGF or HCA monies are loans and need to be re-paid – this will be done through securing developer contributions and delivered through S106 legal agreements with housing developers within the vicinity of the improvements, which will ensure the money is re-paid pro rata as the housing development is constructed. During the Preferred Options consultation there was a good level of support for the proposed bypass and grade separated junction, however there were also concerns this junction, and the development at High Tunstall, will have on the internal road network in the West Park area. The Local Infrastructure Plan recognises these issues, highlighting the key concerns in terms of junctions and possible mitigations which developments will need to implement.

- 4.5 **Quality of Place** – this section includes a range of policies which will help to guide the quality and design of new developments in the Borough. Where new development has an impact on the existing infrastructure policies will require mitigation and improvements to be made where appropriate. These will be secured via developer contributions and delivered through S106 legal agreements. The section also includes a policy on Compulsory Purchase Powers.
- 4.6 **Housing** – This section sets out policies to guide housing development over the plan period to help meet the housing need identified within the Strategic Housing Market Assessment (SHMA) and SHMA Addendum. In light of the recently published 2014 Sub National Household Projections and comments made at the Preferred Options Stage it was necessary to ask the original consultant, Arc4, to prepare the Addendum to update the SHMA.
- 4.7 The SHMA addendum concludes that the Objectively Assessed Housing Need for Hartlepool over the plan period 2016-2031 is established from a baseline of 200 (using the latest 2014-based SNPP), with an upward adjustment to take account of past migration trends to 210 dwellings. A further uplift is recommended to support jobs-growth in line with the Tees Valley Strategic Economic Plan (SEP) to 240 dwellings each year. A further uplift to the baseline demographic requirement to take account of market signals is not recommended. However, in order to take into account historical under delivery against housing targets it is recommended that an additional 700 dwellings over the plan period be added as a backlog, equating to a cumulative total of 290 dwellings per annum and a total of 4,300 dwellings, as the Objectively Assessed Need, over the 15 year plan period. This is the starting point for determining a housing requirement for the Local Plan period.

- 4.8 This figure does not however take account of the likely demolitions over the plan period. As with the past under supply the total number of demolitions over 10 years since the adoption of the 2006 Local Plan was calculated to give an annual average of 130. It is proposed to use this as the annual demolition figure over the plan period with an anticipated 50% replacement on site (as windfalls) meaning that there is an annual requirement for 65 replacement dwellings to be provided off site. The other factor which is now included in the housing requirement, following comments from the House Builders Federation (HBF), is a 20% buffer which allows flexibility in delivery, should some sites stall or not deliver and this further allows for additional affordable housing to be delivered. This means that over the next 15 years there is a housing requirement for 6,135 dwellings which equates to an annual figure of 409 (which has been rounded to 410 per annum). The Housing section illustrates how this need will be met through a combination of existing planning permissions which are deemed deliverable, totaling 3,793 units, along with new allocations making up the remaining 2,406 units. The new allocations have been chosen following the completion of the Strategic Housing Land Availability Assessment (SHLAA), which assessed all sites put forward for consideration within the “call for sites.” Whilst a number of urban sites, some on brownfield land, have been identified, the SHLAA did not identify a significant number of sites which were considered suitable, available and deliverable. As such it has been necessary to identify a range of sustainable and deliverable greenfield sites in varied locations to help meet the housing need and taking account of the related infrastructure needed.
- 4.9 During the process of producing this plan, the South West Extension (SWE), has been approved in principle by Planning Committee. Whilst this means that the SWE will be considered as a planning permission when the Local Plan is adopted, given that a significant proportion of the application is only in outline, it was considered necessary to include a design based policy to help guide the determination of reserved matters planning applications over the plan period in this location.
- 4.10 There is also a strategic extension to the urban area proposed at High Tunstall, to the south of Elwick Road, for a total of approximately 1,200 units. This development will help to deliver a range of high quality housing along with community infrastructure such as a primary school, local centre, play provision and green infrastructure and will also contribute significantly to the repayment of the LGF/HCA loan (referred to in 4.4 above) through the completion of a S106 legal agreement on the scheme. In order to meet the housing need over the plan period and to help to contribute towards the significant social and highway infrastructure needed as part of the High Tunstall development, a further site at Quarry Farm has also been included within the Publication Document for 220 units.
- 4.11 There are three large sites for a total of 732 dwellings proposed at Wynyard Park which will provide high quality and family homes alongside a Prestige Business Park and other community facilities needed to make the area a sustainable community, including a local centre, a single form entry primary school, playing fields and play facilities.

- 4.12 Other small housing allocations are proposed at North Farm in Elwick Village for approximately 35 dwellings and at two sites, Glebe Farm and Nine Acres, in Hart Village for approximately 20 and 30 dwellings respectively. These developments will help to provide a range of high quality, modern homes which will help the vitality of the villages.
- 4.13 The housing section also includes a range of other policies covering issues such as Affordable Homes, Housing Market Renewal, Extensions and Residential Annexes. There is no allocation for a dedicated Gypsy & Traveller site as there is no need to provide one. However there is a Gypsy & Traveller criteria based policy included in case the very small, theoretical need which was identified in the Gypsy and Traveller Accommodation Needs Assessment ever materialises into a demand for pitches.
- 4.14 ***Strengthening the Local Economy*** - This section sets out a number of policies to guide the development of employment sites across Hartlepool to meet the identified jobs growth over the plan period including the Prestige Employment Site at Wynyard Park, the High Quality Queen Meadow Business Park, General Employment Land and Specialist Industries amongst other policies which will be crucial in providing employment over the plan period.
- 4.15 ***Managing and Enhancing the Rural Area*** – This section seeks to protect the rural area whilst also permitting development which is necessary to support the rural economy. The section includes policies on Development in the Rural Area, New Dwellings outside of Development Limits, Farm Diversification, Equestrian Development and Rural Tourism.
- 4.16 ***Retail and Commercial Development*** – This section aims to protect and enhance the town centre as the main retail area of the town and sets a sequential approach to areas deemed acceptable for retail and commercial developments. The sequential hierarchy sets the town centre at the top, followed by edge of centre locations and Retail and Leisure Parks as the next sequentially preferable sites for large scale developments. Local Centres are deemed appropriate for a range of smaller scale shops which are not deemed likely to have an impact on the town centre. Where proposals within a local centre are over 300sqm, the policy sets out the steps which are necessary to illustrate that they will not take business away from the town centre. The section also includes policies on late night uses, hot food takeaways and other policies to help guide commercial developments to appropriate locations.
- 4.17 ***Leisure and Tourism Development*** – This section includes policies to help guide the development in the leisure and tourism sectors over the plan period to help build on successes over recent years. The section recognises the importance the Marina, the Headland, Seaton Carew and the Town Centre all play in the development of leisure and tourism which will bring significant benefit to Hartlepool's economy. The section also includes policies on tourist accommodation, camping and caravanning, business tourism and conferencing.

- 4.18 **Historic Environment** – This section recognises the importance of heritage assets within Hartlepool and provides a range of policies to help to protect and enhance these assets, which include archaeology, conservation areas, listed and locally listed buildings and historic shopping parades.
- 4.19 **Natural Environment** – The natural environment makes up a significant proportion of the Borough of Hartlepool and it is crucial it is protected and enhanced in line with development over the plan period. The section includes policies on the natural environment, green infrastructure, green wedges, ecological networks, playing pitches and incidental open space.
- 4.20 **Supporting Evidence Base** – Accompanying the Publication Local Plan and available for comment during the consultation period are the, Proposals Map, Sustainability Appraisal and the Habitats Regulations Assessment. These documents are required to ensure the production of a sound Local Plan and are documents that Natural England and Historic England in particular, as Statutory Consultees, comment upon. They help to ensure that the Local Plan is developed in a sustainable manner, which avoids harmful impacts on heritage assets and ensures that environmental designations are protected from the impacts of development and where any impacts are considered likely the necessary mitigation is put in place to minimise impacts from development. These documents are all large documents and therefore have been placed in the Members library and links to the documents on the website are also provided.

## 5. RISK IMPLICATIONS

- 5.1 The Local Plan and its timely delivery is crucial to the Council, not only to provide certainty to developers and inward investors, but also because of the Government's requirement on local authorities to "produce" a local plan by the Government's target date of early 2017 (informal advice from CLG has suggested this means the 27<sup>th</sup> March 2017 which is 5 years from the publication of the National Planning Policy Framework). Failure to meet this deadline could result in the Council being "designated" which is in effect being put into special measures where decision making powers in terms of how Hartlepool develops could be taken out of the hands of the Local Authority. There is also the threat of financial penalties being proposed in the form of a cut in New Homes Bonus which is currently crucial to the authority's medium and long term financial strategy.

## 6. FINANCIAL CONSIDERATIONS

- 6.1 The financial considerations relating to the production of the plan are factored into the existing and future budgets of the Planning Services Section.
- 6.2 As noted in paragraph 5.1 of this report the Government has outlined financial penalties which will be placed on Local Authorities who fail to meet its expectations in terms of the production of a Local Plan. The



Council could lose New Homes Bonus funding if the plan is not delivered to the timescales as set out within the Local Development Scheme of November 2016 would likely have a significant impact on the medium term financial strategy of the Local Authority.

## **7 LEGAL CONSIDERATIONS**

7.1 The Publication Stage of the Local Plan is a formal stage which must be consulted on in line with Regulation 19 of the Town and Country (Local Planning) England) Regulations 2012. In order to be in accordance with Government Legislation the Local Authority has to produce a Local Plan. Where a local authority does not have an up-to-date Local Plan the National Planning Policy Framework stipulates that where the development plan is absent, silent or relevant policies are out-of-date, planning permission must be granted unless:

- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF; or
- Specific policies in the NPPF indicate development should be restricted.

The new Local Plan will help to avoid this situation and enable the authority to clearly indicate to developers and the public where development will occur over the next 15 years.

7.2 As part of the production of the Local Plan, and through continued constructive engagement with neighbouring authorities and other public bodies in regard to strategic cross boundary issues in particular, the Council considers that it has been consistent with the requirements of the Duty to Cooperate.

## **8. CHILD AND FAMILY POVERTY**

8.1 As part of the production of the Publication Local Plan a Sustainability Assessment (SA) is produced which assesses every policy against an agreed set of criteria within the Sustainability Assessment Scoping Report which was produced as part of the Issues and Options Stage of the Local Plan. Elements of the SA criteria which are relevant to Child and Family Poverty include whether it will “improve accessibility and quality of key services and facilities and improve access to jobs?”, “will it promote social cohesion?”, “will it promote social inclusion and tackle worklessness?”, “will it help to reduce deprivation and ensure no group of people are disadvantaged?”, “will it reduce levels of deprivation” and “will it reduce poverty and health inequalities?” Through assessing each of the policies in the Local Plan against these and other criteria it is considered that the Local Plan policies will help to guide the development of Hartlepool in a manner which seeks to assist in the challenge of addressing child and family poverty issues.

## **9. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 9.1 Within the Sustainability Assessment of the Local Plan there is a specific section entitled Equity, Diversity, Equality and Participation. There are five criteria within this section of the SA that each policy is assessed against including “will it promote social inclusion and tackle worklessness?”, “will it help to reduce deprivation and ensure no group of people are disadvantaged?”, “will it encourage stronger socially inclusive communities?”, “will it increase community cohesion?” and “will it create community ownership, participation and engagement?”. Through assessing each of the policies in the Local Plan against these and other criteria it is considered that the Local Plan policies will help to guide the development of Hartlepool in a manner which seeks to address equality and diversity considerations.

## **10. SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS**

- 10.1 Crime and Safety have been considered during the production of the Publication Document and there is a specific policy included which covers Safety and Security. Safety and Security have also been considered as part of the Sustainability Assessment of all policies within the plan.

## **11. STAFF CONSIDERATIONS**

- 11.1 There are no staff considerations relating to this report.

## **12. ASSET MANAGEMENT CONSIDERATIONS**

- 12.1 Several allocations in the Local Plan across housing, leisure, retail and employment uses are on Council land and therefore these sites will have a positive financial benefit to the Council if the sites continue to operate as is or are developed for their proposed use in the Local Plan.

## **13. RECOMMENDATIONS**

- 13.1 Members are also asked to endorse the Addendum to the Strategic Housing Market Assessment, November 2016.
- 13.2 Members are then asked to approve the Local Plan Publication Document, Proposals Map, Sustainability Appraisal and Habitats Regulations Assessment for a period of eight weeks between the 9<sup>th</sup> December 2016 and the 3<sup>rd</sup> February 2017.
- 13.3 Members are also asked to give delegated authority to the Planning and Housing Services Manager to make minor amendments and checking prior to the beginning of the public consultation.

**14. REASONS FOR RECOMMENDATIONS**

- 14.1 The SHMA addendum forms a crucial update to the housing need over the plan period and the evidence base needs to be up-to-date for the plan to be found sound.
- 14.2 The Local Plan, forms part of the Hartlepool Local Development Framework and, in order to meet the deadlines for the production of a Local Plan set out by Government, the consultation on this stage of the Local Plan needs to commence by early December 2016.
- 14.3 The delegated authority is requested to allow any errors or minor amendments to be made prior to the consultation starting if any are found.

**15. BACKGROUND PAPERS**

- 15.1 Copies of the supporting evidence base which include the Proposals Map, Sustainability Appraisal and Habitats Regulations Assessment have been made available within the Members Library and are also available online. Other specific Local Plan evidence base documents, already endorsed by Regeneration Services Committee are available on the Council's website at the following link:

[https://www.hartlepool.gov.uk/downloads/20209/local\\_plan](https://www.hartlepool.gov.uk/downloads/20209/local_plan)

**16. CONTACT OFFICER**

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# Hartlepool Local Planning Framework

## Local Plan

## Publication Stage

## Consultation Document



December 2016





## **Leader's Foreword**

"As the Leader of Hartlepool Council I am proud to endorse this Publication Local Plan for the Borough. The Local Plan is incredibly important as it will set the planning framework for the next 15 years. It contains policies that will help Hartlepool achieve its Vision for future growth and prosperity with a wide range and choice of homes and jobs within a high quality environment.

Hartlepool has so much to offer, with its fantastic marina, a great coastline and a beautiful rural environment on our doorstep. In recent years there have been major achievements through regeneration, improvements to local communities and investment in housing and new businesses.

The rebuilding of the Hartlepool College of Further Education and major investment in Cleveland College of Art and Design, improvements to retail facilities and the transport interchange - all in the heart of the town centre - are positive signs of how the town is moving forward. There has also been significant investment in other areas such as Queens Meadow Business Park where we have the most successful Enterprise Zone in the Tees Valley and a new Fire Brigade administrative and training centre being built.

Looking ahead, the town is well placed to benefit from future growth in offshore wind and renewable energy and other 'green' industries and this Local Plan will ensure that the planning framework supports this ambition through land allocations and infrastructure provision.

I believe that the growth proposals within the Local Plan will benefit Hartlepool and its residents through attracting significant inward investment and the associated jobs and opportunities that will result from growing our economy. I will certainly be looking to secure the highest possible quality of design and environment for all development within the Borough.

There are still many challenges that need to be tackled, in particular the issues of empty homes, affordable homes, unemployment, improving leisure facilities, vacant shops and environmental protection and enhancement. Hopefully this Local Plan will contribute towards achieving these aims alongside other strategies which are in place.

Hartlepool has a strong tradition of working together in partnership with the local community and with the private and public sector and this has stood us in good stead in drawing together these planning policies. I believe that this Local Plan provides a strong and effective planning policy framework that will help the town achieve its ambitions whilst providing protection to its most attractive and sensitive assets including the historic environment and proud heritage."

Councillor Christopher Akers-Belcher  
Leader of Hartlepool Borough Council

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## 1. INTRODUCTION

- 1.1 The Government has illustrated the importance of local authorities having an up-to-date Local Plan in place to help guide development. They have stated that local authorities must have “produced” a Local Plan by early 2017 or risk being put into special measures and having a Local Plan produced for the town by the Government. As such the local authority has set out a delivery framework for the Local Plan within the Local Development Scheme which was updated in November 2016 to reflect a slight delay in the production of this Publication Local Plan. For clarity the plan period is 2016-31 (15 years) and housing completions from the start of April 2016 are taken into account.

### **What is the Hartlepool Local Development Framework?**

- 1.2 The Hartlepool Local Development Framework (HLDF) brings together and integrates policies for the use and development of land with other policies and programmes which influence the nature of places and how they function. Documents within the HLDF will ensure the most efficient use of land by balancing competing demands in accordance with a clear, distinctive and realistic vision of how the area will develop and change within a demonstrable context of sustainable development.

- 1.3 The Local Development Framework will comprise a number of documents as shown in diagram 1 below. These documents known as Development Plan Documents (DPD`s) and Supplementary Planning Documents (SPD`s) form the statutory Development Plan for Hartlepool and will essentially replace the 2006 Hartlepool Local Plan. The Development Plan Documents establish the main policy framework and must include:

- A Local Plan setting out the spatial vision, spatial objectives and core strategic policies for the area;
- DPDs containing waste and minerals policies; and
- A Proposals Map.

- 1.4 Currently the Borough Council is working on a number of additional documents within its LDF which are intended to provide further advice and information to developers and decision makers, and are not intended as an undue burden upon development. These include:

- Residential Design SPD
- Residential Extensions SPD

- 1.5 The Borough Council has already adopted the following documents within its LDF:

- Transport Assessments & Travel Plans SPD (January 2010)
- Statement of Community Involvement (SCI) (January 2010)
- Tees Valley Joint Minerals & Waste DPDs (September 2011)
- Green Infrastructure SPD (February 2014)
- New Dwellings Outside of the Limits to Development (August 2015)
- Seaton Carew Regeneration SPD (September 2015)
- Local Development Scheme (LDS) (October 2015)
- Planning Obligations SPD (November 2015)
- Authorities Monitoring Report 2014/5 (endorsed December 2015)

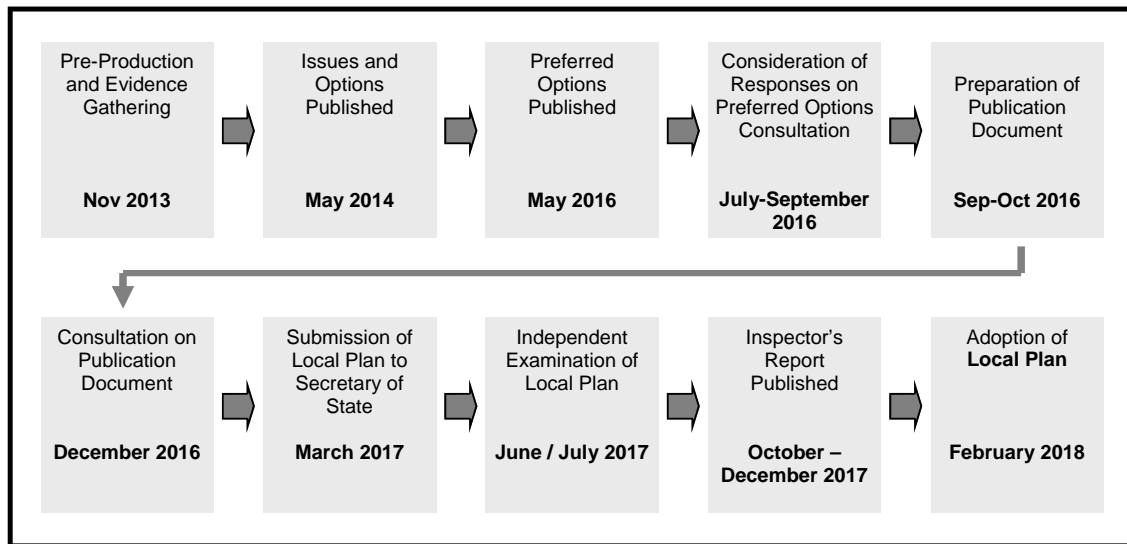
**Chart 1: Hartlepool Local Development Framework**

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

### **The Local Plan**

- 1.6 The Local Plan is the key Development Plan Document within the Local Development Framework, setting out the spatial vision, strategic objectives and strategic policies for the Borough for the next 15 years. It has been produced following earlier consultation on the Issues and Options Discussion Paper in 2014. Chart 2 below illustrates the delivery stages of the Local Plan through to adoption and is based on the timetable in the Local Development Scheme November 2016.
- 1.7 The plan should be read as a whole. Each policy is accompanied by a preamble setting out the context to the policy.

**Chart 2: Key Stages Leading to the Adoption of the Local Plan (estimated timescales as outlined in the Local Development Scheme)**



1.8 This Publication Local Plan takes account of consultation responses from the Preferred Options stage and also other key strategies and programmes. The document also reflects national policy objectives including recent changes towards encouraging sustainable growth.<sup>1</sup> In particular the Publication Local Plan seeks to build on the unique issues and opportunities facing the Borough including expanding the town's economy, providing a range and choice of housing and improving and enhancing its natural and heritage assets.

1.9 This Local Plan sets out clearly what kind of place the area will be in the future, the changes that will be needed to make this happen, and how this will be achieved. It defines the spatial vision for the Borough as it is anticipated to be by 2031. This has been developed from the vision of the Sustainable Community Strategy 2014:

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

1.10 The Local Plan establishes a spatial strategy, objectives and planning policies which will contribute towards the delivery of this vision by setting the planning framework for development. The Local Plan needs to strike a balance between providing a level certainty for development whilst retaining an element of flexibility to adapt to changing circumstances which may occur over the plan period. This document does however identify all strategic development locations and main development sites, however leaves flexibility over how these can be developed subject to certain criteria. The sites are identified on a Proposals Map, which sits alongside the Local Plan.

<sup>1</sup> Paragraph 14 of the National Planning Framework 2012 – The Presumption in Favour of Sustainable Development

## **Supporting Documents**

1.11 This Publication Local Plan has been guided by and is supported by a number of pieces of evidence base, including but not limited to the following documents:

- A **Sustainability Appraisal** which shows how the policies in this Publication Local Plan meet our sustainability objectives and has informed the preparation of the Local Plan to ensure it is the most appropriate plan for the Borough;
- A **Habitats Regulations Assessment** which assesses the impact of this Publication Local Plan on sites designated as of European importance for their nature conservation value;
- A **Local Infrastructure Plan** which identifies infrastructure is required to support planned growth and development, potential sources of funding, timescales and delivery responsibilities
- A **Strategic Housing Market Assessment and Addendum** which assesses the housing need and requirements across the various Wards within the Borough and helps to establish the level of housing required over the plan period.
- A **Strategic Housing Land Availability Assessment** which considers the appropriateness of sites put forward for consideration as housing sites.
- An **Employment Land Review** which assesses the employment land within the Borough and assesses the appropriateness of sites, level of employment land and recommends a number of de-allocations or re-allocations to ensure the level of employment land allocated within the new Local Plan is appropriate.
- A **Open Space, Sport and Recreation Audit and Assessment** which assesses the provision of a range of types of open space across the Borough.
- A **Gypsy and Traveller Accommodation Assessment** which assesses the need a demand for gypsy and traveller and travelling show people accommodation over the plan period.
- A **Consultation Statement** which outlines the consultation process undertaken previously to inform the preparation of this Local Plan.

- 1.12 Copies of these documents are available at:

Planning Services  
Civic Centre  
Victoria Road  
Hartlepool  
TS24 8AY

- 1.13 They are also available to view at the Hartlepool Central Library on York Road or the branch libraries. Alternatively they can be viewed on the Borough Council's website:

[www.hartlepool.gov.uk](http://www.hartlepool.gov.uk)



## **2. THE LOCAL PLAN IN CONTEXT**

- 2.1 The Local Plan must reflect national policy and should also take account of other relevant policies from sub-regional and local strategies. These form part of the evidence base and help inform the preparation of the Local Plan. This Publication Local Plan has been prepared having regard to ensuring viability and deliverability of development.

### **National Planning Policy Context**

- 2.2 The Localism Act (2011) seeks to shift power from central government to local councils, communities and individuals. The Act gives local communities greater control over what happens in their area through the introduction of Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders. Such plans and/or orders will assist in influencing the future of the place people live and work, they will need to be in general compliance with the Local Plan and are expected to support growth rather than being used as a mechanism to prevent development. The Borough Council is embracing the concept of Neighbourhood Planning and there are currently three Neighbourhood Plans (NP) being developed; The Rural NP, The Headland NP and Wynyard NP.
- 2.3 The Localism Act also led to the abolition of Regional Planning in the form of the Regional Spatial Strategy (RSS). This has implications on certain Local Plan policies, particularly in relation to housing targets, strategic site allocations and renewable and energy efficiency requirements. Local authorities are able to determine their own targets and policies, although these need to be justified by local evidence. Although many of the principles of the RSS are embraced within the Local Plan, in the case of housing targets Hartlepool Borough Council has re-assessed its housing evidence base which has led to a revision of its growth targets. These are explained in detail in the Housing Chapter of this document.
- 2.4 The Government is promoting a strong 'Planning for Growth' agenda which seeks to encourage the planning system to support long term sustainable growth particularly in helping to deliver new housing and economic growth. The National Planning Policy Framework (NPPF) consolidates this aim and establishes a presumption in favour of sustainable development, encouraging local authorities to plan positively for growth.
- 2.5 In further support of the economic growth agenda, in March 2010 the Government announced the introduction of a new generation of Enterprise Zones (EZs). Enterprise Zones aim to encourage business development by providing financial incentives and simplified planning regimes. As part of the Tees Valley Enterprise Zone, three sites within Hartlepool have been given EZ status and Local Development Orders have been prepared and adopted to provide a simplified planning process. These LDO's were refreshed in March 2015 and will be in place for a further three years.
- 2.6 The Marine and Coastal Access Act (2009) requires local authorities taking decisions that affect the UK's marine areas to do so in accordance with the

Government's Marine Policy Statement and, once adopted, the relevant Marine Plan.

### **Sub Regional Policy Context**

- 2.7 The five Tees Valley local authorities work closely together and alongside the Local Enterprise Partnership (LEP), Tees Valley Unlimited (TVU) on a range of issues including planning policy, economic regeneration, infrastructure provision, housing matters and environmental concerns. The five Tees Valley Authorities established a Combined Authority on the 1<sup>st</sup> April 2016 and will elect a Mayor in 2017. The Combined Authority will be a strategic authority with powers over transport, economic development and regeneration.
- 2.8 The Tees Valley Strategic Economic Strategy (2014) provides a framework for economic growth for the sub-region, aiming to make the Tees Valley more competitive on a national and international basis. Two over-riding ambitions include the transition to a high value, low carbon economy and to create a more diversified and inclusive economy. It identifies key growth sectors and highlights other conditions and infrastructure requirements that need to be addressed in order to achieve sub-regional growth.
- 2.9 The Tees Valley authorities and TVU have worked together to prepare funding bids including an Enterprise Zone submission, a green infrastructure plan and a strategic infrastructure plan.
- 2.10 The Tees Valley authorities and TVU have also worked together to produce a joint Minerals and Waste Core Strategy and Site Allocations DPD. On an individual basis, neighbouring authorities are engaged in regular liaison as part of their duty to cooperate and have bi-monthly meetings at Planning Policy Manager level to ensure co-ordinated working.

### **Local Policy Context**

- 2.11 At a local level the Local Plan has been informed by a range of policies, strategies and evidence base reports. The Sustainable Community Strategy<sup>2</sup> "Hartlepool's Ambition 2014" sets the overarching framework and identifies the strategic policies and priorities to be pursued by the Borough Council and its partners. The Sustainable Community Strategy sets specific aims and priorities for Jobs and the Economy, Lifelong Learning and Skills, Health and Well Being, Community Safety, Environment, Housing, Culture and Leisure and Strengthening Communities.
- 2.12 An Economic Regeneration Strategy<sup>3</sup> (ERS) has been prepared and was endorsed in April 2014. The ERS responds to the Economic Assessment of the Borough and provides a clear framework for economic growth, regeneration activities and skills development over the next 10 years. The ERS incorporates a three year action plan to 2017 which takes realistic

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<sup>2</sup> Sustainable Community Strategy 2014

<sup>3</sup> Economic Regeneration Strategy 2014

account of available resources and reflects the policies included in the Local Plan.

- 2.13 This Hartlepool Vision was published in 2014 and represents the first step in creating a radical new blueprint to revitalise the centre of Hartlepool, spark the town's wider regeneration and lay the foundation for its future prosperity. It aims to create major new business, leisure and retail facilities, increase the town's profile as a visitor destination and produce a host of new job opportunities. The Local Plan takes account of the aspirations of The Vision and helps to facilitate the delivery of The Vision by implementing policies which are supportive of those aspirations.

### **3. THE BOROUGH OF HARTLEPOOL**

#### **Hartlepool in Context**

- 3.1 Hartlepool is located on the north-east coast to the north of the River Tees. The Borough of Hartlepool covers an area of approximately 9400 hectares (over 36 square miles) and has a population of around 92,670 (mid 2013). The Borough comprises the main town of Hartlepool, the seaside resort of Seaton Carew and an attractive rural hinterland within which lie the villages of Greatham, Hart, Elwick, Dalton Piercy and Newton Bewley.
- 3.2 To the south of Hartlepool is the wider Teesside conurbation which includes the boroughs of Middlesbrough, Stockton on Tees and Redcar and Cleveland, and which together with Hartlepool and Darlington makes up the Tees Valley sub-region. Bordering Hartlepool to the north is the administrative area of County Durham.
- 3.3 Hartlepool is relatively congestion free and is well connected to other parts of the region and beyond by road via the A689 and A179 and the A19 Trunk road, and by rail through a direct rail link to York and London as well as links to Newcastle, Sunderland and Middlesbrough. However with the anticipated growth over the plan period there is a need to improve the infrastructure accordingly to ensure that the transport networks are not negatively impacted upon by additional volume. Equally there also is a need to ensure that the public transport networks are enhanced.
- 3.4 Hartlepool has a long and proud history, with the original settlement of Hartlepool dating back to Saxon times. Originally an important religious settlement the town's early development resulted from the existence of a safe harbour and its role as a port for the city of Durham and subsequent grant of a Royal Charter from King John in 1201.
- 3.5 The main phase of Hartlepool's expansion took place from the mid 19<sup>th</sup> Century with the building of a new railway and docks to serve the export of coal. The town continued to expand over the next 100 years as port trade increased and the development of heavy industries including steel making, shipbuilding and manufacturing. Like most industrialised towns in the north of England, Hartlepool has suffered over the last half century from structural reform of these industries and the town has had to look for new opportunities to diversify the economy.
- 3.6 Over the past 20 years Hartlepool has experienced some transformational changes through public and private investment which was stimulated by the development of Hartlepool Marina and investment in the town centre and continued with investment in the in the historic fabric of the historic Headland for its intrinsic heritage value and for tourism and development of high quality and prestige business parks at Wynyard and Queen's Meadow. This success was recognised in the successful hosting of the Tall Ships Race in 2010. The town's regeneration is continuing with ongoing investment in housing renewal and the completion of flagship developments such as Hartlepool College of Further Education, the creation of a new transport interchange and the One

Life Centre. Permissions for a new College of Art and Design building on the Depot site on Church Street will help with the rejuvenation of that area.

### **Looking Ahead**

- 3.7 Despite these achievements, Hartlepool today is faced with a number of challenges and opportunities. Unemployment levels have remained consistently above national levels and there remains a need to continue to explore opportunities for business development, growth, and investment. Key opportunities exist within the port area and the town's business parks to support large scale investment in growth industries such as offshore wind and renewable energy and other eco-industries. The designation of three sites within Hartlepool as Enterprise Zones will continue to help realise these opportunities. The potential development of a new nuclear power station and availability of prime investment land within the marina and at Wynyard Business Park provide scope for significant economic growth in line with Tees Valley ambitions to create 25,000 jobs over the next ten years.
- 3.8 The town centre remains a priority location for investment. It forms a key hub for economic and social activity and its appearance and vitality can influence decisions of businesses, commercial investors and visitors. It is important that previous regeneration investment is built upon and refreshed and that commercial and retail and leisure facilities are consolidated and improved. The Hartlepool Vision recognises the need to improve the connectivity between the town centre and the Marina and seeks to make improvements in the Church Street area to enhance the experience for pedestrians.
- 3.9 Although Hartlepool is served by a good range of housing provision, there are specific issues relating to an oversupply of poor quality, low demand terraced housing, particularly surrounding the town centre, and a shortage of affordable and executive housing. There is also a need to provide new homes to meet the demands of growth in household formation and to support economic growth. Sites are available within the existing built up area of the town to meet some of this demand; however, there is a need for some expansion on greenfield land to meet these requirements and to support the economic growth ambitions of the Borough.

### **Hartlepool Facts and Figures**

- 3.10 Table 1 on the following page gives an overview of the Borough in terms of key facts and figures and helps to highlight where the town stands in comparison to England and Wales as a whole.

### **Understanding our Strengths and Weaknesses**

- 3.11 Recognising the Borough's strengths and weaknesses is important in setting the context for the spatial vision and overall policy framework. Table 2 illustrates the SWOT (Strengths, Weaknesses, Opportunities and Threats); reflecting the current situation within the Borough.

**Table 1 – Key Facts about Hartlepool**

<b>Key Facts about Hartlepool</b>	<b>Hartlepool</b>	<b>England &amp; Wales</b>
<b>Resident Population mid 2014</b>	92,600	56,948,200
<b>Population age 0-15 mid 2013</b>	17730 (19.1%)	10,242,400 (18.8%)
<b>Population age 16-44 mid 2013</b>	36,100 (39.4%)	21,792,400 (40%)
<b>Population age 45-retirement mid 2013</b>	16,650 (18%)	11,985,820 (22%)
<b>Population age retirement and over</b>	14,800 (16.1%)	10,460,350 (19.2%)
<b>Number of Households (2013)</b>	40,648	23,267,000
<b>Area (hectares)</b>	9,386	15,101,270
<b>Population Density (persons per hectare)</b>	9.8	3.6
<b>Household tenure – owner occupied (2014)</b>	60.2%	63%
<b>Household tenure – Rented from social landlord (2014)</b>	23.1%	19%
<b>Household tenure – Private rented (2014)</b>	16%	17%
<b>Population working age (2008)</b>	55,500	36,641,700
<b>Economically active (2015)</b>	71.4%	73.6
<b>% in employment (2014)</b>	64.2%	74.5
<b>Gross weekly pay all full time workers (2015)</b>	£495.20	£529.60
<b>% of working age receiving key benefits (2014)</b>	35.8%	14.2
<b>% of households with no car (2011)</b>	35.3%	26.8
<b>Crimes per 1000 population – total offences (2008/09)</b>	98.1	92.0
<b>Obese Adults 2015</b>	30.6%	23.0%
<b>Life Expectancy (2014)</b>		
Male	77.8	79.1
Female	81.6	82.8
<b>Causes of Death per 100,000 under 75 years</b>		
Cancer (2012–14)	177.7	141.5
Heart Disease/Stroke (2012-14)	90.1	75.7
Smoking Related aged 35+ (2012-14)	390.2	274.8
All causes considered preventable (2012 -2014)	226.6	182.7
<b>Number of Students achieving NVQ1 and above 2015</b>	82.6%	84.9%
<b>Number of Students achieving NVQ2 and above 2015</b>	69.1%	73.6%
<b>Number of Students achieving NVQ3 and above 2015</b>	50.2%	57.4%
<b>Number of Students achieving NVQ4 and above 2015</b>	24.3%	37.1%
<b>No qualifications (2015)</b>	11.8%	8.6%

<b>Number of Conservation Areas</b>	8	N/A
<b>Number of Listed Buildings</b>	212	N/A
<b>Number of Scheduled Monuments</b>	8	N/A
<b>Protected wrecks</b>	1	N/A
<b>Number of cinemas</b>	1	N/A
<b>Leisure centres</b>	4	N/A
<b>Allocated green wedges</b>	3	N/A

**Table 2: Hartlepool SWOT Analysis**

Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> <li>• Successful allocation &amp; development of Enterprise Zones</li> <li>• Compactness of main urban area</li> <li>• Expanding population</li> <li>• Sense of community</li> <li>• Partnership working</li> <li>• Good track record in delivering physical regeneration</li> <li>• Diverse, high quality and accessible natural environment</li> <li>• Diverse range of heritage assets including the maritime, industrial and religious</li> <li>• Availability of a variety of high quality housing</li> <li>• Successful housing renewal</li> <li>• High levels of accessibility by road</li> <li>• Lack of congestion</li> <li>• Good local road communications</li> <li>• Direct rail link to London</li> <li>• Good local rail services</li> <li>• Active and diverse voluntary and community sector</li> <li>• Positive community engagement</li> <li>• Successful event management</li> <li>• Small business and SME development</li> <li>• Growth of visitor market</li> <li>• High quality tourist attractions</li> <li>• High quality expanding educational facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Perceived image</li> <li>• Location off main north-south road corridor</li> <li>• High deprivation across large areas of the town</li> <li>• Low employment rates and high level of worklessness</li> <li>• Legacy of declining heavy industrial base</li> <li>• Small service sector</li> <li>• Imbalance in the housing stock</li> <li>• Shortage of adequate affordable housing</li> <li>• Poor health</li> <li>• Low level of skills</li> <li>• High crime rates</li> <li>• Exposed climate</li> <li>• Range and offer of retail facilities</li> <li>• Reductions in public resources have affected regeneration and employment levels.</li> <li>• Number of Heritage Assets currently considered at risk.</li> </ul>	<ul style="list-style-type: none"> <li>• Young population, possible asset for future prosperity</li> <li>• Can improve the economy and the growing house choice thus improving the recent stabilisation of population levels</li> <li>• Availability of land to enable diversification of employment opportunities</li> <li>• Potential for development of major research, manufacturing and distribution facilities on A19 corridor</li> <li>• Potential for further tourism investment</li> <li>• Potential for integrated transport links</li> <li>• Major high quality employment opportunities at Victoria Harbour, Queens Meadow and Wynyard Park</li> <li>• Success of Tall Ships races and opportunity to bid for the event in the future</li> <li>• Potential New Nuclear Power Station</li> <li>• Renewable Energy and Eco Industries</li> <li>• Developing indigenous business start-up and growth.</li> <li>• The deep water Port facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Closure of major employer/s</li> <li>• Expansion of area affected by housing market failure</li> <li>• Climate change and rising sea levels</li> <li>• Lack of financial resources / budget deficits</li> <li>• Increasing car ownership and congestion</li> <li>• Declining hospital facilities</li> <li>• Competition from neighbouring out of town retail parks</li> <li>• Competition from outlying housing markets</li> <li>• Uncertainty in relation to Council budgets</li> <li>• Uncertainty in relation to government funding programmes</li> <li>• Not expanding infrastructure to reflect growth ambitions</li> <li>• No further government backing for housing market renewal areas.</li> <li>• Austerity measures putting severe pressure on public services.</li> </ul>



## 4. LOCAL PLAN SPATIAL VISION, THEMES AND OBJECTIVES

### A Spatial Vision for Hartlepool

- 4.1 The Local Plan sets out the vision of what Hartlepool will be in 2031 indicating the main patterns of development and the types and form of development that will help achieve this vision. The vision represents the spatial interpretation of the Sustainable Community Strategy for Hartlepool (Hartlepool's Ambition 2014) which states:

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

- 4.2 Reflecting this vision the Local Plan seeks to achieve:

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

- 4.3 The Local Plan vision is that:

*“Hartlepool by 2031 will be a more sustainable community having achieved the substantial implementation of its key regeneration areas as set out within the Hartlepool Vision; raised the quality and standard of living; increased job opportunities through developing a strong, diverse and thriving local economy which contributes positively to the sub-regional economy; maximised quality housing choices and health opportunities to meet, in full, the current and future needs of all residents. The built, historic and natural environment will have been protected, managed and enhanced, and will contribute to making Hartlepool a safe and attractive place to live, and an efficient and sustainable transport network will integrate its communities within the Tees Valley City Region and beyond. The town will have become a focal destination for visitors and investment.”*

### How will the Local Plan develop from Hartlepool's Ambition?

- 4.4 The eight themes of 'Hartlepool's Ambition' 2014 (the Sustainable Community Strategy for Hartlepool) provide the basis of the spatial objectives for the Local Plan as shown in Table 3 on the following page.

**Table 3: Local Plan Objectives and Hartlepool's Ambition**

'Hartlepool's Ambition' Themes	<u>Spatial Objectives for the Local Plan</u>	<u>Local Plan Policies</u>
<b>Jobs and the Economy, Lifelong Learning and Skills.</b>	<ol style="list-style-type: none"> <li>1. To diversify the economic base of Hartlepool and promote an entrepreneurial culture to create more employment opportunities for local people.</li> <li>2. To develop Hartlepool as a destination of choice for inward investment.</li> <li>3. To enhance the tourism offer.</li> <li>4. To support the development of educational and training facilities that will develop a skilled workforce.</li> <li>5. To facilitate development in the key investment areas in the Borough.</li> <li>6. To continue to protect and enhance the vitality and viability of the Town Centre.</li> </ol>	LS1, INF1, INF2, INF5, CC3, HSG3-8, EMP1, EMP2, EMP3, EMP4, EMP5, RC1 – RC21, NE1, NE2, LT1, LT2, LT3, LT4, LT5, LT6, RUR5
<b>Strengthening Communities, Community Safety, Housing, Health and Wellbeing</b>	<ol style="list-style-type: none"> <li>7. To make Hartlepool a safer place by reducing crime and the fear of crime and anti-social behaviour.</li> <li>8. To support growth in the housing sector and improve the choice, quality and affordability of all types and tenures of housing.</li> <li>9. To strengthen social cohesion and reduce inequalities by protecting and encouraging access to local facilities.</li> <li>10. To encourage healthier and more sustainable lifestyles.</li> </ol>	INF3, INF4, QP3, QP4, QP5, HSG1-13, NE1, NE2, NE3, NE5, NE6, ,

'Hartlepool's Ambition' Themes	<u>Spatial Objectives for the Local Plan</u>	<u>Local Plan Policies</u>
<b>Environment (excluding Transport) Culture and Leisure</b>	<ul style="list-style-type: none"> <li>11. To protect, promote and enhance the quality and distinctiveness of the Borough's natural, rural and built environment.</li> <li>12. To protect and enhance the Borough's unique <i>historic environment</i>, cultural heritage and coastline.</li> <li>13. To reduce the causes and minimise the impacts of climate change.</li> <li>14. To maximise the re-use of previously developed land and buildings.</li> <li>15. To reduce the causes and minimise impacts of climate change in particular through the delivery of renewable and low carbon energy development.</li> <li>15. To provide a safe, attractive and well-designed environment.</li> </ul>	<p>LS1, CC1, CC2, CC3, CC4, CC5, QP4, QP7, HSG3, NE1, NE2, NE3, NE4, NE5, NE6, EMP6, RUR1, LT2, LT3, HE1, HE2, HE3, HE4, HE5, HE6, HE7</p>
<b>Environment (Transport)</b>	<ul style="list-style-type: none"> <li>16. To ensure the provision of a safe, efficient and sustainable transport network, accessible to all.</li> <li>17. To strengthen transport links with the Tees Valley sub-region, region and beyond.</li> </ul>	<p>LS1, INF1, INF2.</p>

## **5.0 THE PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**

- 5.1 The purpose of the planning system is to achieve sustainable development, the Government's National Planning Policy Framework (NPPF) has adopted the widely used United Nations definition of sustainable development: -

*“Development that has the ability to meet the needs of the present without compromising the ability of future generations to meet their own needs”.*

- 5.2 The NPPF sets out a ‘presumption in favour of sustainable development’. The presumption strongly encourages planning authorities to allow development, without delay, which meets the development needs of the area.
- 5.3 Sustainable development includes three key aspects: social, environmental and economic; all three aspects are mutually dependant and local authorities must seek social, environmental and economic gains jointly and simultaneously.

### **SUS1 : The Presumption in Favour of Sustainable Development**

When considering development proposals the Borough Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Borough Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

## **6. THE LOCATIONAL STRATEGY**

- 6.1 One of the key characteristics of Hartlepool is that it is a vibrant community with development contained within a compact urban area, small villages and attractive rural and coastal areas. The Local Plan seeks to maintain and enhance the attractiveness of Hartlepool and its setting as a quality place in which to live, work and visit.
- 6.2 For many years the strategy for the Borough has been based on compact urban growth. This has been secured by the strict control of development to locations within defined limits to development in the form of an urban fence around the main urban area, village envelopes around the villages and specific limits around the Wynyard area.
- 6.3 Keeping future development within these limits could protect the attractive open countryside around Hartlepool but would severely constrain the opportunities for providing economic growth and a wide choice of housing, including affordable and high cost low density housing, leading to higher density development within the urban area. If insufficient previously developed 'brownfield' sites cannot be identified this could result in development on areas of amenity greenspace and could lead to town "cramming" and have resultant impacts on the health of the population due to insufficient green spaces for recreation.
- 6.4 In 2009 the port owners indicated their intentions not to proceed with the anticipated mixed use development of Victoria Harbour and have expressed their intention to focus on port-related development including offshore wind and sustainable energy solutions. This is fully supported by the Borough Council and is reflected by the Enterprise Zone designation of the port and the Local Development Order which supports it. It is hoped that the growth in the renewables sector at the port will create new high skilled jobs and significantly boost the economy.
- 6.5 Assessment of other alternative large brownfield regeneration sites indicated that there are few viable alternatives to Victoria Harbour for housing and this is reflected in the findings of the 2015 Strategic Housing Land Availability Assessment (SHLAA).
- 6.6 Clearly the existing strategy based on compact urban growth through the development of mixed use regeneration areas on brownfield land is no longer tenable.
- 6.7 In the preparation of this Publication Local Plan the Borough Council has conducted research into future housing need in the Borough through the production of the SHLAA and also the Strategic Housing Market Assessment (SHMA) which have acted as the basis for the development of providing sites to meet the housing need over the plan period. This tasks the Borough Council

to deliver approximately 6,000<sup>4</sup> units between 2016 and 2031. Of these approximately 4,000<sup>5</sup> have current planning permission and therefore it is necessary for the plan to allocate sites for the remainder.

- 6.8 To ensure sustainable growth to 2031 the development of Hartlepool will be based on a strategy of balanced urban growth with most expansion being concentrated in areas adjoining the existing built up area and adjacent to areas of strong economic growth but ensuring growth occurs in a controlled way and is delivered alongside infrastructure improvements which allow Hartlepool to grow in sustainable manner.

#### ***Constraints and Infrastructure***

- 6.9 The Locational Strategy takes account of known and anticipated constraints. This includes the careful consideration of development on land close to:

- Areas of Flood Risk and Critical Drainage Areas
- Major Road infrastructure
- Nuclear and Hazardous Industry Consultation Zones (see appendices 11a – 11d)
- High Voltage Overhead Cables
- High Pressure Gas and Ethylene Pipelines (see appendices 11a and 11c)
- Internationally and Nationally designated Nature Conservation
- Nationally and locally protected Heritage sites assets
- High quality landscape features including Ancient Woodlands
- The best and most versatile agricultural land.
- Noisy or polluting sites.

- 6.10 In terms of infrastructure, land should be capable of being adequately served with:

- An efficient and safe local transport network
- An adequate water supply system
- Adequate surface and foul mains drainage
- Easily accessible Utility Services
- Suitable Green Infrastructure

#### ***Limits to Development***

- 6.11 In order to control development and to protect the countryside, it is necessary to define precisely limits to development around the main urban area of Hartlepool, Wynyard and the villages. These limits to development are defined on the proposal map.

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<sup>4</sup> This figure is explained further in the housing chapter but includes recommendations from the SHMA and also takes account of demolitions an element to take account of previous under-delivery.

<sup>5</sup> This includes sites/permissions which are considered deliverable within the Plan period – a number of other permissions not considered deliverable for various reasons including demand, viability etc. have been excluded.

### ***Strategic Gaps***

- 6.12 The western extension of housing development beyond the existing limits can be developed in a sustainable form, however it is imperative to maintain the strategic gaps between the town and the surrounding villages, particularly in the vicinity of Hart and Greatham villages where the urban edge is in close proximity to the villages – further built development within these gaps could, over time, lead to the villages joining with the urban area and losing their identities. The strategic gap has been included to ensure the villages maintain their identities. While the immediate concern is the coalescence of Hart and Greatham villages with the urban area if not carefully managed, as the town expands at the South West Extension and High Tunstall, these developments will move the urban area towards the villages of Elwick and Dalton Piercy – as such the emerging Rural Neighbourhood plan have included a strategic gap along the western extent of the urban area. This Publication version of the Local Plan has sought to broadly reflect the Rural Plans proposal.

### ***New Housing Provision***

- 6.13 The locational strategy is to prioritise, economically viable, brownfield land and other suitable and available sites inside the existing urban areas for new housing whilst allowing a controlled westward expansion of the town into greenfield land adjacent to the existing boundary of the built up area. In addition a limited number of sites in the villages of Hart and Elwick are suggested together with an element of growth at Wynyard Park, to the north of the employment allocation north of the A689 to help create a sustainable community where people can live and work. This is to:

- provide a range and choice of locations,
- consolidate and integrate the existing and extended built up areas,
- help to deliver major improvements in infrastructure across the Borough,
- support the planning and implementation of community facilities according to clear defined locations and principles,
- maintain the strategic gaps between the town and surrounding villages particularly in the vicinity of Hart and Greatham.

### ***Employment Land for a Growing Local Economy***

- 6.14 The Locational Strategy proposes to provide a varied range of employment sites at the right locations across the Borough to enable Hartlepool to develop a high value low carbon economy. This will include keeping parts of Wynyard as a Prestige Employment site for business development, maintaining higher quality sites and sites for general industry and specialist industry sites such as chemicals. The strategy also reflects the Tees Valley Minerals and Waste Core Strategy.

### ***Nuclear Power Station***

- 6.15 Hartlepool has been shortlisted as a potential location for a new replacement nuclear power station and as such this plan is required to safeguard land to ensure that a new power station is deliverable if needed.
- 6.16 Any new build in this location would comprise a large scale and technologically complex construction project. Once operational it would make an important

contribution to the UK's future needs for low carbon, secure and affordable energy.

- 6.17 As it is a scheme of national significance, a decision on whether a development consent order should be granted would be made by Government once an application has been submitted to and considered by the Planning Inspectorate. The Government's decision on whether to grant consent, or not, will be informed by national policy, a detailed environmental impact assessment prepared by the applicant, a local impact report prepared by the relevant local authority (identifying any positive, neutral and negative impacts of the project), and any other matters considered important and relevant. In preparing its local impact report, the local planning authority would appraise the proposed development's compliance with local policy and guidance, albeit there is no requirement for local authorities to include dedicated policies for Nationally Significant Infrastructure Projects within local plans.

#### ***Infrastructure to Support Development***

- 6.18 The assessment of some of the key areas of infrastructure which will need to be delivered to support the growth of the Borough over the plan period, including a new bypass to the north of Elwick Village and a new grade separated junction at the A19 to create a "third" main access point into Hartlepool, is considered within the Local Infrastructure Plan, however, it is not anticipated that there are any issues which would question the deliverability of the development and the Borough Council are actively engaging with developers and funding bodies to ensure timely delivery of the necessary infrastructure to support the development sites.

#### ***Supporting the Town Centre and Retail Centres***

- 6.19 The strategy proposes to continue to protect the town centre in order to ensure its vitality and viability and support priorities for that area. The Local Plan will ensure that the hierarchy of retail and commercial centres are maintained and that their role, function, vitality and viability are maintained and enhanced in the future.

#### ***Promoting Leisure and Tourism***

- 6.20 The Locational Strategy for Leisure and Tourism is to strongly encourage and promote the growth of local tourism and leisure industry, concentrating development in the key tourist areas of the town centre, The Marina, Seaton Carew and the Headland.

#### ***Health***

- 6.21 Public Health England<sup>6</sup> have stated that "England is facing an obesity epidemic." Nationally by the time children enter primary school, 1 in 5 are already overweight or obese and by the time they leave primary school, the figure increases to 1 in 3. Evidence indicates that childhood obesity disproportionately affects those who are from deprived areas, with prevalence in the most deprived 10% of areas in England. In 2013, an estimated 62% of

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<sup>6</sup> Public Health England, National mapping of weight management services, December 2015.



the adult population were overweight or obese and by 2034 this estimate is predicted to rise to 70%.

- 6.22 The poor health and wellbeing outcomes associated with obesity are vast; obese adults are less likely to be in employment and are more likely to face discrimination and suffer from health conditions such as sleep apnoea, type 2 diabetes, heart disease and some cancers.
- 6.23 The Borough Council does not want the number of residents above national average obesity and ill health to continue to rise and tackling the causes of obesity has the possibilities to reduce a number of health inequalities across the borough. This local plan has taken into account the health statistics for the borough and sought to form policies that will help improve the health of residents. Of particular importance is the location of development, the ability to access sustainable modes of transport, green spaces and leisure facilities. Furthermore there is a need to tackle other causal links such as high levels of deprivation and access to unhealthy food outlets.

#### ***Historic Environment***

- 6.24 The Borough Council will, through the policies of the Local Plan, look to preserve and/or enhance the heritage assets and wider historic environment of the Borough.



#### ***Green Infrastructure***

- 6.25 The strategy is to protect and enhance existing green wedges and to create new ones as part of development at the South Western extension and Wynyard. A new green corridor will be established on land formerly allocated for employment at Golden Flatts.

#### ***Safeguarding the Natural Environment***

- 6.26 The Borough Council will look to protect, manage and actively enhance the biodiversity, geodiversity, landscape character and green Infrastructure assets of the Borough.

***Marine Environment***

- 6.27 The coast continues to play an important role in Hartlepool's economy and environment, and is a major asset for local communities. The Borough Council has had regard to the UK's Marine Policy Statement developing local plan policies and it will liaise with the Marine Management Organisation in the production of the North East Marine Plan.



## **LS1: Locational Strategy**

The development of Hartlepool will be based on a strategy of balanced urban growth with expansion being concentrated in areas adjoining the existing built up area and adjacent to areas of strong economic growth but ensuring growth occurs in a controlled way and is delivered alongside local and strategic infrastructure improvements which allow Hartlepool to grow in sustainable manner. The key new element of strategic infrastructure proposed is a bypass to the north of Elwick Village along with a new grade separated junction on the A19 which will create a third high quality and safe access from the A19 into Hartlepool.

The introduction of multi functional Green Infrastructure as part of these proposals is essential to ensure high quality development that offers opportunities for recreational and leisure and mitigates against the potential effect on the landscape character and the environment.

To maintain the separate identity and amenity of settlements and to prevent the urban area coalescing with the villages, the spread of the urban area and the villages outside of the limits to development, as defined on the proposals map, into the Strategic Gap will be strictly controlled. Development within Strategic Gaps (as shown on the proposals map) will be strictly controlled and limited to development associated with farming and rural businesses.

Development will be focused in areas of lower flood risk where possible and must comply with policy CC2.

New housing development will be located within (as shown on the Proposals Map):

- 1) The urban area on suitable and deliverable brownfield sites;
- 2) A south west extension of the town (which benefits from outline planning permission) of approximately 1250 new dwellings in accordance with policy HSG4;
- 3) An extension of the town at High Tunstall of approximately 1200 new dwellings in accordance with policy HSG5 and ;
- 4) Sites at Wynyard of approximately 732 new dwellings in accordance with policy HSG6;
- 5) Extensions of the villages of Elwick (HSG7 - approximately 35 dwellings) and Hart (HSG8 - approximately 50 dwellings).

Development for employment uses will be located at land committed for (as shown on the Proposals Map):

- 1) A Prestige Employment Location at Wynyard Business Park as identified in Policy EMP1 and comprising approximately 35 hectares (ha) of available land;
- 2) Higher Quality Employment site at Queen's Meadow (approximately 45ha available) as identified in Policies EMP2;
- 3) General Employment sites at the Southern Business Zone (approximately 24ha available) and Oakesway (approximately 19ha

available) as identified in Policy EMP3;

- 4) Specialist industrial sites at The Port (approximately 60ha available) and North Graythorp (approximately 18ha available) as identified in policy EMP4. Other land for specialist industry is not available as it sits within the ownership of existing occupiers.

A strategic site of approximately 140 ha will be safeguarded near to the existing power station for a potential new Nuclear Power Station (EMP5) as shown on the Proposals Map.

Areas suitable for wind turbine development are identified in Policy CC4 and on the Proposals Map.

The vitality and viability of centres in the Borough will be protected and enhanced. Depending on scale, town centre uses will be directed towards the most appropriate centre in the hierarchy. The defined hierarchy and sequential preference of the centres in the Borough are detailed below and shown on the Proposals Map:

- The Town Centre.
- Edge of Town Centre sites.
- Retail and Leisure Parks.
- Local Centres.

The role of Hartlepool Marina as a regional, national and international visitor location will be supported and developed.

Key locations for leisure and tourism developments as detailed on the Proposals Map are:

- Town Centre;
- The Marina;
- Seaton Carew; or
- The Headland.

As a Borough with a rich maritime and Christian history and a fast growing tourism economy relating to this, protection and enhancement of built and natural heritage assets is a priority.

A network of new and existing Green Wedges will be protected from development, managed and enhanced (as shown on the proposals map) as identified in policy NE2.

Development will be located or designed so as not to have, either directly or indirectly, an adverse impact on the integrity of Internationally designated nature conservation sites. The impact of a development must be considered both alone as well as in combination with other plans and programmes. Where impacts would otherwise have an adverse effect, mitigation measures will be required in advance that meet the Habitats Regulations.

## **7. MINIMISING AND ADAPTING TO CLIMATE CHANGE**

7.1 Climate change is one of the most serious challenges to the economy, natural environment, historic environment and our communities. The impacts of climate change which are predicted for this area include:

- Increased likelihood of severe weather events including heat waves and storms. This will impact on agriculture, the natural and historic environment, human health, buildings and transport infrastructure for example. The impacts could have results such as reduced productivity in the business sector, increased demand for services, and changed crop patterns.
- Increased risk of coastal flooding and erosion linked to sea level rise; this impact may be less marked than other parts of the UK, but could still have an impact on Hartlepool's coast.

7.2 The 2008 Climate Change Act established the world's first legally binding climate change target. The Act set out that the UK should aim to reduce greenhouse gas emissions by at least 80% (from the 1990 baseline) by 2050.

7.3 The December 2015 Paris climate conference adopted the first-ever universally, legally binding global climate deal with 195 countries including the UK. The agreement sets out a global action plan to tackle climate change by limiting global warming to well below 2°C and aim to limit the increase to 1.5°C, since this would significantly reduce risks and the impacts of climate change. The agreement is due to enter into force in 2020. Governments agreed to come together every five years to set more ambitious targets as evidence and science evolve. The Borough Council supports this ambition and are monitoring the progress of the agreement and will amend policies in the future if the law requires.

7.4 The Council understands that climate change is an important issue which requires pro-active partnership action. In seeking to minimise the risk of further climatic changes and to reduce the impact of climate change the Council is continuing to adapt the way it operates its services and influence the attitudes and actions of residents, and businesses; For example:

- In 2009 the Borough Council, signed up to the European Union's (EU's) Covenant of Mayors initiative, which is a written commitment to go beyond the EU target to reduce carbon dioxide emissions by 20% by 2020. The Council has produced a Sustainable Energy Action Plan (SEAP), which outlines the steps that may be taken to exceed the 20% target.
- The Borough Council has adopted a Sustainable Construction Strategy which looks at all stages of construction from design and planning through to renovation and demolition of its own estate, and covers buildings and infrastructure such as highways.
- The Borough Council has carried out substantial work to improve the energy efficiency of its buildings including the use of photo-voltaic panels to generate electricity and voltage optimisation units to reduce the amount of electricity used.

- The Borough Council is working hard to change the behaviour of residents, staff and businesses through awareness raising events, activities and communications.
- The Borough has a well established service for domestic recycling including doorstep collection of paper, glass, plastics, cardboard, cans and garden waste.

7.5 The Borough Council will continue to work with partners to introduce new initiatives to address climate change implications with the aim of achieving or preferably exceeding national targets. The Council will also support wider sub-regional initiatives, such as the Teesside Carbon Capture and Storage project, that will help to reduce CO<sub>2</sub> emissions into the atmosphere and promote Tees Valley's position as a major location for the process and chemical sectors.

### ***Meeting the Challenge of Climate Change***

7.6 Planning has a major role to play in helping to adapt to and reduce the environmental, social and economic impacts of climate change. This Publication Local Plan adopts this as a fundamental principle and incorporates a range of policy measures to help ensure that development takes place in the most achievable and sustainable manner. For example planning decisions will take into account the location, distribution, design, energy efficiency and layout of development proposals.

7.7 In terms of location, although there is an unavoidable need to build on greenfield sites in order to meet the housing need, support and encouragement is given to the development of brownfield land. Much of the Borough's brownfield land is located within the urban limits, building in these areas not only removes an often blighted site from the Borough but it can provide home and jobs in locations that are currently linked too, or have the potential to be linked to, a sustainable infrastructure network and thus preventing the need to expand the urban limits and/or build upon parcels of green space across the Borough. The Borough Council recognises the need to encourage the use of more sustainable modes of transport and reduce the number of car journeys as they are a major contributor to CO<sub>2</sub> emissions. On development sites, particularly those in less sustainable locations and on major developments, the introduction of more sustainable travel options such as public transport, electric vehicle charging infrastructure and cycle routes will continue to be encouraged and required and where necessary secured via condition or legal agreement.

7.8 Increased rainfall, rises in sea level and more frequent flooding events are consequences of climate change. Development should therefore avoid those areas which are most vulnerable to flooding such as flood plains and unprotected coastal zones. The Environment Agency has established a three tier flood zone hierarchy, with flood zone three being the most susceptible to flooding. Development should be avoided in higher risk flood zones, unless there are outweighing social, economic and/or regeneration benefits and in such cases appropriate design solutions must be adopted to minimise the impact of flooding. Development can contribute to increased flood events as

development can reduce the amount of permeable land and increase the level of surface water run-off into drainage systems and water courses. Measures to reduce this impact, such as the use of Sustainable Drainage Systems (SuDS) or alternative water retention or recycling schemes will continue to be encouraged where appropriate.

- 7.9 The Borough's natural environment and habitat networks are susceptible to climate change but can also help to offset its impact. The natural environment is a vital resource, acting as both a carbon store and helping to mitigate against the effects of heavy rainfall. The natural environment can help reduce the rate of surface water run-off and the intensity of flood events thereby protecting people, their homes and businesses. Green infrastructure provides shade and absorbs heat so can also help moderate temperatures in urban areas, helping to create a comfortable outside environment for residents and visitors. Development will be required to incorporate an appropriate provision of green space within the development and in some instances may also be required to contribute to the wider strategic green infrastructure network. Further advice relating to the provision of green infrastructure in and/or around development sites can be obtained in the Planning Obligations SPD and Residential Design SPD.
- 7.10 Hartlepool has an extensive and varied coastline incorporating a rocky headland, a harbour, sandy beaches, sand dunes and a river estuary. The coastline is important for recreational, economic, heritage and habitat reasons and includes areas designated as Ramsar Sites, Special Protection Areas (SPA) and Sites of Special Scientific Interest (SSSI). As a maritime authority the Borough Council has to consider any impacts that coastal squeeze<sup>7</sup> may have on the Borough. The Borough Council aims to protect and enhance the Borough's coastline but recognises that there can be conflict between the need to protect urban areas from coastal flooding and the need to protect the integrity of the SPA and Ramsar site. In some instances natural erosion/processes may be the best option to protect the integrity of the SPA and Ramsar site but in other instances sea defences may be required. The Borough Council will work closely with key agencies including the Environment Agency, Natural England and the Marine Management Organisation to ensure that appropriate solutions are identified to address such issues.
- 7.11 Recycling is important as a means of reducing waste. If waste is not recycled it is usually disposed of in landfill sites which can result in the release of greenhouse gases which contribute to climate change. Recycling reduces the need for raw materials and in general recycling is more energy efficient and results in fewer carbon emissions. In support of the Borough Council's commitment to mitigating and adapting to climate change, recycling facilities and the use of sustainable construction methods will be encouraged. The use of locally sourced material can further assist in improving the local economy as well as reducing transport costs and their associated emissions.

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<sup>7</sup> Where coastal habitats can diminish in quantity and/or quality as they are 'squeezed' between the impact of rising sea levels and a fixed landward boundary.

- 7.12 Re-using vacant buildings can also be seen as a recycling measure and is often more environmentally efficient in terms of preserving natural resources than demolition and rebuilding. Whilst it is not always viable to do so, where appropriate, the Borough Council will encourage and support the re-use and refurbishment of vacant and under-used buildings. The Borough Council will also encourage, through support, advice and/or grants, homeowners and businesses to carry out improvements to existing buildings, to make them less vulnerable to climate impacts.
- 7.13 Energy efficient buildings and the provision of renewable energy technologies either stand alone installations such as wind and solar farms along with renewable energy installations on dwellings and other buildings is seen as a positive mechanism for assisting in addressing climate change and tackling fuel poverty. The energy efficiency of buildings and the provision of renewable energy projects will be encouraged.
- 7.14 With regard to renewable energy provision in new residential and commercial development it is considered appropriate and reasonable to require that all major development or those within particularly unsustainable locations should secure, a minimum of 10% of their energy supply from decentralised and renewable or low carbon sources.<sup>8</sup>
- 7.15 In the first instance the Borough Council will encourage developers to draw energy supply from decentralised, renewable or low carbon energy supply systems that already exist or to work with other developers to create energy supplies that a variety of users can tap into, this may prove most effective in mixed use areas such as Wynyard or the town centre. The Borough Council recognises that this requirement must not overburden developers to the extent that it would render a scheme unviable, therefore if this requirement cannot be met then justification must be provided, the most appropriate justification would be a viability assessment.
- 7.16 The Borough Council has a flexible approach to ensuring that all developments seek to address the issues surrounding climate change and understands that it may not always be feasible, due to design limitations or structural issues, to provide such infrastructure on site, therefore if it can be demonstrated that such on site provisions are not possible, then the equivalent energy saving will be sought, or a combination of both energy efficiency and energy provision. If none of the above are physically possible then the equivalent monetary value of contribution to a carbon management fund will be required. The Borough Council operates a flexible approach to establishing where the money attributed to the carbon management funds could be spent.

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<sup>8</sup> Until a commencement order is in place that repeals section 1(1) of the Planning and Energy Act (2008) then the provisions within the Act allow the LPA to apply local requirements within polices. The Deregulation Act (2015) only seeks to make amendments to the Planning and Energy Act (2008) with regard to residential development. So notwithstanding any commencement order the provisions within the policy will always apply to non residential development.



## **CC1: Minimising and adapting to climate change**

The Borough Council will work with partner organisations, developers and the community to help minimise and adapt to climate change by:

- 1) Encouraging development on suitable brownfield sites within the urban limits and other areas that are, or have the potential to be, well served by sustainable forms of transport and by encouraging sustainable travel options such as enhancing public transport provision, cycle and pedestrian provision.
- 2) Requiring that major developments include opportunities for charging electric and hybrid vehicles.
- 3) Locating development in areas of low flood risk wherever possible and incorporating appropriate measures to minimise flood risk such as sustainable drainage systems, porous materials along with water retention and recycling.
- 4) Encouraging environments that are resilient and adaptive to the effects of climate change and protect, promote and enhance biodiversity including maintaining and enhancing habitat networks and green infrastructure, and managing coastal squeeze.
- 5) Encouraging the reduction, reuse and recycling of waste and the use of locally sourced materials.
- 6) Encouraging the re-use, adaptation and repair of existing buildings and vacant floors wherever possible.
- 7) Ensuring that development is energy efficient.
- 8) Encouraging development that generates renewable energy that utilise technologies including solar panels, biomass heating, wind turbines, photovoltaic cells and combined heat and power; and encouraging developers to provide infrastructure for the provision of renewable energy and local services at the earliest possible stage.
- 9) Requiring that major development (either new build or conversion) must secure where viable and where the building/s allow, a minimum of 10% of their energy supply from decentralised and renewable or low carbon sources.
  - Where development, does not fall within the threshold above, on site renewables will be sought on a case by case basis.
  - Where it can be demonstrated that it is not feasible to provide such energy generation measures on site then the provision of the equivalent energy saving must be made by improving the

**building fabric or a combination of energy provision and energy saving measures that equates to the equivalent of 10%.**

- In cases where constraints do not allow any of the above then a contribution to a carbon management fund will be required.**
- The renewable or low carbon energy technologies must be made operational before any new or converted buildings are occupied.**
- Where specific opportunities exist, development will be encouraged to connect to existing decentralised and renewable or low carbon sources.**

**The Borough Council will have regard to the viability of all proposals, if, due to viability reasons, it is not possible to satisfy the criteria above then a robust viability assessment must be submitted.**

### **Reducing and Mitigating Flood Risk**

- 7.17 Following flooding in 2007, the government commissioned a review (The Pitt Review, 2008), which recommended urgent changes in the way the country is adapting to the increased risk of flooding. A principal change was to establish greater clarity in the roles and responsibilities and an increased focus on addressing surface water flood risk through the enactment of the Flood and Water Management Act (2010). Under the Act, Hartlepool Borough Council became a Lead Local Flood Authority.
- 7.18 Hartlepool has taken a pro-active approach to the long term reduction of flood risk through development based on the sequential approach to managing flood risk. The Borough Council commissioned a Strategic Flood Risk Assessment Level (SFRA) 1 in 2009 that was completed in 2010. The findings of this level 1 study led to the commissioning of a Level 2 study, which was completed in 2011. The Level 2 study focused on providing more detailed information regarding proposed development areas situated within areas at greater risk including the tidal flooding area between the Tees Estuary and Seaton Carew. This work also provided more detail on assessment and confirmation of critical drainage areas. The report did not identify any nationally significant risk areas.
- 7.19 Hartlepool recorded eighteen flooding incidents between 2014 and 2015 and the total estimated cost of these incidents was approximately £324,800. The causes of flooding were primarily highway flooding, records of local flooding showed an impact on properties, gardens, car parks and allotments. No internal flooding to properties occurred during 2015 and there is limited information available on the number, extent and impacts of historic events in Hartlepool.
- 7.20 The findings of the Level 2 study have been used to inform the development of the local strategy, this flooding policy and the policy QP7 in a bid to ensure that the Borough Council fulfils its duties and powers set out in the Flood and

Water Management Act (2010) and in particular the duty to contribute to sustainable development as set out within the Planning and Compulsory Purchase Act (2004) and repeated thought the NPPF and NPPG.

- 7.21 Using the SFRA and other key parts of the evidence base such as the Strategic Housing Land Availability Assessment (2015) and Employment Land Review (2014) Hartlepool has used the sequential approach to flood risk to allocate sites for development. This takes into account all sources of flood risk and aims to locate development in ascending order from areas of lowest risk to areas at highest risk. On larger sites where there are small areas of higher flood risk present within the site this includes locally adopting these areas for green infrastructure or other water compatible uses within or integrated within the wider site use.
- 7.22 More vulnerable development, such as housing, will be located outside of areas of flood risk and this is a key part of the sequential test for all the proposed residential allocations. Any areas of higher flood risk have been incorporated into Green Infrastructure projects such as the Green Wedge at the South Western Extension which includes Greatham Beck and its associated areas of flood risk.
- 7.23 Developments in higher risk areas will only be supported where it is essential to meet the Borough's strategic regeneration priorities and complies with the national sequential and exceptions tests or appropriate legislation applicable at the time.
- 7.24 Critical Drainage Areas are identified in the SFRA. Surface water drainage must be considered for development as well as the effect on existing sewers and watercourses, this must form part of any detailed flood risk assessments. Any increased flood risk must be managed and the Borough Council will encourage management of this through the use of Sustainable Urban Drainage Systems (SuDS) and the opportunity for Green Infrastructure.
- 7.25 The Tees Valley Authorities Local Standards for Sustainable Drainage has been produced by a working group from the Local Authorities of Hartlepool, Middlesbrough, Redcar and Cleveland, Stockton-on-Tees and Darlington Borough Councils. The document forms the local standards for the Local Authorities and, together with the National Standards, strongly promotes the use of SuDS. The document will be updated annually and is available on the Borough Council's website.

## **CC2: Reducing and Mitigating Flood Risk**

All new development proposals will be required to demonstrate how they will minimise flood risk to people, property and infrastructure from all potential sources by:

- 1) Avoiding inappropriate development in areas at risk of flooding and directing the development away from areas at highest risk, applying the Sequential Test and if necessary the Exceptions Test, in accordance with national policy and the Hartlepool Strategic Flood Risk Assessment. Site Specific Flood Risk Assessments will be required in accordance with national policy;
- 2) Ensuring that the development will be safe over its lifetime, taking account of climate change, will not increase flood risk in vulnerable locations elsewhere and where possible, will reduce flood risk overall;
- 3) Assessing the impact of the development proposal on existing sewerage infrastructure and flood risk management infrastructure, including whether there is a need to reinforce such infrastructure or provide new infrastructure;
- 4) Ensuring that development proposals are resilient to flood risk, in accordance with national policy and the findings and recommendations of the Hartlepool Strategic Flood Risk Assessment;
- 5) Requiring that all development proposals include provision for the full separation of foul and surface water flows;
- 6) Ensuring that development proposals separate, minimise and control surface water run-off, with Sustainable Drainage Systems being the preferred approach.
- 7) Surface water should be managed at source wherever possible, ensuring that there is no net increase in surface water runoff for the lifetime of the development. Surface water should be disposed of in accordance with the following hierarchy for surface water run-off:
  - \*to a soak away system, unless it can be demonstrated that this is not feasible due to poor infiltration with the underlying ground conditions;
  - \*to a watercourse, unless there is no alternative or suitable receiving watercourse available;
  - \* to a surface water sewer;
  - \* disposal to combined sewers should be the last resort once all other methods have been explored.
- 8) Where Greenfield sites are to be developed, the surface water run-off rates should not exceed, and where possible, should reduce the existing run-off rates. Where previously developed (brownfield) sites are to be

**developed, surface water run-off rates should seek to achieve greenfield equivalent run off rates or be reduced by a minimum of 50% of the existing site run-off rate.**

### **Renewable and Low Carbon Energy Generation**

- 7.26 Addressing climate change and supporting the transition to a low carbon future is one of the key priorities of delivering sustainable development and is a central government core planning principle.<sup>9</sup> The Climate Change Act 2008 established a legal framework underpinning the UK government's commitment to tackling climate change, including reducing CO<sub>2</sub> emissions and addressing climate risks.
- 7.27 Encouraging the development of energy generation from renewable and low carbon sources is a key part of addressing wider climate change and energy efficiency issues. The 2011 Energy White Paper<sup>10</sup> aims to establish a diverse and secure range of low carbon sources of electricity. The government is seeking to transform the UK into a low carbon economy and meet a 15% renewable energy target by 2020 and an 80% carbon reduction target by 2050. Following the United Nations Climate Change Conference in Paris in December 2015 a deal was agreed that attempts to limit the global rise in temperatures to less than 2 degrees C. There is a long term goal of net zero emissions by the end of the century, with progress independently assessed in 2018 and every five years thereafter. Reflecting the reducing cost of low carbon technologies, targets on reducing emissions will be able to be stepped up. In 2020 all countries will be expected to update their plans to cut emissions by 2030.
- 7.28 Future large scale renewable energy generation in the UK is likely to come principally from the following sources:
- Onshore and offshore wind turbines – both now well established and one of the most economically viable sources of renewable electricity;
  - Solar Photovoltaic (PV) developments – ground mounted solar PV panels convert sunlight into energy. Rising energy costs and the support of the Feed in Tariff increased the attractiveness of solar PV developments, although more recent changes to the tariff may affect the number of solar PV proposals;
  - Biomass – which involves burning fuel such as wood which is renewable because, through planting and re-growth, biomass can be replaced over time and the cycle can be continuously repeated;
  - Energy from Waste (EfW) – the combustion of waste, or similar processes, reduces the amount of waste going to landfill and recovers energy from that waste as electricity or heat. Decentralised energy networks/district heating schemes/combined heat and power systems are common examples of energy from waste;

<sup>9</sup> National Planning Policy Framework, paragraph 17; Department for Communities & Local Government, March 2012.

<sup>10</sup> Planning for our electric future: a White Paper for secure affordable and low carbon electricity; Department for Energy & Climate Change, July 2011.

- Wave and Tidal – although there may be considerable potential for this source of power in the UK and a number of prototypes are currently operating, many of the technologies are still developing.
- 7.29 There is also potential to supply energy from small scale micro-renewable schemes which can when taken together, make a significant contribution to renewable energy output and tackling climate change. Micro-renewable devices (which are usually accepted to be the production of heat of less than 45kW capacity or electricity of less than 50kW capacity) include:
- Micro-wind turbines and roof mounted wind turbines;
  - Roof mounted solar technologies (including photovoltaic arrays and hot water panels);
  - Heat pumps (ground source, air source and water source), and
  - Individual biomass boilers.
- 7.30 Micro-renewable devices can be retrofitted to existing buildings or incorporated into developments. Some proposals will, depending on scale and location, fall within permitted development rights.
- 7.31 The Borough Council will seek to maximise opportunities that support proposals for renewable and low carbon energy generation, while ensuring that any adverse impacts are satisfactorily addressed, including cumulative impacts on landscape, visual amenity, and historic and natural assets. Some proposed developments may need to be accompanied by an environmental statement which will include an assessment of any likely significant effects.
- 7.32 The Borough Council will work flexibly with developers in order to promote energy from renewable sources and to achieve acceptable schemes.
- 7.33 Strategic wind turbine developments and large scale solar PV developments are considered under separate policies (CC4 and CC5).

### **CC3: Renewable and Low Carbon Energy Generation (excluding strategic wind turbines and large scale solar photovoltaic developments)**

**Proposals for the generation of energy from renewable and low carbon sources, including micro-renewable projects, will be supported to contribute toward the achievement of targets for renewable energy and reduction of CO<sub>2</sub> emissions. Proposals for strategic wind turbine developments and large scale solar photovoltaic developments will be considered by policies CC4 and CC5 respectively.**

**In determining applications for energy generation from renewable and low carbon sources the Borough Council will take into account policies LS1, CC1, QP7, RUR1, and NE1 along with any other relevant policies on a case by case basis, and significant weight will be given to the achievement of wider environmental and economic benefits.**

Applications will be approved subject to the proposal satisfactorily addressing the following criteria, including cumulative impacts within and outside the Borough:

- 1) Position of the installation on the land or building;
- 2) Visual appearance, topography and character of the area;
- 3) Impact on the amenity of local residents and nearby occupiers, including visual intrusion, air, dust, noise, odour, traffic generation and access;
- 4) Impact on internationally, nationally or locally important species and habitats;
- 5) Any adverse impacts on air traffic operations, radar and air navigational systems, and
- 6) Impact on the significance of a heritage asset, including its setting.

All proposals should also comply with other Local Plan policies INF1, INF2, QP1, INF5, EMP1 to EMP5 along with any other relevant policies on a case by case basis.

Proposals should include details of any associated developments, including access roads, transmission lines, pylons and ancillary buildings.

Proposals should include details of measures to mitigate any adverse effects on the amenities of occupiers of nearby properties during the construction, operational lifespan, and decommissioning of equipment and/or infrastructure.

Where appropriate, developers will need to include a satisfactory scheme to restore the site to a quality of at least its original condition when the development has reached the end of its operational life, including addressing any resultant land contamination issues. Any proposals for a lifetime extension or repowering of a renewable/low carbon energy generation project will be considered against the criteria outlined in this policy.

### ***Strategic Onshore Wind Turbine Developments***

- 7.34 Wind energy remains one of the biggest contributors to the supply of electricity from renewable sources and will make a significant contribution towards the country's 2020 renewable energy generation targets. Strategic wind turbine developments are those with 0.5 MW and above of generating capacity up to 50 MW capacity. Proposals of over 50 MW are currently considered by the Secretary of State for Energy and the local planning authority is a statutory consultee. However the Government has now announced its intention to amend legislation so that all applications for onshore wind energy developments are handled by local planning authorities.
- 7.35 Hartlepool has already proved to be a viable location for strategic wind turbine developments, with a scheme in operation at High Volts in the north of the Borough and a further scheme approved but not yet constructed at Red Gap Moor near Wynyard. Planning applications in 2014 for three turbines in the Brenda Road area were approved by the Borough Council but 'called in' by the

Secretary of State. These applications were subsequently deemed to be invalid by the Secretary of State due to inadequate/insufficient public consultation.

- 7.36 The Government's online Planning Practice Guidance<sup>11</sup> has now made it clear that when considering planning applications for wind energy development, permission should only be granted if the proposal is in an area identified as suitable for wind energy in a Local or Neighbourhood Plan, and the proposal has the backing of the local community. It is the responsibility of prospective applicants for wind turbine proposals to undertake compulsory pre-application consultation with the local community. The requirements are set out in sections 61W and 61X of the Town and Country Planning Act 1990 and Article 4 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, and are summarised in the government's online Planning Practice Guidance<sup>12</sup>.
- 7.37 There are two studies in Hartlepool that have informed consideration of rural areas within the Borough that may have potential for wind turbine developments:
- East Durham and Tees Plain Wind Farm Development and Landscape Capacity Study<sup>13</sup>, and
  - Hartlepool Landscape Assessment<sup>14</sup> (although this study is now of more limited value)
- 7.38 Based on the evidence from both assessments it is considered that the following area has potential to accommodate further strategic wind turbine development:
- In the north west of the Borough, in association with the existing wind turbine scheme at High Volts
- 7.39 Further detail and analysis can be found in the Borough Council's Renewable Energy Evidence Paper<sup>15</sup>.
- 7.40 Within the urban area of Hartlepool the Brenda Road area in south east Hartlepool is considered to have potential to accommodate a limited number of wind turbines and the area has been the subject of recent developer interest.

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<sup>11</sup> Planning Practice Guidance, Renewable & Low Carbon Energy, updated June 2015 (<http://planningguidance.planning.portal.gov.uk>).

<sup>12</sup> <http://www.legislation.gov.uk/ukpga/2011/20/part/6/chapter/4/enacted>  
<http://www.legislation.gov.uk/uksi/2015/595/article/4/made>

Planning Practice Guidance, Renewable & Low Carbon Energy, updated June 2015 (<http://planningguidance.planning.portal.gov.uk>)

<sup>13</sup> Wind Farm Development and Landscape Capacity Studies: East Durham and Tees Plain, North East Regional Assembly, August 2008, and Addendum, Association of North East Councils, October 2009.

<sup>14</sup> Hartlepool Landscape Assessment; Landmark Partnership on behalf of Hartlepool Borough Council, 2000.

<sup>15</sup> Hartlepool Local Plan: Evidence paper – Renewable Energy Generation, Hartlepool Borough Council, 2015.



The Brenda Road area is a predominantly industrial landscape and there are several large structures in the vicinity including the nuclear power station, oil storage facilities, and chemical processing plant. While this industrial area is capable of absorbing reasonably large structures and buildings it is necessary to have regard both to the potential cumulative visual impact of a number of turbines within a specific area and to the impact of views of any turbines from outside of the area, as well as ecological and other constraints. The Wind Farm Landscape Capacity Study concluded that the area between Billingham and Hartlepool had potential to accommodate a 'small-medium' wind farm related to the industrial development of south east Hartlepool. To reduce impact the maximum number of turbines should be restricted to four and only small/medium scale turbines should be permitted, with a maximum tip height of 99 metres.

- 7.41 Voluntary community benefits schemes are now becoming an established and integral part of onshore wind developments in the UK. The Borough Council will encourage and support developers and local communities to work together to secure community benefits from projects. Such benefits could include voluntary monetary payments from a developer to the community usually via an annual cash sum, or other voluntary benefits such as in-kind work, direct funding of projects, or local energy discount schemes.

#### **CC4: Strategic Wind Turbine Developments**

**Proposals for strategic scale wind turbine developments (developments with 0.5 MW generating capacity and above), that can demonstrate that they have the backing of the local community following consultation, will be supported in the following locations in the Borough as defined on the Proposals Map:**

- 1) High Volts – in association with the existing wind turbine development there is potential for up to 3 additional turbines;**
- 2) Brenda Road area – a maximum of 4 turbines.**

**Proposals in the High Volts area should be of a similar scale (or smaller) to the existing turbines. In the Brenda Road area proposals should be restricted to a maximum of 4 small/medium scale turbines with a maximum tip height of 99 metres.**

**Proposals in the High Volts and Brenda Road areas will also be subject to consideration of the following criteria:**

- 1) the impact, either individually or cumulatively, on the amenity of local communities or residents including visual intrusion, noise and traffic;**
- 2) appropriate measures and/or mitigation can be provided to reduce or eliminate the potential of shadow flicker;**
- 3) siting and scale of turbines takes into account the appearance, topography, landscape and character of the area as identified in existing and any future Landscape and Visual Impact**

**Assessments;**

- 4) impact, either individually or cumulatively, on internationally, nationally or locally important species and habitats;
- 5) impact, either individually or cumulatively, on the significance of a heritage asset including its setting;
- 6) any adverse impacts on air traffic operations, radar and air navigational systems;
- 7) any adverse interference with electromagnetic transmissions including radio, television and communication signals, and safeguarded meteorological sites and installations, and
- 8) safety measures are in place, including appropriate topple distances, to protect buildings, roads and rights of way.

Additionally proposals in the Brenda Road area will also be considered in relation to:

- 1) the nature of the surrounding built environment, including the presence of large industrial or other structures that can reduce/mitigate the visual impact of wind turbines;
- 2) impact of the proposal on longer distance views, particularly from residential areas, heritage assets and the coast.

All strategic wind turbine proposals should include details of associated developments and infrastructure including access roads, transmission lines, pylons and other ancillary buildings.

All proposals should include details of measures to mitigate any adverse effects on the amenities of occupiers of nearby properties during the construction, operational lifespan and decommissioning of equipment/infrastructure.

All proposals should also include details of how the site will be satisfactorily restored to at least its original condition once the wind turbines are no longer operational. Any proposals for a lifetime extension or repowering of wind turbine projects will be considered against the criteria outlined in this policy.

Developers will be required to undertake effective early pre-application consultation with the public and interested parties, and will be expected to work constructively with local communities and the local authority to secure appropriate community benefits from wind turbine proposals.

***Large scale Solar Photovoltaic (PV) developments***

- 7.42 There is a role for ground based solar PV developments to make a significant contribution to meeting national targets for increased renewable energy generation. There has been recent interest in developing solar PV developments in Hartlepool possibly reflecting capacity levels being reached in the south of the country, while improving technology allows schemes to be viable in areas with lower irradiation (sunlight) levels.

- 7.43 Large scale (generating over 0.5MW) solar PV developments will be considered on their merits and in relation to a number of specific criteria. Solar PV developments will be supported where possible. However it is important that support is not at the expense of such developments beginning to proliferate and dominate certain areas of the Borough adversely influencing perceptions. Consideration of solar PV developments should therefore also include their relationship with other renewable energy projects in the Borough.
- 7.44 A Landscape and Visual Impact Assessment should be provided with proposals for large scale solar PV developments. The Assessment should include:
- Baseline landscape conditions, including consideration of any existing local landscape assessments, and details of the sensitivity and importance of the landscape
  - Predictions of impact, including scale/magnitude of change to the landscape, a Zone of Theoretical Visibility (ZTV), and evaluation of direct, indirect and cumulative effects not only with other solar PV developments but also with other renewable energy developments
  - Significance of impact, including judgements made, sensitivity of the landscape and receptors and significance of impacts following any mitigation
  - Mitigation, including measures to avoid, reduce and remedy any significant effects on the landscape and how mitigation measures will be implemented.

#### **CC5: Large Scale Solar Photovoltaic Developments**

**Proposals for large scale (over 0.5MW) ground based solar photovoltaic developments which contribute towards the achievement of national renewable energy targets and the reduction of CO<sub>2</sub> emissions will be supported subject to consideration of the following:**

- 1) developments should make use of previously developed or non-agricultural land. If the proposal involves the use of agricultural land the best and most versatile land should be avoided and poorer quality land should be used; evidence should be provided to demonstrate the extent to which other sites for the development have been considered, particularly previously-developed/non-agricultural land;**
- 2) affect on the amenity of occupiers of any nearby properties and/or land;**
- 3) impact of the development on landscape and character and the scope for mitigating any visual impacts through, for example, tree planting and screening with native hedges; applications should be accompanied by a Landscape and Visual Assessment;**
- 4) effect of glint and glare on the landscape, neighbouring uses, highway and aircraft safety and on the passage/flight lines of migratory birds ;**

- 5) the need for, and impact of, security measures such as lighting and fencing;
- 6) impact, either individually or cumulatively, on the significance of a heritage asset including its setting;
- 7) impact, either individually or cumulatively, on internationally, nationally or locally important species and habitats;
- 8) an assessment of opportunities provided by the development to enhance biodiversity interest, including for example wildflower planting, and
- 9) an assessment of flooding and drainage issues.

All proposals should include details of how the site will be restored to at least its original condition when the development has reached the end of its operational life. In most cases applicants should provide an end date for the scheme to demonstrate the temporary nature of a solar photovoltaic development.

Where appropriate developers should engage with the local community and take their views into account prior to submitting a planning application.

## 8. INFRASTRUCTURE

8.1 Infrastructure is a critical element in achieving sustainable development. Efficient and reliable infrastructure is necessary to support growth and development over the Local Plan period. The important role of infrastructure has been recognised by central government through the production of a National Infrastructure Plan<sup>16</sup> and more recently a National Infrastructure Delivery Plan<sup>17</sup>, differing approaches to funding infrastructure development such as Local Growth Fund (LGF) and the Community Infrastructure Levy (CIL), and policy/guidance in the National Planning Policy Framework (NPPF)<sup>18</sup> and National Planning Practice Guidance (NPPG)<sup>19</sup>.

8.2 As part of the local plan preparation process the Borough Council has prepared a Local Infrastructure Plan (LIP)<sup>20</sup>. The LIP identifies the type of infrastructure required to facilitate and deliver allocations and proposals within the local plan and, where possible, the responsibilities for delivery and sources of funding.

8.3 This section of the Plan sets out the policies and proposals for the following key infrastructure elements:

- Strategic transport and connectivity
- Community facilities and services
- Hospital provision
- Telecommunications and utilities

### Transport and Connectivity

8.4 The transport and connectivity policies in the Hartlepool Local Plan have been prepared within the context of the transport challenges and ambitions of the wider Tees Valley sub-region. These are identified in the Tees Valley Statement of Transport Ambition<sup>21</sup> and are summarised in the Table 4 below:

**Table 4 – Transport Challenges and Ambitions of the Tees Valley**

Transport ambition	Type of action required
<b>Resilient network connectivity</b> – improving journey experiences on urban & local passenger networks; improving freight & passenger movements to and from national and international gateways	Improvements to the local rail network including stations and interchange opportunities  Targeted strategic and local highway improvements such as capacity improvements at key junctions on the

<sup>16</sup> National Infrastructure Plan 2013; HM Treasury, December 2013.

<sup>17</sup> National Infrastructure Delivery Plan 2016-2021; Infrastructure and projects Authority, reporting to HM Treasury and Cabinet Office, March 2016

<sup>18</sup> National Planning Policy Framework, Department for Communities and Local Government, March 2012.

<sup>19</sup> <http://www.planningguidance.planningportal.gov.uk>.

<sup>20</sup> Hartlepool Local Infrastructure Delivery Plan (Draft); Hartlepool Borough Council, June 2016.

<sup>21</sup> Connecting the Tees Valley: Statement of Transport Ambition; Tees Valley Unlimited, April 2011.

	A19(T)
<b>Access to employment</b> – improving local bus services and opening up economic development opportunities	Investment in new buses and journey time information  Bus priority measures, better passenger facilities and improved ticketing  Enhanced cycling and walking networks for shorter commutes  Facilitating development at pinch points such as Wynyard (A19(T)/A689)
<b>Reducing carbon emissions</b> – supporting transport systems, including through the spatial planning process, that do not exacerbate climate change, and promoting active travel and targeted programmes of smarter choices	Workplace and school travel planning  More electric vehicle charging points  Promoting a modal shift from the private car to rail and bus through marketing and awareness raising and service quality improvements

8.5 Network resilience and easing congestion are recognised in the Tees Valley Strategic Economic Plan<sup>22</sup> as key elements in overcoming barriers to get businesses and people moving. Capacity issues in and around the A19(T)/A689 junction at Wynyard impact on key housing and business locations at Wynyard Park, southern Hartlepool and the north side of the River Tees. Some recent work at this junction, implemented through a successful bid for Pinch Point Programme funding, has improved traffic flows and further improvements planned along the A689 will provide additional capacity to ease constraints on further development in the Wynyard and south Hartlepool areas.

8.6 The Tees Valley Strategic Infrastructure Plan<sup>23</sup> identifies a number of specific projects designed to achieve the objectives of the Strategic Economic Plan. Projects relevant to Hartlepool include:

- Strategic route management – complements other capacity improvements across the highway network, including expanding use of the Urban Traffic Management and Control System
- A689 Wynyard improvements – funding for capacity improvements secured through Local Growth Fund (LGF)
- Sustainable Transport Package – increasing access to employment and other services, especially for those without access to a car
- Hartlepool Dock Entrance – enhancing the locational advantages associated with the Port Enterprise Zone
- A19 Active Traffic Management – increases capacity to facilitate future development through better management of vehicle speeds and routeing

<sup>22</sup> Tees Valley Strategic Economic Plan, Tees Valley Unlimited, April 2014

<sup>23</sup> Tees Valley Strategic Infrastructure Plan, Tees Valley Unlimited, November 2014

- A19 widening between Wynyard (A689) and Norton – part of a wider package of measures to relieve future congestion on the A19(T)
- 8.7 The Borough Council's Local Transport Plan (LTP)<sup>24</sup> sets out improvements proposed to the local highway network over a 15 year period. The LTP is regularly updated so that it reflects regional and sub-regional priorities as well as proposals identified in the Local Plan.
- 8.8 All transport schemes considered within this section are set out in more detail in the Local Infrastructure Plan.

### ***Road network***

- 8.9 There are two principal road links to/from Hartlepool town centre and the main urban areas with the strategic sub-regional network. These are the A179 which links with the A19(T) to the north, and the A689 linking with the A19(T) to the south and then west towards the A1(M). Additionally the A1086 forms an important link north from Hartlepool towards Peterlee and communities in East Durham, while the A178 is a similarly important link south towards key employment areas at Seal Sands, Port Clarence and Billingham.
- 8.10 Development and economic growth, together with a general trend of increasing car ownership levels, have meant that traffic flows have increased over recent years, particularly on the principal road network and in the urban areas. Congestion and journey reliability is an issue at a number of places in Hartlepool especially during peak periods. Developments likely to come forward over the plan period will inevitably increase traffic levels and increase pressure at certain pinch points leading to further delays and unreliability, and increased costs particularly for businesses.
- 8.11 Highways England (HE) has undertaken a modelling exercise<sup>25</sup> to assess the implications of the development proposals in the Local Plan on the strategic road network (SRN) and its junctions, namely the A19(T) and its various access points. With regard to the likely impact of the key housing allocation in the Local Plan on the strategic network - High Tunstall - the conclusion of the HE modelling was that the development would create “greater than 30 two-way trips – further assessment of potential impacts required”. The impact of the High Tunstall development will be mitigated by the provision of an improved link to the A19(T) at Elwick, including a bypass to the north of Elwick village and a grade separated junction on the A19(T) itself at the northern Elwick access (see policy INF1 ‘Sustainable Transport Network’ and the Local Infrastructure Plan).
- 8.12 The Local Infrastructure Plan addresses areas where pressures on the principal and local road networks may occur as a result of development proposed in the Local Plan and identifies where improvements to the road network will be required.

<sup>24</sup> Local Transport Plan 3, 2011-2026; Hartlepool Borough Council, April 2011.

<sup>25</sup> The trips resulting from developments were calculated with reference to generic TRICS© data. To distribute and assign the trips Highways England's GraHAM tool has been used. GraHAM is a GIS-based program for estimating origin and destination of trips associated with land use developments.

### ***Bus Network***

- 8.13 Hartlepool is part of the Tees Valley Bus Network Improvement scheme (TVBNI) which is designed to offer significant improvements to bus services, provide a real alternative to the private car on key corridors, and increase the number of opportunities for better access to employment and training. The bus network remains the most important mode of public transport in Hartlepool in terms of number of passengers carried and providing access to jobs and essential services, especially for those without access to private transport.
- 8.14 As new housing schemes are developed through policies and proposals in the Local Plan, the Borough Council will work closely with bus operators to ensure that new and/or extended bus services are provided at the appropriate time. The Borough Council will also support bus priority measures and other infrastructure to alter the traffic balance in favour of buses, improving punctuality and reliability.

### ***Rail Network***

- 8.15 In terms of passenger numbers rail plays a relatively small role compared to bus. However rail services through Hartlepool play an important role in:
- Providing local services south to Stockton-on-Tees and Middlesbrough and north to Sunderland and Newcastle
  - Providing opportunities, through changing at Thornaby and/or Darlington, to access main line services to other parts of the UK
  - Providing a direct service to York and London
- 8.16 Options for opening new stations will continue to be explored as part of the Tees Valley Rail Initiative. The Borough Council will also consult and work closely with Network Rail on development proposals that will affect rail infrastructure, including level crossings.

### ***Footpath and Cycle Networks***

- 8.17 The provision of a high standard, attractive and safe network of footpaths and cycleways is an important element of a package of sustainable transport measures. Such a network can offer access to employment opportunities as well as leisure and community facilities, and can have the added benefit of reducing congestion and carbon emissions through reducing car usage.
- 8.18 A number of key footpath and cycle schemes/routes will be implemented during the Local Plan period. These include:
- Wynyard area – working in conjunction with Stockton-on-Tees Borough Council, Sustrans, relevant landowners and developers, Hartlepool Borough Council will seek to implement a network of footpaths and cycle routes both within the Wynyard development and
    - to provide links to the Castle Eden Walkway/National Cycle Network Route 1 (a major sub-regional leisure route and country park linking urban areas of Stockton-on-Tees with



the countryside west of Stockton and Hartlepool and on into County Durham);

- north from Wynyard linking into the public right of way just across the Hartlepool boundary into County Durham;
  - safe pedestrian and cycle crossing points on the A689 to link both sides of the Wynyard development, and similar safe crossings at appropriate points on the local/distributor road network within Wynyard;
  - routes south from Wynyard into north Stockton, Wolviston and Billingham, and
  - a route from Wynyard/Wolviston into Hartlepool at Newton Bewley and along the A689 corridor to link up with routes in south west and south Hartlepool. This will provide a safe, attractive alternative to using the A689 itself.
- Greatham Link – improving sustainable access from residential developments in south west Hartlepool to employment sites in the south of the Borough, including Queen’s Meadow Business Park and the nuclear power station; this route will also offer leisure opportunities and could provide links to nature conservation sites such as Greatham Creek and RSPB Saltholme.
  - Town Centre/Railway station – addressing severance issues caused by the A689, and improving pedestrian and cycle links from the town centre to the station, including pedestrian signage.
  - Golden Flatts – in association with the community woodland project, providing sustainable transport through the site in conjunction with Sustrans.
  - Tourism routes – better signage in and around the Marina, particularly to Navigation Point and the Maritime Experience. Also, working closely with Stockton-on-Tees Borough Council and other key stakeholders, investigating better links and interpretation with the RSPB reserve at Saltholme and other visitor sites between Seaton Carew and Saltholme.

8.19 The Borough Council will seek to ensure that all parts of the urban area, including proposed development sites, are linked by safe and easily accessible green networks and rights of way to green space and the open countryside. Such networks can also perform an important role as links between housing and employment areas, and shopping and leisure facilities. The Borough Council’s Green Infrastructure Strategy<sup>26</sup> identifies a number of aspirational, upgradeable, and established leisure routes to provide links both to green space and the open countryside and to key employment areas.

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<sup>26</sup> Hartlepool Green Infrastructure: Supplementary Planning Document; Hartlepool Borough Council, February 2014.

## **INF1: Sustainable Transport Network**

The Borough Council will work with key partners, stakeholders and other local authorities to deliver an effective, efficient and sustainable transport network, within the overall context of aiming to reduce the need to travel. In Hartlepool the key priorities of a sustainable transport network are to:

- 1) support sustainable economic growth and inward investment by improving reliability and minimising delays;
- 2) improve opportunities for access to employment and training, particularly for those without private transport;
- 3) provide realistic alternatives to travel by private car;
- 4) support initiatives to reduce carbon emissions from transport, including for example the provision of more electric vehicle charging points and low emission buses;
- 5) improve connectivity both within Hartlepool, and between Hartlepool and the other parts of the Tees Valley and the wider North East region by improving the quality and reliability of key road and rail links;
- 6) support and implement the locational strategy identified in policy LS1;
- 7) continue to develop and improve interchange facilities within the town centre to increase opportunities for travel by public transport;
- 8) improve the quality and reliability of bus services;
- 9) improve the frequency and quality of rail services, including facilities for passengers and freight, and
- 10) provide a comprehensive, safe and well-managed network of footpaths and cycle routes throughout the Borough linking residential areas with employment sites, shopping and community facilities, and leisure/recreation sites.

Where appropriate development will be required to contribute to the delivery of a sustainable transport network and promote sustainable travel. Local Plan policy QP1 and the Planning Obligations Supplementary Planning Document provide further detail on the type of contribution that may be required.

## **INF2: Improving Connectivity in Hartlepool**

Delivering sustainable transport in Hartlepool will be achieved through a balanced package of measures that seek to:

- 1) maximise the level of sustainable access to areas of development, particularly through good quality public transport services and safe, attractive and, where appropriate, well lit pedestrian and cycle routes, and
- 2) develop further opportunities for sustainable modes of transport to serve existing communities throughout the

## **Borough.**

Where improvements to the principal and local road network are necessary to enable development or to minimise the impact on the existing network, they will be delivered through appropriate legal agreements and/or conditions. Road and other capacity improvements that are likely to be required during the plan period are set out in the Local Infrastructure Plan.

The Local Infrastructure Plan also provides details of improvements needed to the bus network and rail services, as well as improvements to pedestrian and cycle routes to provide sustainable transport opportunities to new and existing developments.

All schemes identified in the Local Infrastructure Plan will be delivered to conform to policy LS1.

No permanent development will be permitted within land corridors shown on the Proposals Map that are reserved for the following road and rail schemes:

- grade separated junction on A19(T) at Elwick; improvements and realignment of Elwick Road including bypass north of Elwick village, and realignment of Coal Lane;
- a link road between approved housing development at South West Extension and proposed development at High Tunstall;
- B1277 Brenda Road/A178 Tees Road;
- New link from A179 Easington Road into Middle Warren;
- A179 to A19(T) widening.

Developments that are likely to generate significant amounts of movement and traffic will be required to produce a Transport Assessment or Travel Plan to demonstrate that all opportunities for sustainable transport modes have been fully explored. Planning conditions or legally binding agreements will be used to secure any improvements necessary to the transport network as a result of a development. A financial contribution may be required from developers. Policy QP1 and the Planning Obligations Supplementary Planning Document set out the type of contributions likely to be required. New transport infrastructure should also where appropriate conform to high design standards set out in policies QP3 and QP4, and link into the Borough Council's green infrastructure network identified in policy NE2.

### **Community Facilities and Services**

- 8.20 Community facilities, including schools, community centres, libraries, health care facilities and indoor sports facilities, contribute to the quality of life, prosperity and well-being of local residents and are important factors which influence decisions to live or invest in Hartlepool. The provision of major facilities serving the town as a whole is important and many of these are located in and around the town centre so that they are accessible to as many people as possible. Facilities of a more local nature should also be provided, retained and, where possible, enhanced within local communities so that they

are easily accessible. New residential developments should be provided with facilities at a scale to reflect the needs of new and expanding communities.

### ***Education facilities***

- 8.21 Developments that are likely to generate an increased demand for school places will be required to contribute towards expanding existing education facilities where the development is not of a sufficient size to justify a new school.
- 8.22 Based on current pupil projections the Local Education Authority is confident that the existing secondary school sites can cater for the expected growth from new housing development over the plan period. However some developments may be required to contribute towards school enhancements or extra provision (such as additional classrooms) on the basis of the cumulative impact that the development may have on schools in that locality.
- 8.23 With regard to primary school provision there are concerns over the capacity of existing provision, particularly in the north west of the town. A new, one-form entry primary school will therefore be required as result of the proposed housing development at High Tunstall. Elsewhere a one-form entry primary school is to be provided as part of the approved South West Extension development on an site that has sufficient land for it to be expanded into a two-form entry primary school in the future. At Wynyard a one-form entry primary school is to be constructed (within Stockton-on-Tees) although a temporary primary school has been located on the Hartlepool side of the boundary. In other areas of the town, where housing developments are assessed to have an impact on a local school, whether primary or secondary, in line with the Planning Obligations Supplementary Planning Document<sup>27</sup>, contributions may be required to increase the capacity of existing schools.
- 8.24 Further information on school provision in the Borough, including current admission details, is contained in the Local Infrastructure Plan.

### ***Health Care provision and land at the University Hospital***

- 8.25 Under the local NHS Trust's "Momentum: pathways to healthcare" programme published in 2008, the strategy in Hartlepool is to provide health facilities as close to homes as possible, with only services which need to be provided in hospital taking place there.
- 8.26 The 'Momentum' programme identified facilities to be delivered within the Hartlepool area as follows:
- Enhanced provision of services within homes
  - Enhanced GP and health centre services with easy access for the local population

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<sup>27</sup> Planning Obligations Supplementary Planning Document: Final for Endorsement; Hartlepool Borough Council, October 2015.

- The establishment of integrated Health Care Centres in central locations, such as the facility on Park Road in the town centre. Such centres will contain a variety of services based on the needs of the local population.
- 8.27 A new hospital was also proposed as part of the 'Momentum' programme to serve Hartlepool, Stockton-on-Tees and parts of Easington and Sedgefield (County Durham). The hospital was to have been located at Wynyard but a deadline linking to elements of the land sale agreement has now passed raising serious concerns as to whether the hospital will be delivered in this location.
- 8.28 As growth takes place over the Local Plan period it is likely that further health care provision will be required in areas of significant new housing development. In particular developments in the south west extension and in the north west of the town at High Tunstall, are likely to require new health care facilities as part of local centres within the respective developments. This will ensure that current services do not become stretched as a result of pressure from new housing development.
- 8.29 The Borough Council regards the existing University Hospital of Hartlepool on Holdforth Road/Easington Road as a valuable asset for the people of Hartlepool and adjacent areas of County Durham. It is also a major employer providing accessible jobs for a significant number of local residents. A proposal by North Tees and Hartlepool NHS Foundation Trust to merge the services provided by both the Hartlepool Hospital and the University Hospital of North Tees (within Stockton-on-Tees Borough) on a new, green field site at Wynyard Park is now highly unlikely to go ahead. The Borough Council seeks to retain the existing Hartlepool hospital and its facilities and where possible expand and improve the range of health services it provides.
- 8.30 The National Planning Policy Framework (NPPF) identifies three main roles of planning to achieve sustainable development. Alongside these economic and environmental roles, there is also a social role. This involves supporting strong, vibrant and healthy communities and providing accessible local services that reflect the community's needs and support its health, social and cultural well-being<sup>28</sup>. Furthermore the NPPF states that planning policies should guard against the loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs<sup>29</sup>.
- 8.31 As required in the NPPF<sup>30</sup> the Borough Council will work closely with all relevant stakeholders to understand the health status and needs of the Borough's residents, and ensure that they are provided with high quality, accessible services.

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<sup>28</sup> National Planning Policy Framework, paragraph 7.

<sup>29</sup> National Planning Policy Framework, paragraph 70.

<sup>30</sup> National Planning Policy Framework, paragraph 171.

### ***Indoor Sports facilities***

8.32 The Borough Council commissioned an updated Indoor Leisure Facility Strategy in 2013.<sup>31</sup> The conclusions of this Strategy, along with a description of the application of Sport England's Facilities Planning Model (FPM), can be found in the Local Infrastructure Plan. The Strategy has taken account of likely changes in population and population profile, as well as the broad locations of proposed development, in evaluating demand for facilities.

8.33 Priorities for indoor sport and leisure provision over the Local Plan period are:

- Replacement of the existing but near life-expired swimming and sports facilities at the Mill House Leisure Centre with comparable facilities either on the Mill House site or another equally accessible and sustainable town centre/fringe town centre location;
- An ongoing programme of refurbishment of facilities on education sites in conjunction with increased levels of community use;
- Provision of a new swimming pool at Brierton Sports Centre. This will serve as a replacement for life-expired facilities at a number of school sites and, through community use agreements, for access by existing and new residents in the south and west of the town;
- Refurbishment of the existing, or construction of a new, swimming pool at High Tunstall school site, which will be able to serve residents in the north west of the town.

### **INF3: University Hospital of Hartlepool**

The Borough Council will safeguard the University Hospital of Hartlepool site for the provision of health and related facilities. As a priority the Borough Council, through working in partnership with the relevant hospital trust and Hartlepool and District Hospice, will seek to retain the services provided by the existing hospital and, where possible, expand the range of services to meet current and future needs of the Borough's population. This could include supply chain businesses which support the health sector.

**Proposals for other uses on the site will only be permitted provided that they:**

- 1) do not compromise the ability to meet current and anticipated health and related uses on the site, and**
- 2) do not have a significant adverse effect on the amenity of occupiers of adjacent or nearby properties.**

<sup>31</sup> Indoor Leisure Facility Strategy; EAG Consultancy Services on behalf of Hartlepool Borough Council, 2013.

## **INF4: Community Facilities**

To ensure that all sections of the local community have access to a range of community facilities that meet education, social, leisure/recreation, and health needs, the Borough Council will:

- 1) Protect, maintain and improve existing facilities where appropriate and practicable
- 2) Require and support the provision of new facilities to serve developments and to remedy any existing deficiencies

When considering the provision of new community facilities (including health services, schools and indoor sports facilities) as part of development, regard will be paid where appropriate to the following criteria:

- 1) the capacity and proximity of other, similar community facilities nearby;
- 2) the quantity, quality and accessibility of sports/recreation facilities are in line with the standards set in the Open Space, Sport and Recreation Assessment;
- 3) the need or scope to incorporate other related educational and community initiatives within the proposed development, and

As part of the High Tunstall, South West Extension and Wynyard housing allocations the developers will be required to safeguard land for new primary schools. Regular monitoring will determine when the new schools are required, and developers will be expected to contribute towards construction costs. If constructed, it will also be necessary to ensure community use agreements are put in place to enable access to playing fields for local teams and residents. Other community facilities at these locations will be provided within the INF4 designations as shown on the proposals map.

Where necessary planning conditions and legal agreements will be used to ensure that these community use agreements are delivered as part of developments across the Borough.

### **Telecommunications and Utilities**

#### ***Telecommunications and High Speed Broadband***

- 8.34 A high quality communications infrastructure, including high speed broadband, is essential for economic growth and for enhancing the provision of local community facilities and services. The Local Plan supports the expansion of electronic communications networks and the local authority has a wider role in supporting the roll out of superfast broadband to existing and proposed developments.
- 8.35 In Hartlepool the main residential areas within and on the edge of the town are either already served with a high speed broadband network or can be provided with a network in the short term. The main gaps are industrial estates and

business parks, the town centre, and the villages and rural parts of the Borough.

- 8.36 To address gaps in high speed broadband the Borough Council, along with the other local authorities in Tees Valley, is a partner in the 'Digital Durham' initiative<sup>32</sup>. Through participation in the Digital Durham programme, along with other local Tees Valley initiatives<sup>33</sup>, Hartlepool will meet and exceed the UK Government's target for 95% of all premises to have access to superfast broadband by December 2017. In November 2016 additional funding (up to £1m) has been agreed between the Tees Valley Combined Authority and Broadband Delivery UK (BDUK) to improve superfast broadband coverage. At a Tees Valley level this aims to exceed 98% coverage by the end of 2018 and it should help Hartlepool to achieve coverage beyond its current 95% level.
- 8.37 As well as high speed broadband other communications infrastructure will be required to support economic growth and sustainable communities. One of the main implications for planning concerns the number and location of radio and telecommunication masts. The National Planning Policy Framework<sup>34</sup> provides guidance on the expansion of electronic communications networks and on the approach to radio and telecommunications masts.
- 8.38 The Borough Council will generally support the improvement and expansion of telecommunications networks subject to location, amenity and safety considerations.

### ***Utilities***

- 8.39 The Local Infrastructure Plan provides information on issues associated with the provision of main utility services to key development and growth areas within the Borough. The utilities and services covered are electricity provision, gas provision, water supply, and foul and surface water management. The LIP covers areas such as:
- ongoing investment programmes and priorities
  - current and potential capacity issues
  - existing assets affecting development sites
- 8.40 Key issues/conclusions in relation to the main utilities in Hartlepool are summarised below:

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<sup>32</sup> 'Led by Durham County Council 'Digital Durham' is a £25m initiative to improve broadband speed for residents and businesses across County Durham, Gateshead, Sunderland, and the Tees Valley. Funding has come through Broadband Delivery UK (BDUK) which was set up by central government to deliver the broadband agenda.

<sup>33</sup> See the Local Infrastructure Plan.

<sup>34</sup> National Planning Policy Framework, paragraphs 42 – 46.



**Table 5 – Key Utilities Issues**

<b>Electricity provision</b>	<p>Planned reinforcement/refurbishment projects will address capacity; however works cannot be undertaken in advance of proven need.</p> <p>Estimates of costs for moving existing assets or providing new lines can be supplied by Northern Powergrid; this could assist with master planning exercises.</p> <p>There are generally no capacity issues when extending existing urban areas on to adjacent green field sites; main issues tend to be with previously developed land or more remote rural areas.</p> <p>Few capacity issues affecting key industrial areas.</p>
<b>Gas provision</b>	<p>Northern Gas Networks is undertaking a long term pipeline replacement programme across Tees Valley; replacement infrastructure will be able to accommodate hydrogen.</p> <p>Generally no capacity issues in supplying development sites, particularly in or adjacent to urban areas.</p> <p>Cost of supplying sites can vary – largely determined by distance from network and whether supply needs to cross critical infrastructure such as major roads or rail lines.</p>
<b>Water supply</b>	<p>For the majority of proposed development sites there is capacity available; however some sites (identified in the LIP) will require mains reinforcement and/or some offsite works.</p> <p>Hartlepool Water will continue to invest in new pipes, onsite generators, and flood protection works for all key sites.</p>
<b>Foul and Surface Water Management</b>	<p>Generally no significant foul water or surface water issues associated with key development sites. Northumbrian Water Limited has provided a site by site analysis which is included in the LIP.</p> <p>All new housing, employment and industrial sites will be required to incorporate sustainable drainage systems (SuDS).</p>

- 8.41 The Borough Council will work closely with the utility providers and developers to ensure that required services are provided at the appropriate time, and that required works do not impact significantly on other services and users.

## **INF5: Telecommunications**

Proposals for the improvement and expansion of telecommunications networks, including high speed broadband, will be supported and applications for infrastructure will be supported subject to the proposal addressing the following criteria:

### **Telecommunications and radio masts**

- 1) evidence that there will be no adverse impacts on air traffic operations, radio and air navigational systems;
- 2) evidence that there will be no adverse interference with electromagnetic transmissions, including radio, television and communication signals;
- 3) evidence that the operator has explored all options for using and sharing existing masts, buildings and other structures so that the number of new masts and installations can be kept to a minimum;
- 4) have regard to design and siting techniques, including screening and landscaping, to minimise the impact of equipment;
- 5) the potential impact of new buildings or other structures interfering with telecommunications services;
- 6) evidence that consultation has been undertaken with organisations with an interest in the proposal particularly where a mast is proposed near a school or other educational establishment or within a statutory safeguarding zone;
- 7) a statement that self-certifies that the cumulative exposure, when the infrastructure is operational, will not exceed International Commission on non-ionising radiation protection guidelines;
- 8) the relationship of equipment to existing buildings, townscape/landscape, topography, views and vistas.

### **Broadband**

Where broadband infrastructure is proposed within conservation areas, or where it may have an impact on listed buildings or other heritage assets, broadband providers are encouraged to liaise closely with the Borough Council to minimise any adverse impacts.

Where appropriate, and having regard to any technical and operational constraints and the significance of the proposal as part of the national network, the Borough Council will seek to protect areas of environmental importance, including conservation areas, areas of Special Landscape Value, and nature conservation sites, particularly sites designated of international or national importance. Where the operator can demonstrate that there are no suitable alternative locations proposals within areas of environmental importance should be designed and located to minimise visual and other impacts. Where there is likely to be an adverse impact on an internationally designated nature conservation site, either directly or indirectly, suitable mitigation measures will be required in advance of the development that meet current habitat regulations.

## **9. QUALITY OF PLACE**

- 9.1 Development has the potential to create a multitude of benefits in an area, providing the homes we need, creating jobs and enhancing spaces and places we all want to be part of. However, if we do not plan and manage development correctly, consequent pressures can have detrimental impacts upon the existing amenity and infrastructure of the Borough. Careful consideration should be given to the impact that development can have. Where there is the potential to create an impact within the Borough appropriate mitigation measures will be required to ensure that the infrastructure system and related facilities are able to cope with, adapt to and accommodate development.
- 9.2 The Local Plan incorporates policies which seek to address potential impacts by facilitating the delivery of new and improved infrastructure such as better quality roads, sewage treatment and the related network of infrastructure, green spaces, play areas and community facilities including schools, leisure facilities and community centres in order to help create a better quality of place capable of meeting the needs of existing and future generations.

### **Planning Obligations**

- 9.3 The Borough Council will continue to use appropriate planning conditions as part of the planning application process to ensure that development in the Borough is well designed and has an acceptable impact on the townscape and landscape of Hartlepool.
- 9.4 Development often puts pressure on the environment, infrastructure and services. It is expected that developers will mitigate or compensate for the impact of their proposals. In many cases this mitigation/compensation will be delivered by way of 'Planning Obligations'.
- 9.5 Planning obligations are usually secured under section 106 of the Town & Country Planning Act 1990 (as amended). These are agreements between local planning authorities and developers (and the landowner where the developer does not own the land) that secure contributions, in cash or in kind, to address environmental impacts and community and infrastructural needs associated with development. Regulations introduced in April 2010 place three tests on the use of planning obligations. These tests are also set out in the National Planning Policy Framework (NPPF). In determining an application it is unlawful to take into account a planning obligation that does not meet all three tests. These are that the obligation is:
- 1) Necessary to make the proposed development acceptable in planning terms;
  - 2) Directly related to the proposed development and
  - 3) Fairly and reasonably related in scale and kind to the proposed development.
- 9.6 In 2010 the government introduced the Community Infrastructure Levy (CIL), which aims to provide a more understandable charging system for contributing towards wider infrastructure provision. Whilst planning obligations will still remain their use will be restricted to the criteria set out in the Planning

Obligations Supplementary Planning Document. The ability to 'pool' contributions from a number of developments towards specific infrastructure is currently limited. Pooling is used where individual developments will have an impact but alone would not be able to deliver a specific piece of infrastructure. Pooling allows contributions to be combined from a number of developments to deliver the required infrastructure.

- 9.7 CIL is intended to form the main mechanism for delivering wider infrastructure needs. A development's contribution towards the CIL will be established through local charging schedules. Whilst the CIL rate will relate to the overall cost of identified infrastructure required in the area CIL revenue may be spent on any infrastructure needed within the Borough, not necessarily in the vicinity of any particular development. In Hartlepool viability testing to date has indicated that implementation of a CIL charging schedule would impact upon the deliverability of development across the Borough. The benefit of securing planning obligations through s106 agreements is that they can be individually negotiated allowing the Borough Council to deliver a flexible approach based on viability assessment therefore planning obligations will continue to be secured through s106 legal agreements. If this position changes in the future development of a CIL charging schedule will be reconsidered.
- 9.8 The Borough Council recognises the need to support development as a means of supporting economic growth, addressing housing need and improving the range and quality of amenities for its residents and visitors. The Borough Council adopted a Planning Obligations SPD in November 2015; this sets out the planning obligations that may be required to address the impacts arising from a development. These obligations will be secured by legal agreement.
- 9.9 The Borough Council offers a One Stop Shop service for development proposals which potential applicants are encouraged to use and, as well as advice on planning requirements, details are provided of any developer contributions which may be required. Identifying requirements at an early stage of development limits delays related to s106 negotiations.
- 9.10 The Habitat Regulations Assessment (HRA) stage 1 screening identified a likely significant adverse effect on the Teesmouth and Cleveland Coast Special Protection Area and Ramsar European Protected Site. This adverse impact would be caused through recreational disturbance of birds which are the interest features of the site, including a breeding colony of little terns in the summer and shorebirds in the autumn, winter and spring. The HRA established that at least some new residents of housing developments would visit the SPA/ Ramsar and that these additional visits would cause harm. Each housing development is responsible for mitigating potential harm and developers can ensure this through Planning Obligations by providing an adequate provision of Suitable Alternative Green Space (SANGS) to absorb new recreation, such as daily dog walking, on site and/or by providing a financial contribution to be spent on managing recreational pressures on the European Protected Site.

## **QP1: Planning Obligations**

The Borough Council will seek planning obligations where viable and deemed to be required to address the impacts arising from a development. Planning obligation requirements are set out in the Planning Obligations Supplementary Planning Document. Planning obligations may be required for the following:

- Affordable Housing;
- Children's Play / Play Facilities;
- Playing pitches & Outdoor Sports / Exercise Provision;
- Built Sport Facilities;
- Highway and Rail Infrastructure and Sustainable Transport Measures;
- Education Provision;
- Community Facilities;
- Green Infrastructure;
- Training and Employment;
- Heritage (protection / preservation / interpretation);
- Maintenance;
- Housing Market Renewal;
- Flood Protection;
- Renewable Energy & Energy Efficiency Measures;
- Ecological Mitigation & Networks;
- Suitable Alternative Natural Green Space and
- Mitigation for recreational disturbance on the Teesmouth and Cleveland Coast SPA/ Ramsar.

This list is not exhaustive and other mitigation / contributions may be required to make the development acceptable in planning terms. In addition priorities set out in any made Neighbourhood Plan will be taken into account.

In certain circumstances, if it is illustrated that the development is providing a significant regeneration benefit, such as the clearance of a problem building or renovation of a heritage asset, there may be an opportunity to reduce the developer contributions associated with that development, e.g. through the Vacant Building Credit.

The sub-division of sites to avoid planning obligations is not acceptable. Where it is considered sub-division has taken place to avoid reaching thresholds within the Planning Obligations SPD the development will be viewed as a whole.

Any contributions will be secured by relevant parties entering into a legal agreement with the Borough Council or through unilateral undertakings.

### **Compulsory Purchase Orders**

- 9.11 Within the Borough it is an important priority for the Borough Council that all communities thrive ensuring that Hartlepool is, and continues to be, a great place to live and visit. The physical environment is crucial to the perception of place hence derelict and unsightly buildings and land can have a significant negative impact on neighbourhoods, their communities and public perception of these areas. They can often also pose a safety risk to the public and this is something that can be costly to manage to ensure residents are not put in danger.
- 9.12 Where appropriate the Borough Council will aim to work with owners to progress the development of such sites. Over recent years this approach has been successful at a number of prominent sites through various solutions with the Borough Council acting as the conduit to enable future development of these sites.
- 9.13 In certain circumstances the release of such development sites may have been held back by a landowner's inability to bring forward development proposals. This may be detrimental to the economic growth of the town and may cause large unsightly vacant or derelict land and buildings to become an eyesore creating associated environmental and social problems. Where, in the opinion of the Borough Council, it is necessary to achieve the proper planning of the area the use of Compulsory Purchase Powers will be pursued.

### **QP2: Compulsory Purchase Orders**

**In order to facilitate the proper planning of the area, and address amenity issues arising from vacant and derelict land and buildings, where appropriate Hartlepool Borough Council will proactively work with landowners to facilitate the sale of land / buildings by agreement.**

**Where this has not been possible, and where appropriate, the Borough Council will use Compulsory Purchase Powers where the overall delivery of a specific aim is dependent on the acquisition of property or land in a specific location.**

### **Improving the quality of place**

- 9.13 Since the early 1990s many parts of Hartlepool have undergone major physical transformation as a result of regeneration work and housing and economic growth. Whilst much of this development has been of high quality and has helped to transform the image of Hartlepool, some developments have not been to such a high standard. This inconsistency has in part reflected the prevailing economic conditions, where development values at times have been marginal, and has in part reflected the fragmented ownerships and developer interests. This has made it difficult to secure high quality design solutions on a comprehensive scale.
- 9.14 Good building design and high quality townscape and landscaping, together with the integration of the local heritage helps create a vibrancy and quality of

place, which can instil a sense of pride in the local community and encourage new investment. There have been some very obvious high profile developments which have produced well designed exemplar development including the One Life Centre on Park Road, the remodelling of Hartlepool Sixth Form College, the new Hartlepool College of Further Education, the refurbishment of the Leadbitter Buildings by Cleveland College of Art and Design, the restoration of the former Co-op Central Stores and a range of new housing developments including the innovative volumetric homes at Easington Road.

- 9.15 Conversely the existence of derelict and untidy buildings and sites can have a negative impact on the surrounding area, deterring investment and affecting peoples' living environment. The Borough Council has an ongoing commitment to tackling this problem. To date the Council has helped secure the refurbishment and re-use of a number of prominent buildings, including Titan House, the former Co-op Central Stores, Christ Church, the Carnegie Building, St Andrews Church and Victoria Buildings, The Headland. The Borough Council is committed to tackling unsightly buildings in the borough by working with the public and private sector to bring forward solutions.
- 9.16 The Borough Council will continue actively pursuing, and where possible supporting, owners of problem buildings and sites in order to secure improvements and new uses. This support has included financial assistance in the form of grants. The Borough Council will continue to do this where resources allow, whilst utilising available planning and compulsory purchase powers where possible and actively pursue potential sources of funding from external organisations and funding bodies.
- 9.17 The Borough Council will seek to ensure that all development is carried out to a high standard of design and adds to the quality and enjoyment of the borough for the lifetime of the development. The Borough Council will work with partner organisations including the Homes and Communities Agency (HCA), Historic England and the Commission for Architecture and the Built Environment (CABE) to help achieve this.
- 9.18 The Borough Council is producing a Residential Design SPD to encourage good design standards for new housing development and will prepare design briefs for important development sites. Developers are encouraged to engage in pre-application discussions at an early stage, to gain a better understanding of the community's needs shape their plans in light of community input.
- 9.19 Development proposals will need to satisfy a set of general design and sustainability requirements, the components of which contribute to achieving high quality inclusive design.

**Location, accessibility, highway safety and parking**

- 9.20 The location and accessibility of development can make important contributions to achieving sustainable communities. Whilst location is largely determined by land availability and Local Plan allocations, development should be designed to accommodate and encourage access and movement by a

variety of modes of transport, including public transport, walking and cycling throughout the site and to key services and/or key links. Where appropriate green infrastructure should be an integral part of development to provide a range of benefits including pedestrian and cycle links, supporting and enhancing biodiversity, providing play and incidental open space and where appropriate contributing to flood risk mitigation through sustainable drainage solutions. All Public Rights of Way are, where relevant, maintained at public expense and improved through creations, diversions and extinguishments. In some circumstances, where appropriate, they are also diverted and/or improved to allow for development. In some instances the development also allows for the creation of new public rights of way, in addition to any diversionary changes. However a net loss of a route will not be acceptable, in any circumstances.

- 9.21 To ensure that all people have the opportunity to move freely in the borough and feel safe in doing so, development should be designed to accommodate and encourage access for all users including those with reduced mobility, which may include those with visual impairments.
- 9.22 Highway safety is a key priority for the Borough Council and although the necessary highways specifications, applicable at the time, must be adhered to for the lifetime of the development, the highway networks must also be designed to minimise conflict between the various users and modes of transport. Any increase in new main access points along the primary road network is likely to impact on traffic flows and lead to safety problems and should therefore be resisted.
- 9.23 The servicing arrangements of businesses are vital in ensuring that goods are delivered and distributed and waste is removed. Developers will be expected to ensure that adequate service space is provided and that the servicing arrangements are safe and secure for users along with being as conveniently and discreetly placed as possible. Where there are instances where servicing vehicles may come into contact with other highway users measures to protect the safety of all users will be required. Measures could include allocated service areas with restricted public access, clear road markings and/or bollards and/or ensuring that landscaping does not impact upon visibility. A balance should be struck between the need to protect users and the need to create user friendly and multi-purpose environments. The provision of measures such as railing, bollards and speed humps will be discouraged and other more sympathetic measures such as tree planting or landscaping will be encouraged.
- 9.24 To encourage greater use of sustainable transport modes, development should provide adequate and secure cycle parking. Provision must be commensurate to the scale of development, conveniently and safely located; if not then the lack of parking facilities could be a hindrance to increasing the number of cyclists. In commercial/employment development such as office units, industrial locations and educational establishments' consideration should be given to providing shower and/or changing facilities and storage lockers for cyclists.



- 9.25 Car parking facilities must be commensurate to the scale and location of development, for example within the town centre less car parking is required as there are greater opportunities to use public transport or walk or cycle to shops and services. In other areas where there may be fewer opportunities for sustainable travel and depending on the size of the development more parking may be required. The Tees Valley design guide and specifications provides a guide to what level of car parking provision may be appropriate in relation to different types of development. The location of car parking can be vital to the appearance and function of development and, as often as possible, parking should be out of view from the street scene. Where this is not possible however appropriate landscaping and tree planting should be used to ensure that car parking does not dominate a development. Furthermore parking areas should be conveniently located so that residents and visitors do not have to face unnecessary obstacles or take convoluted routes. Every attempt should be made to ensure that high standards of design remain for the lifetime of development. Inconsiderate parking can have a negative impact upon the overall visual amenity of an area, the absorption rate of areas especially if grassed areas are turned to mud and the flow of pedestrians. To ensure that areas such as open spaces and pavements are kept vehicle free well designed and placed obstacles such as rocks or vegetation should be incorporated into development.

### **QP3: Location, Accessibility, Highway Safety and Parking**

**The Borough Council will seek to ensure that development is safe and accessible along with being in a sustainable location or has the potential to be well connected with opportunities for sustainable travel.**

**When considering the design of development developers will be expected to have regard to the following matters:**

- 1) The proximity of the development to nearby shops and services and how shops and services can be accessed along with how access can be improved particularly via the green infrastructure network.**
- 2) Ensuring all residents and visitors can move with ease and safety and that features such as doors, entrance ways and parking are conveniently located.**
- 3) Servicing arrangements and highway safety provisions are in line with the relevant local guidance and the requirements to maintain such provisions over the lifetime of the development.**
- 4) Creating multi-purpose environments, managing the conflict between highways users specifically by distinguishing between paths and roads, whilst recognising the need to limit and/or create sympathetic highways safety measures.**
- 5) The provision of adequate, safe, secure and conveniently located car and cycle parking, having regard to the possible movement of**

residents and visitors.

- 6) **Ensure new car parking areas and proposals that include car parking should, where viable, use permeable paving solutions and/or introduce a SuDS scheme to mitigate for any increase in surface water run-off.**

**To maintain traffic flows and safety on the primary road network no additional access points or intensification of use of existing access points will be permitted on the following roads – A19(T), A689, A179 and A178 (south of Seaton Carew to Brenda Road/Tees Road roundabout) unless these have the approval of Highways England and/or the highways authority. This should be in conjunction with the proportionate provision of sustainable travel modes.**

**Where the site is not adequately served by public transport or there is no provision within the vicinity of the site then a developer may be required to provide a subsidised bus service or contribute to the expansion of an existing service. Further information relating to improving connectivity can be viewed in the Green Infrastructure and Planning Obligations policies and the Green Infrastructure and Planning Obligations SPD.**

**Proposals relating to residential development should be in accordance with the Residential Design SPD.**

#### **Layout and design of development**

- 9.26 There are many factors that can impact upon the success of a development. Well designed buildings and spaces can impact upon how users interact with the development, how they move around within the development and how it makes them feel. Well designed buildings and spaces can assist in facilitating social interaction and achieving social cohesion. If buildings and spaces are designed correctly they should, in most instances, blend seamlessly with surrounding land uses, reflect local character and create a sense of place. Well designed buildings and spaces should be aesthetically pleasing and assist in uplifting mood or heightening senses in a bid to improve the overall wellbeing of residents and visitors.
- 9.27 The layout of development should, as often as possible, respect and reflect the surrounding land uses. In most instances the density of development should be reflective of its location with higher densities more likely to be appropriate around transport hubs, areas with good walking and cycling links and areas served by a range of local facilities such as shops, play parks or green open spaces. The Borough Council expects development to be connected to and compliment its surroundings by respecting the historic grain of the area, typically by reflecting existing street/road patterns, field boundaries and building lines. The layout of development should be easy to navigate and there should be clear and legible routes with focal buildings and/or features placed in key locations to assist in way finding which can be particularly beneficial to some members of the elderly population.
- 9.28 When considering the form of development and the impact that it can have upon overall quality and upon the surrounding area it should be noted that

different shapes of buildings, such as tall towers, town houses, low rise office blocks or commercial units will be appropriate in different locations. The right form should be designed for the right place, for example bigger blocks may be more appropriate in the town centre or Marina and low rise buildings in residential areas.

- 9.29 When considering the scale of buildings and spaces a balance should be struck between the amount and size of built development and the level of open space. Open spaces must be of a size that is useable and easy to maintain, many pockets or small areas of open space can be unusable and difficult to maintain and in some instances one large area may be more appropriate.
- 9.30 When considering the specific design elements of development, such as the doors, windows, porches, gutters, ironmongery and decorative features, these details should not be viewed in isolation. The specific design elements are an important component of the overall quality of the development. An understanding of local circumstances must be applied to the choice and size of specific design elements in a bid to ensure that development in Hartlepool is reflective of its location and context and does not appear to be a standard design that could be applied anywhere.
- 9.31 Choosing the correct materials and colour pallet can assist in ensuring that development blends into an existing environment and does not appear as an intrusive addition. In addition the use of appropriate colour can assist those in the community who may have dementia or visual impairment. The links to use of colour and dementia friendly design are further explained within the residential design SPD. Although contained within a residential design SPD the same colour principles can be applied to commercial building and public spaces. Typically the materials should be practical, durable, affordable, attractive and relate well to their surroundings.
- 9.32 With many minor planning applications the types of materials to be used often form part of a conditional approval however, given the importance of the use of materials, in many instances it is not appropriate to discuss such matters once an approval is given. With regard to major development in prominent locations and/or within the rural area the Borough Council expects the developer to provide information relating to the pallet of materials at validation stage.
- 9.33 Throughout Hartlepool there are many examples of areas that are cluttered with street furniture and/or signs. The Borough Council is keen to ensure that development is designed appropriately so there is a reduced need for signage and/or bollards and reduce any further potential for visual clutter. The Borough Council expects the location of street furniture to be considered carefully. All proposals must consider the cumulative impact of any additional furniture/signage upon the street scene. Furniture must be sensitively yet conveniently placed, for example if located properly benches can be utilised for resting and taking in a view, but if incorrectly placed they can be underused or lead to anti social behaviour.

- 9.34 Of great importance when considering design is the need to cater for the changing demands of the population and in particular the needs of an ageing population and those with disabilities or those who may have a disability in the future. Councils' duties to meet housing demands for elderly people are outlined in the National Planning Policy Framework (NPPF) which states that housing mix should be determined by demographic trends and the needs of different groups, including older people. The Government's National Planning Practice Guidance (NPPG) adds that plan-makers should consider the size, location and quality of dwellings older people need. The Borough Council echoes this view and provides a policy framework to ensure all members of the community have the homes they need, given that the Borough Council are seeking to achieve dementia friendly status then particular attention should be paid to the need to create dementia friendly environments, further detail regarding dementia design will be provided in the Residential Design SPD.
- 9.35 The layout, form and scale of development, along with specific architectural detail, can assist in ensuring that elderly members of the community and those with disabilities can enjoy the buildings and spaces within the Borough as much as all other residents. Furthermore, if homes are designed correctly it can ensure that, with some adaptation, residents can remain within their homes and remain as part of a community as they age and/or become less mobile. Designing homes to take account of changing needs of residents can also reduce the burden of needing to provide disabled facilities grants and the level of inconvenience for residents as homes will be cheaper and easier to adapt.
- 9.36 Development must not have a detrimental impact on the occupiers of adjacent or nearby properties by virtue of privacy, noise, overshadowing, poor outlook and disturbance. To protect privacy the Borough Council considers that minimum separation distances should be applied to ensure that there is an acceptable distance between principal residential windows and any other residential or commercial windows and elevations.
- 9.37 Tandem development, where one house is located behind the other sharing the same access or having an access very close to the frontage of another dwelling, is unlikely to achieve appropriate standards relating to design, privacy, noise and disturbance and access and is therefore unlikely to be supported by the Borough Council.
- 9.38 In some instances design may be of such an innovative and sustainable nature that it does not strictly align with the criteria above however innovative design does have a place within Hartlepool, and the Borough Council will seek to support such schemes and work with developers to ensure as much of the above criteria can be achieved.

#### **QP4: Layout and Design of Development**

The Borough Council will seek to ensure all developments are designed to a high quality and positively enhance their location and setting.

Development should:

- 1) Be of an appropriate layout, scale and form that positively contributes to the Borough and reflects and enhances the distinctive features, character and history of the local area.
- 2) Respect the surrounding buildings, structures and environment.
- 3) Have adequate, well located and planned public space/s.
- 4) Be aesthetically pleasing, using a variety of design elements relevant to the location and type of development.
- 5) Use an appropriate mix of materials and colour.
- 6) Sustain and/or enhance the historic environment and heritage assets including archaeological remains, and their settings.
- 7) Have appropriately designed and well located street furniture.
- 8) Be flexible to changing needs of users and consider the needs of an ageing population.
- 9) Should not negatively impact upon the relationship with existing and proposed neighbouring land uses and the amenity of occupiers of adjoining or nearby properties by way of general disturbance, overlooking and loss of privacy, overshadowing and visual intrusion particularly relating to poor outlook.
- 10) Ensure that the provision of private amenity space should be commensurate to the size of the development.
- 11) Use well designed and placed obstacles, such as rocks or vegetation, to prevent vehicles parking on areas not designated for vehicles such as green spaces and pavements.

To ensure the privacy of residents and visitors is not significantly negatively impacted in new housing development the Borough Council seeks to ensure adequate space is provided between houses. The following minimum separation distances must be adhered to:

- 1) Principal elevation to principal elevation 20 metres.
- 2) Gable to principal elevation 10 metres.

Extensions to buildings that would significantly reduce the separation distances between properties will not be permitted.

Most development should blend seamlessly with its surroundings however often there is opportunity for appropriate inclusive, innovative and sustainable design that can be bolder in design terms and often aims to create a landmark development. Such innovative proposals will be supported providing they satisfy the relevant criteria above.

Where development is likely to have an impact upon existing infrastructure, or require new infrastructure, the applicant will be required to provide such infrastructure in accordance with policy QP1, the Planning Obligations SPD and the Local Infrastructure Plan.

**Further justification is provided in the Green Infrastructure and Planning Obligations policies and the Green Infrastructure and Planning Obligations SPD.**

**Proposals relating to residential development should be in accordance with the Residential Design SPD.**

### **Safety and Security**

- 9.39 Creating safe environments and reducing crime and the fear of crime will ensure that all residents and visitors feel safe and secure within the Borough. The Borough Council will seek to tackle safety, crime and fear of crime through a number of measures. Working with the Community Safety and Engagement team, who will aim to keep residents up to date with local news, activities and advice to help reduce the risk of becoming a victim of crime. The environmental protection team will seek to ensure residents and visitors are protected from undue health impacts, noise and disturbance. The Borough Council also seeks to ensure Hartlepool is safe and secure via the Planning and Building Control system. The Building Control system seeks to ensure that buildings and spaces in and around buildings are structurally safe and secure and in the instances of new dwellings, they have powers to ensure that certain external door and window locks are provided.
- 9.40 The Borough Council expects development to be designed with safety and security in mind and where possible incorporate Secured by Design principles, including adequate street lighting, appropriately located car and cycle parking, bus stops and well designed landscaping. The Police Liaison Officer routinely assesses planning applications and advises the Borough Council on matters relating to layout and design along with boundary treatments, storage and servicing locations and opening hours. The Police Liaison Officer can be contacted independently from the Borough Council to provide direct advice.
- 9.41 The Borough Council has a responsibility and a desire to improve the health of residents along with having a moral obligation to consider the health and wellbeing of visitors. The Borough Council has noted that occurrences of skin cancer have arisen over the years and have also noted the problems that increasing summer temperatures can have particularly on those who are more vulnerable in society such as the elderly. The Borough Council would seek to ensure that residents and visitors have the option to benefit from the outdoors without being subjected to excessive exposure to the sun and/or excessive heat. Residents and visitors should have the option of taking shade from the sun and/or high temperatures if they so choose. In light of this, the Borough Council expects developers to consider options for sun shading and urban cooling within development. Without adequate shading and cooling there could be an increase of skin cancer and overheating and associated illnesses. The Borough Council believe that simple measures such as providing canopies on buildings, shaded seating in public areas, strategic tree planting and adequate landscaping would not be an undue cost upon a developer and will assist in improving the overall quality and amenity value of a proposal.

- 9.42 The Council's Residential Design SPD can provide further advice with regard to incorporating safety, sun shading and urban cooling measures into the design of residential development.

#### **QP5: Safety and Security**

**The Borough Council will seek to ensure that all developments are designed to be safe and secure.**

**Developers will be expected to have regard to the following matters, where appropriate:**

- 1) Adhering to national security standards as set out by central government.**
- 2) Be developed in a way that minimises crime and the fear of crime, amongst other things, incorporating Secured by Design principles as appropriate.**
- 3) Ensure areas of sun shading and urban cooling are provided through tree planting, strategic landscaping and other design considerations.**

**Proposals relating to residential development should be in accordance with the Residential Design SPD.**

#### **Site constraints and opportunities**

- 9.43 When considering development it must be borne in mind that constraints of the land and surrounding area can have a bearing upon where development is located and how it is designed. Development must have regard to any existing constraints on a site, including, but are not limited to, ground conditions, landscape features, overhead cables and high pressure pipelines or any restrictions in association with air traffic radar systems along with constraints such as surrounding land uses and the extent of the utilities network.
- 9.44 The presence of any contamination on the land must be investigated and any necessary remediation measures put in place.
- 9.45 The presence of any landscape features, particularly those of significant quality in terms of species or visual amenity, should be preserved as often as possible. Any trees and hedgerows on site, or adjacent to a site should be identified accordingly and reference should be made to their status, for example trees protected by a Tree Preservation Order or hedgerows protected by the 1997 Hedgerow Regulation.
- 9.46 In the first instance the Borough Council would expect trees and hedgerows to be retained however if this is not the intention then the Borough Council will expect to see clear justification for any pruning or removal of trees and hedgerows. If the Borough Council is not satisfied then planning permission may be refused if the loss or damage of the trees and hedgerow would have a

significant impact on the local environment and its enjoyment by residents and visitors.

- 9.47 The location of any overhead cables and high pressure pipelines along with restrictions relating to the operation of air traffic must be investigated and clearly identified. To prevent future problems associated with electromagnetic fields and health problems, infrastructure damage and possible gas leaks along with conflict between development and air traffic radar systems the relevant bodies must be consulted to gain an understanding of appropriate development exclusion zones.
- 9.48 Residents and visitors should not suffer from pollution (noise, dust, fumes or odour) or poor air quality. The location and design of development should have due regard to minimising the impacts of pollution both on existing land uses and the future proposed land use.
- 9.49 The location and provision of infrastructure, particularly utilities and drainage can impact upon the quality of a development and can assist in ensuring that some impacts of climate change such as flooding are considered. All development must be well served by adequate infrastructure that takes into account the future demands of users. Although it is, in most instances,<sup>35</sup> the Local Planning Authority, that determines a planning application, other external agencies such as the Health and Safety Executive, can influence the Borough Council's decision. Within Hartlepool there are numerous statutory consultation zones relating to hazardous industries and the nuclear power station that can place constraints on development. The Borough Council expects developers to undertake early discussions with relevant statutory consultees to avoid problems in the design process.

#### **QP6: Technical Matters**

**The Borough Council expects development to be incorporated into the Borough with minimal impact. On site constraints and external influences can often halt development. The Borough Council will work with developers to overcome such issues.**

**Where appropriate all proposals must ensure that the following matters are investigated and satisfactorily addressed:**

- 1) The status of any agricultural land and its importance to the Borough;**
- 2) Development should take account of previously contaminated land including from historic landfill sites;**
- 3) Any matters regarding flood risk, both on and off site, throughout the design life of the site;**
- 4) The presence of any landscape features and in particular protected trees;**

<sup>35</sup> In some instances the Planning Inspector or the Secretary of State may determine a planning application for example via the appeals process or the Call in procedure.



- 5) The presence of any heritage assets and the setting;
- 6) The location of any high voltage overhead cables and gas, oil, water and other high pressure pipelines;
- 7) The operation of air traffic and radar systems;
- 8) The effects on, or impact of, general disturbance including noise, vibration, dust, fumes, smell and air quality;
- 9) The water supply system is adequate, surface and foul main drainage is dealt with in a sustainable manner;
- 10) The effects on wildlife and habitat; and
- 11) The requirement to satisfy the relevant planning requirements of statutory consultees.

### **Energy Efficiency**

- 9.50 Within the UK approximately 40% of the energy consumption and carbon emissions derive from the way buildings are lit, heated and used. If this level of energy consumption continues then carbon emissions will continue to increase global climatic temperature and lead to further problems associated with climate change.
- 9.51 The use of energy does not just impact upon carbon emissions, it impacts upon the amount of money our residents and businesses spend on fuel bills. Of particular concern to the Borough Council are those residents in fuel poverty. Fuel poverty is often a particular problem for our most vulnerable residents, for example, those living on a lower income who can not afford to keep warm at a reasonable cost, the elderly population or those with disabilities who can often stay in their homes for longer periods of time and need more energy to fuel the home for longer. Residents may not just struggle to pay fuel bills there are other associated problems linked to fuel poverty such as an excess in winter deaths, cardio vascular disease, sleep deprivation, depression and lower levels of attainment in the younger population.
- 9.52 Strict targets have been set by the European Commission<sup>36</sup> regarding the energy performance for buildings. By 31 December 2020, all new buildings should be nearly zero-energy buildings and after 31 December 2018 new buildings occupied and owned by public authorities should be nearly zero-energy buildings. The intention of the EU's Directive is essentially to increase the energy efficiency level of buildings and the use of renewable energy can assist in achieving this requirement.
- 9.53 Moving to a more energy efficient, low-carbon economy will not only help Hartlepool contribute to meeting carbon emissions targets it will also help the UK become less reliant on imported fossil fuels and less exposed to the risk of higher energy prices in the future. The Government cannot control fluctuations in a global market and therefore residents may be susceptible to energy price rises. The Borough Council will seek to ensure homes are efficient so that residents can take control and reduce their own energy bills and do not suffer the consequences associated with fuel poverty.

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<sup>36</sup> Article 9 'nearly zero-energy buildings', Directive 2010/31/EU.

- 9.54 As part of the Deregulation Act (2015) the Government introduced powers for the Secretary of State to amend section 1(1) of the Planning and Energy Act (2008) with regard to residential development via a commencement order. This commencement order has not yet been produced and HBC are still permitted to set local requirements for energy efficiency standards and renewable energy generation. Notwithstanding the provisions within legislation HBC do not consider the elements in QP7 to be a requirement, they provide a flexible option should a developer not be able to design a scheme that ensures the layout, building orientation, scale and form minimises energy consumption.
- 9.55 The Borough Council understands that significant achievements can be made to reduce the UK's greenhouse gas emissions if businesses, the public sector and households reduce their demand for energy.
- 9.56 Furthermore whilst the Building Regulations set minimum standards and meet the requirements of EU legislation the Borough Council considers they do not go far enough to ensure that buildings within Hartlepool are constructed as efficiently as possible. Within Hartlepool this is particularly important given the Borough's position on the index of multiple deprivation<sup>37</sup> and the high levels of fuel poverty.<sup>38</sup> Although the fuel poverty rate is close to the national rate (20.9% in 2010) it is considered that the higher than average national unemployment rate means that residents have a reduced opportunity to get out of fuel poverty. Furthermore, some buildings, such as some agricultural buildings and single storey detached buildings with a floor area less than 30m<sup>2</sup> which contain no sleeping accommodation are exempt from Building Regulations. Therefore with the effective use of this policy it is necessary to ensure the efficiency of all development not just those that fall within the requirements of the Building Regulations.
- 9.57 To assist in reducing the CO<sub>2</sub> output of future buildings and additions to existing buildings the Borough Council expects all developers to ensure that development is as energy efficient as possible. There are a variety of tools in place at design stage to improve the energy efficiency of buildings. The layout, orientation, scale and form of buildings can impact upon energy consumption and therefore an attempt should be made to locate and design buildings so that they make the best use of solar energy, passive heating and cooling, natural light and natural ventilation. In addition tree planting and landscaping should be used appropriately to assist in ensuring energy efficiency i.e. through providing shade in the summer and reducing the need for air conditioning.
- 9.58 Incorporating sustainable construction methods and finishes such as use of non-toxic or lead-free paints and wood preservatives and improving the fabric of buildings, for example by using pulped recycled paper for roof insulation or by using cellulose insulation, can assist in reducing carbon emissions and fuel bills.

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<sup>37</sup> 26 out of 58 lower super output area (LSOA) in 20% or less most deprived nationally with 10 of those being in the top 3% (2010 figures).

<sup>38</sup> 20.3% of the population in 2010.

- 9.59 Water efficiency measures such as grey water recycling can reduce the use of potable water and reduce carbon emissions. This is because the treatment of water for human consumption requires an energy input and uses carbon and many water uses such as toilet flushing can be done with grey water.
- 9.60 If by virtue of the nature of the development it is not possible to satisfy the above criteria then the Borough Council would seek to apply optional standards above building regulations. The Borough Council would seek to apply an optional standard that requires developers to improve the fabric of the building 10% above what is required in the most up to date Building Regulations (not the regulation applicable at time of submitting the initial building notice). The duty to inform a building control body that an optional requirement has been imposed falls on the person carrying out the work. The optional requirements will be imposed as a condition of the planning permission. The Borough Council is prepared to work flexibly with developers and will encourage a range of design ideas and technologies appropriate to the type, scale and nature and deliverability of the development.
- 9.61 This policy can assist in meeting the requirements of policy CC1 particularly bullet point eight. Energy efficiency measures assist in making it easier to meet the EU renewable energy production targets. If buildings are constructed efficiently then the energy output is reduced and the 10% on site energy requirement would be lowered which would in turn have a positive impact upon the overall cost of development. Both initiatives along with other measures are intended to reduce carbon dioxide emissions and both must be applied to developments.
- 9.62 A sustainability statement must be submitted with all major planning applications. The statement must outline how the proposed development will be designed and built to achieve high energy efficiency and how on site renewable energy provision will be incorporated. The sustainability statement can be incorporated into the Design and Access statement or any other supporting document as appropriate. The sustainability statement will form part of the stipulation within the local validation checklist, without such information it could be difficult to understand how development will contribute to reducing its impact on climate change and how a development would mitigate against any impacts.

#### **QP7: Energy Efficiency**

**The Borough Council will seek to ensure high levels of energy efficiency in all development. Notwithstanding the requirements of the Building Regulations all developments, where feasible and viable, will be required to:**

- 1) Ensure that the layout, building orientation, scale and form minimises energy consumption and makes the best use of solar gain, passive heating and cooling, natural light and natural ventilation.**

- 2) **Ensure that green infrastructure is used appropriately to assist in ensuring energy efficiency.**
- 3) **Incorporate sustainable construction and drainage methods.**

**If by virtue of the nature of the development it is not possible to satisfy the above criteria then an attempt must be made to improve the fabric of the building 10% above what is required by the most up to date Building Regulations (Not the Building Regulations applicable at the time of submitting the initial building notice).**

**Any amendments to the plans will be considered in the context of the impact upon the anticipated energy output and it may be necessary to re-assess the energy output information submitted. The Borough Council reserves the right to inspect the site and meet with any approved inspector at any point in time.**

**Developers will be required to submit a sustainability statement with all major planning applications.**

**If due to viability none of the above can be met then a full viability assessment must be submitted.**

**Proposals relating to residential development should be in accordance with the Residential Design SPD.**

#### **Advertisements**

- 9.64 Advertisements can be seen widely across the Borough. They can play a role in promoting the Borough and businesses within it, provide directions and can temporarily assist in screening untidy buildings or areas.
- 9.65 In some instances advertisements can have a negative impact upon the Borough and the local planning authority has a responsibility to consider the appropriateness of any advertisements and how they impact upon amenity and public safety.
- 9.66 When focusing on amenity (including residential and visual amenity and the cumulative impact of each advertisement on these amenities in relation to other adverts and street furniture such as bins, light columns and traffic signs), consideration should be given to local characteristics and features such as street scene and heritage assets which contribute to the distinctive nature of the locality.
- 9.67 In relation to public safety it is necessary to consider the effect of an advertisement upon the safe use of vehicles and operation of traffic flow, which includes pedestrian and cycle traffic. This effect should be considered in relation to safety at all levels including air traffic. The likely behaviour of pedestrians, drivers and cyclists should be considered taking into account the effect of the proposed advert along with possible confusion with any road traffic sign, traffic signal or possible interference with a navigational light or an aerial beacon.

- 9.68 In those areas which the Borough Council considers merit protection on amenity grounds orders may be made defining them as Areas of Special Control wherein certain rights to display advertisements are withdrawn.

#### **QP8: Advertisements**

**The Borough Council will seek to ensure that advertisements are appropriately located within the Borough and are of an appropriate scale and size. Applications for advertisements should have regard to the following criteria:**

- 1) The impact of the advertisement either individually or by a resultant cumulative effect upon the building/land on which it is to be displayed or upon the surrounding area; and**
- 2) The impact upon public safety in particular whether the advertisement itself, or the location proposed, is likely to be so distracting or impacts upon site lines that it creates a hazard.**

**Advertisements which introduce visually obtrusive features will not be permitted.**

## **10. HOUSING**

- 10.1 In order to grow and prosper as a Borough and to meet the existing needs and aspirations of residents, Hartlepool needs to provide a range of house types in a variety of locations where people want to live. The Government's overall ambition is to increase housing supply in sustainable locations.
- 10.2 In order to help understand and inform the housing requirements for the Borough a Strategic Housing Market Assessment (SHMA) was produced and endorsed in March 2015. Given the representations made at Preferred Options Stage and as a result of the release of the 2014 Sub National Household Projections (SNHP) an addendum to the SHMA has been prepared to inform the development of the Publication Local Plan. The SHMA, and subsequent Addendum, enables the Borough Council to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. It identifies the size, type and tenure of market housing required in sub-areas by considering current market demand relative to supply. It also addresses affordable housing requirements across the Borough. The SHMA Addendum reaffirms in section 2 that Hartlepool can be considered to have its own housing area. It is proposed that the Objectively Assessed Housing Need for Hartlepool over the plan period 2016-2031 is established from a baseline of 200 (using the latest 2014-based SNPP), with an upward adjustment to take account of past migration trends to 210 dwellings. A further uplift is recommended to support jobs-growth in the Borough to 240 dwellings each year (The Addendum settles on a scenario based on the Tess Valley Strategic Economic Plan (SEP) which assumes 290 jobs growth per annum over the plan period. (The SEP is based on 10 years however for the purposes of the plan, this has been extrapolated forward to be based on a 15 year period.) One of the main objectives of the SEP is to raise the employment levels within the Tees Valley and as such the scenario assumes 70% from existing residents, 15% in migration and 15% in commuting.) A further uplift to the baseline demographic requirement to take account of market signals is not recommended. However, in order to take into account historical under delivery against housing targets it is recommended that an additional 700 dwellings over the plan period be added as a backlog, equating to a cumulative total of 290 dwellings (rounded from 287) each year. In conclusion, the Objectively Assessed Need figure of 290 takes account of the need to deliver more housing for an increasing number of households and supports economic growth. The full objectively assessed dwelling need over the Plan Period 2016-2031 (15 years) is therefore a minimum of 4,300 dwellings.
- 10.3 The housing need in Hartlepool is primarily driven by:
- An increasing population, with Office of National Statistics (ONS) 2012 based population projections indicating an increase of 5.5% from 92,600 in 2014 to 97,400 by 2037;
  - An increase in new household formation amongst the existing population;
  - An ageing population;
  - The need to retain the young and working age people;
  - Economic growth and improvement and diversification of the local economy and;
  - The ongoing replacement of obsolete housing stock.

10.4 The SHMA has been used to help establish the need for new housing to be provided in the Borough over the next 15 years which is confirmed in the document “Planning Policy Framework Justification November 2015.” This document has been produced by Hartlepool Borough Council to help illustrate the position in relation to a five year supply of housing in line with paragraph 47 of the NPPF and prior to the adoption of the new Local Plan. The SHMA Addendum states that an appropriate housing target would be approximately 290 net additional dwellings per annum going forward over the next 15 years. Taking the SHMA housing target as a starting point, it is also important to consider:

- **Demolitions** likely to take place over the plan period (this has been assessed by HBC Housing Services Team) and reflects the ongoing aspiration to continue successful housing market renewal initiatives within the central area.
- A 20% buffer to allow for flexibility if sites stall and to help address the affordable housing shortfall.

These issues are used to determine the housing delivery required over the Local Plan period to meet the objectively assessed need and is set out in table 6 below.

**Table 6: Housing Target Breakdown**

<b>Housing Target Breakdown</b>	<b>Annual Dwellings</b>	<b>Total Dwellings Over 15 Years</b>
<b>SHMA Housing Requirement</b>	240	3600
<b>Historical Backlog from 2006 Local Plan</b>	47	705
<b>OAN Total Requirement</b>	<b>287</b>	<b>4305</b>
<b>Replacement of Demolitions (assuming 50% on site windfall replacement)</b>	65	975
<b>20% Buffer and Affordable Housing Allowance</b>	57	860
<b>Proposed Annual Housing Target</b>	<b>409</b>	<b>6135</b>

10.5 The most recent Housing permissions considered deliverable within the plan period total 3,678. Therefore this Local Plan allocates sites for an additional 2406 new homes over the plan period to ensure the need is met. It must be noted that this need is not considered a ceiling, purely a figure to meet need.

10.6 As the Council has not achieved the advocated housing target (at the time) consistently over the last 10 years, in accordance with NPPF paragraph 47 the Borough Council accepts that there has been a record of persistent under delivery of housing. As a result there is a requirement to increase housing provision over the first five years by an additional 20% (moved forward from later in the plan period). This essentially means that the Borough Council needs to demonstrate a six year supply instead of a five year supply over the same period. Table 2 illustrates the housing delivery scenario over the next 15 years bearing in

mind the 20% frontloaded buffer allowance. Table Seven provides a trajectory which demonstrates that there is more certainty over housing delivery in the first five years of the plan period given knowledge of ongoing developments. The table illustrates that even with the frontloading of sites from later in the period the Borough Council can deliver the necessary housing need.

- 10.7 The baseline housing provision over the next 15 years takes into consideration the overall ambition of the Government to increase the delivery of new housing and the additional housing need arising from newly forming households over the next 15 years. The Borough Council's ambition to plan for economic growth to meet the aspirations of both the Hartlepool Vision and the Tees Valley Strategic Economic Plan are reflected within the housing requirement. This aspiration has been considered against a range of other issues within the SHMA to ensure that the housing provision advocated, will be achievable and ultimately deliverable over the next 15 years.
- 10.8 The provision requires a minimum total of 6,135 new dwellings to be built over the plan period, equating to an average of 409 dwellings per year and factors in demolitions and previous undersupply.

#### ***Housing Implementation Strategy***

- 10.9 Having established the future housing provision required in the Borough over the next 15 years, appropriate housing sites have to be identified to accommodate the new housing growth.
- 10.10 The authority contacted landowners across the Borough and asked them to submit any sites they wished to be considered for housing. The SHLAA represents an evaluation of sites (submitted by private landowners and the Borough Council's Estates Division) throughout the Borough which could potentially be allocated for housing. These include a variety of sites of varying sizes within the urban area and also large rural sites that have the ability to provide new housing over the next 15 years.
- 10.11 The SHLAA considered potential housing sites and assessed their suitability, availability and achievability to determine when an identified site could realistically be expected to be developed. The SHLAA was endorsed in March 2015.
- 10.12 The findings of the SHLAA were used to identify additional new housing sites, including two large strategic housing sites at High Tunstall and Wynyard, which can provide a phased housing supply over the next fifteen years with the capacity to make up any potential shortfall and to provide a range and choice of housing densities, types and tenures whilst also supporting the delivery of significant new infrastructure within the Borough. A smaller site at Quarry Farm 2 to the north of High Tunstall has also been identified as a sustainable location for 220 dwellings which will help to fund the infrastructure such as a new primary school and at High Tunstall and bypass and grade separated junction at Elwick.
- 10.13 Based on this technical information within the SHLAA and housing need from the SHMA, preferred housing sites of varying sizes within the urban and rural area have been identified, including:

- An existing `stock` of planning permissions;



- Other suitable urban brownfield sites;
- A strategic South West Extension (this now benefits from minded to a minded to grant decision from Planning Committee and will benefit from outline planning permission once the S106 Legal Agreement has been signed. As such this has been counted within the `existing stock`);
- A strategic extension in the High Tunstall area;
- Quarry Farm 2;
- Extensions to the existing Wynyard area and;
- Small sites at Elwick and Hart villages.

10.14 The above mix of sites and existing permissions is reflected in the trajectory in table 7 below.

**Table 7: Summary Demonstrating Supply of Deliverable Housing Sites over Local Plan Period**

Housing Delivery Source	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
(a) Planning Permissions	264	404	460	437	425	295	235	235	235	150	140	140	140	128	105	<b>3793</b>
(b) Urban Local Plan Sites	0	10	14	35	25	0	0	0	0	10	20	20	10	0	25	<b>169</b>
(c) Rural Local Plan Sites	0	35	102	122	147	192	197	167	167	167	197	202	180	181	181	<b>2237</b>
Total Housing Delivery Trajectory	264	449	576	594	597	487	432	402	402	327	357	362	330	309	311	<b>6199</b>
Baseline Housing Target	410	410	410	410	410	410	410	410	410	410	410	410	410	410	410	<b>6150</b>
20% NPPF Para 47 Buffer Target	492	492	492	492	492	369	369	369	369	369	369	369	369	369	369	<b>6150</b>
Housing Target Accordance	-228	-43	84	102	105	118	63	33	33	-42	-12	-7	-39	-60	-58	49
<b>5 Year Land Supply Accordance (Dwellings)</b>	<b>+20</b>					<b>+205</b>					<b>-176</b>					49
<b>5 Year Land Supply Accordance (Years)</b>	<b>5.04</b>					<b>5.56</b>					<b>4.52</b>					15.12

10.14 Table 8 sets out how the future housing supply will be distributed across the Borough and illustrates a spread of sites to help meet the need in a deliverable manner. The even spread helps to minimise the reliance on one particular site to meet the need.

10.15 The approximate 2,240 total dwelling capacity for the newly identified greenfield sites is estimated through consideration of typical housing densities in adjacent or nearby residential areas. These densities also reflect the Borough Council's desire to raise the standard and quality of the residential environment as set out in other policies within the Local Plan. Bearing this in mind each individual site has tailored approximate dwellings per hectare threshold which equates to the total numbers of dwellings per site. Although individual sites differ, reflecting their location and the type of housing expected to be provided on the site, the overall average density is approximately 25 dwellings per hectare.

**Table 8: Future Housing Supply over the Next 15 Years**

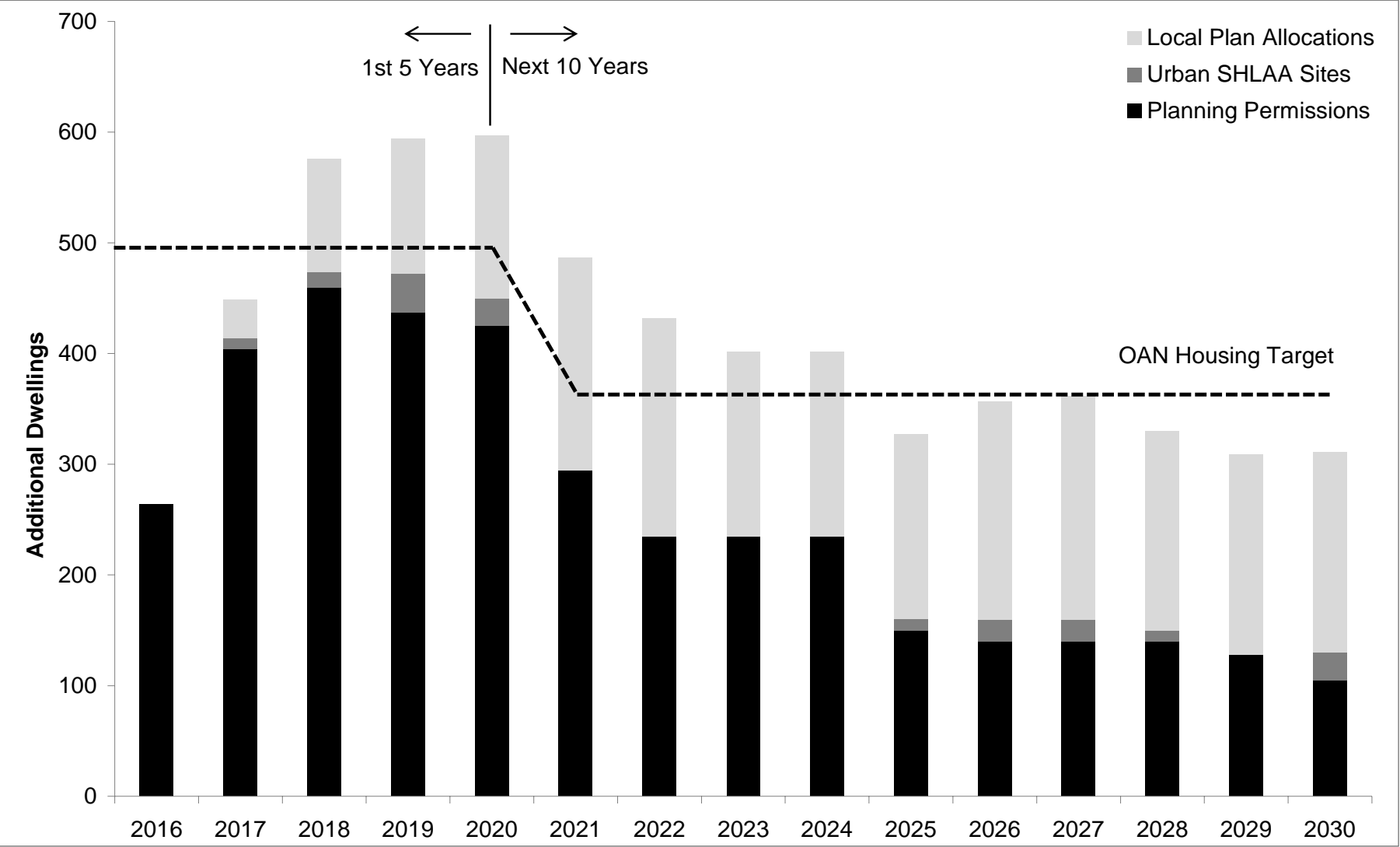
Housing Site Source	Approximate Additional Dwelling Capacity	Land Type	% Provision
<b>Existing Urban Area</b>			
Extant Planning Permissions	1283	Mixed	20.7%
Urban Local Plan Sites	169	Mixed	2.7%
Existing Urban Area Sub Total	<b>1452</b>		<b>23.4%</b>
<b>Urban Edge Extensions</b>			
Extant Planning Permissions	2040	Greenfield	32.9%
High Tunstall Extension	1200	Greenfield	19.4%
Quarry Farm 2	220	Greenfield	3.5%
Urban Edge Extensions Sub Total	<b>3460</b>		<b>55.8%</b>
<b>Wynyard</b>			
Extant Permissions	402	Greenfield	6.5%
Wynyard Park Sites	732	Greenfield	11.8%
Wynyard Extension Sub Total	<b>1134</b>		<b>18.3%</b>
<b>Villages</b>			
Extant Permissions	68	Mixed	1.1%
Elwick Sites	35	Greenfield	0.6%
Hart Sites	50	Greenfield	0.8%
Villages Sub Total	<b>153</b>		<b>2.5%</b>
<b>Total Dwelling Delivery</b>	<b>6,199</b>		<b>100%</b>

10.16 Bearing in mind the delivery scenario presented above, it is anticipated that a large proportion of the new housing in the first five years will be delivered through existing planning permissions, and sites allocated through the Local Plan will begin to deliver towards the end of the first five year period. Where appropriate, and in accordance with Government advice, Local Development Orders will be put in place on brownfield sites within public ownership to ensure these sites can

be brought forward as quickly as possible. Graph 1 below illustrates the delivery trajectory over the plan period.

- 10.17 For the second and third 5 year periods the bulk of delivery is expected to switch to strategic sites on the edge of the urban area and at Wynyard. These are predominantly on greenfield sites, although it is anticipated that some urban permissions and allocations will continue to contribute to the delivery. The Borough Council will continually monitor the delivery of housing over the plan period. If insufficient additional housing delivery is being achieved this may trigger a review of the housing policies contained in the Local Plan including a review of the housing sites identified in the plan.
- 10.18 The Borough Council will not seek to control housing delivery through policies in the Local Plan according to the expected delivery trajectories illustrated in table 7 and graph 1; each housing site identified will deliver according to the housing market at the time, table 7 and graph 1 are included for illustrational purposes only.

**Graph 1: Delivery Trajectory of Housing Sites over the Next 15 Years**



## HSG1: New Housing Provision

The Borough Council will seek to ensure that new housing provision in the borough is delivered through housing sites that have already been permitted, newly identified sites both within the urban areas and on the edge of the urban area, villages in the rural area and sites elsewhere in the borough to, as a minimum, meet the housing need. All sites are suitable, available and deliverable and are illustrated below:

Existing Urban Area	Approximate Dwelling Provision
Extant Residential Planning Permissions	1,283
Urban Local Plan Sites	169
<b>Total Urban Area Provision</b>	<b>1,452</b>

Urban Edge and Village Sites	Approximate Dwelling Provision
Extant Planning Permissions	2,510
High Tunstall	1,200
Wynyard Park	732
Quarry Farm	220
Elwick Village	35
Hart Village	50
<b>Total Rural Provision</b>	<b>4,747</b>
<b>Overall Total</b>	<b>6,199</b>

### Housing Mix

- 10.19 Balancing the supply and demand of housing to meet local aspirations is a key element of the Sustainable Community Strategy<sup>39</sup> and the Hartlepool Housing Strategy.<sup>40</sup> There are several sources of information that form the evidence base for current and future housing need. Analysing this evidence enables the Borough Council to establish a future requirement framework of housing mix on all development within policy HSG1 above.

### ***Hartlepool Strategic Housing Market Assessment 2015 (SHMA) and 2016 Addendum***

- 10.20 Previous Strategic Housing Market Assessments (SHMAs) have been completed at a local level in 2007 and at the Tees Valley level in 2009 and 2012, previous to the most recent Hartlepool assessment being completed in 2015. All previous SHMAs identified an imbalance of house types in the borough. The 2015 SHMA, made the following observations of the current housing market in the Borough:

<sup>39</sup> Hartlepool Sustainable Community Strategy 2014

<sup>40</sup> Hartlepool Housing Strategy 2015-2020

- The need to continue development to satisfy household aspirations, in particular the development of detached and semi-detached houses and a range of property sizes to offset identified market imbalances.
- Developing a range of housing and support products for older people.
- Delivering additional affordable homes to meet the shortfalls, and diversifying the range of affordable products by developing intermediate tenure products.
- Strong unmet demand for detached houses.
- Strong unmet demand for bungalows.

### ***Monitoring***

10.21 The Borough Council continually monitors housing planning permissions, starts and completions which provide an accurate overview of the future housing supply at any given time. The SHMA will be used in the determination of planning applications to ensure that development help to contribute towards the particular needs within the locality of the development.

10.22 Table 9 below illustrates the current housing stock mix in the Borough.

***Table 9: Existing Housing Stock Mix in the Borough (Source: 2015 SHMA)***

<b>House Type</b>	<b>Housing Stock % (2015)</b>
Detached House	14.5%
Semi Detached House	29.2%
Terraced House	29.7%
Bungalow	12.1%
Apartments	12.5%
Other	2%

10.23 Table 9 indicates that there is a comparative oversupply of terraced houses and semi detached properties and a relative undersupply of detached houses, apartments and bungalows in the Borough. The current extant planning permissions are heavily weighted in the provision of apartments, however many of these permissions are not considered deliverable within the plan period and therefore have been excluded from the totals of planning permissions in table 7.

### ***Future Housing Need***

10.24 As demonstrated by the evidence of need in the SHMA and continuing monitoring the current commitments in planning permissions would not, on their own, provide an appropriate housing mix to meet the needs of the Borough. Any future strategic housing provision must seek to balance these needs with an appropriate mix of house types and tenures in a choice of locations. The future housing need is for a full range of house types, with a specific emphasis on family homes and elderly person's accommodation, including bungalows. The main proposed future housing types required to meet the future housing need are defined in table 10.

10.25 Whilst table 10 (below) provides the overall criteria for housing mix it may be acceptable for some minor variations within an overall development, particularly on larger schemes.

**Table 10: Housing Mix Definitions**

House Mix Type	Description
<b>Executive Housing</b>	Should generally: 1) Be of high quality design; 2) Be predominantly detached dwellings; 3) Have 4 or more bedrooms; 4) Be set in generous grounds; 5) Be in an attractive setting, and; 6) Overall development should be low density of no greater than 15 dwellings per hectare.
<b>Full Range of House Types</b>	A genuine mix of housing that caters for the overall housing need.  This will include affordable dwellings, starter homes, family dwellings, bungalows, elderly persons housing, self build and executive dwellings and will change from site to site depending on the particular need identified within the SHMA or equivalent document at the time.

10.26 The Borough Council will seek to create sustainable residential communities, throughout the Borough by providing a mix and balance of good quality housing of all types in line with the evidence from the SHMAs and ongoing monitoring. To do this the Borough Council will seek to control the future supply of apartments given the large amount of extant permissions and the ageing population which mean this type of accommodation has a low demand and increase the provision of family homes, bungalows, elderly person's accommodation and executive houses in the Borough, along with making sufficient provision within housing sites to meet the demand for custom and self-build housing.



## **HSG2: Overall Housing Mix**

The Borough Council will ensure that all new housing, and/or the redevelopment of existing housing areas, contributes to achieving an overall balanced housing stock that meets local needs and aspirations, both now and in the future. The Borough Council will give significant weight to housing need, as identified within the most up-to-date SHMA, when considering planning applications.

New housing provision identified in policy HSG1 and on the proposals map will be required to deliver a suitable range and mix of house types which are appropriate to their locations and local needs as follows:

<b>New Housing Site</b>	<b>House Type Required</b>
<b>South West Extension</b>	<b>Full Range of House Types</b>
<b>High Tunstall</b>	<b>Full Range of House Types</b>
<b>Quarry Farm</b>	<b>Full Range of House Types</b>
<b>Wynyard Park - North Pentagon</b>	<b>Executive</b>
<b>Wynyard Park North</b>	<b>Full Range of House Types</b>
<b>Elwick Village</b>	<b>Full Range of House Types</b>
<b>Hart Village</b>	<b>Full Range of House Types</b>

### **Urban Local Plan Sites / Allocations**

- 10.27 To compliment the existing planning permissions which exist within the urban area, the SHLAA examined other potential sites for development whilst also seeking to protect key green spaces within the urban area. A small number of other sites which may have had some potential for additional housing on brownfield sites within the SHLAA have had to be discounted for various reasons; for example the hospital was proposed to move to Wynyard at the time of the SHLAA however it is now known whether or not this will occur so the hospital site within the town has been protected for health related services and is not available as a housing site.
- 10.28 Policy HSG3 below lists those sites allocated within the urban area as housing sites, the approximate numbers of dwellings they can accommodate along with some general development principles they should adhere to.

### **HSG3: Urban Local Plan Sites**

The following sites within the urban area are allocated for housing development as illustrated on the proposals map:

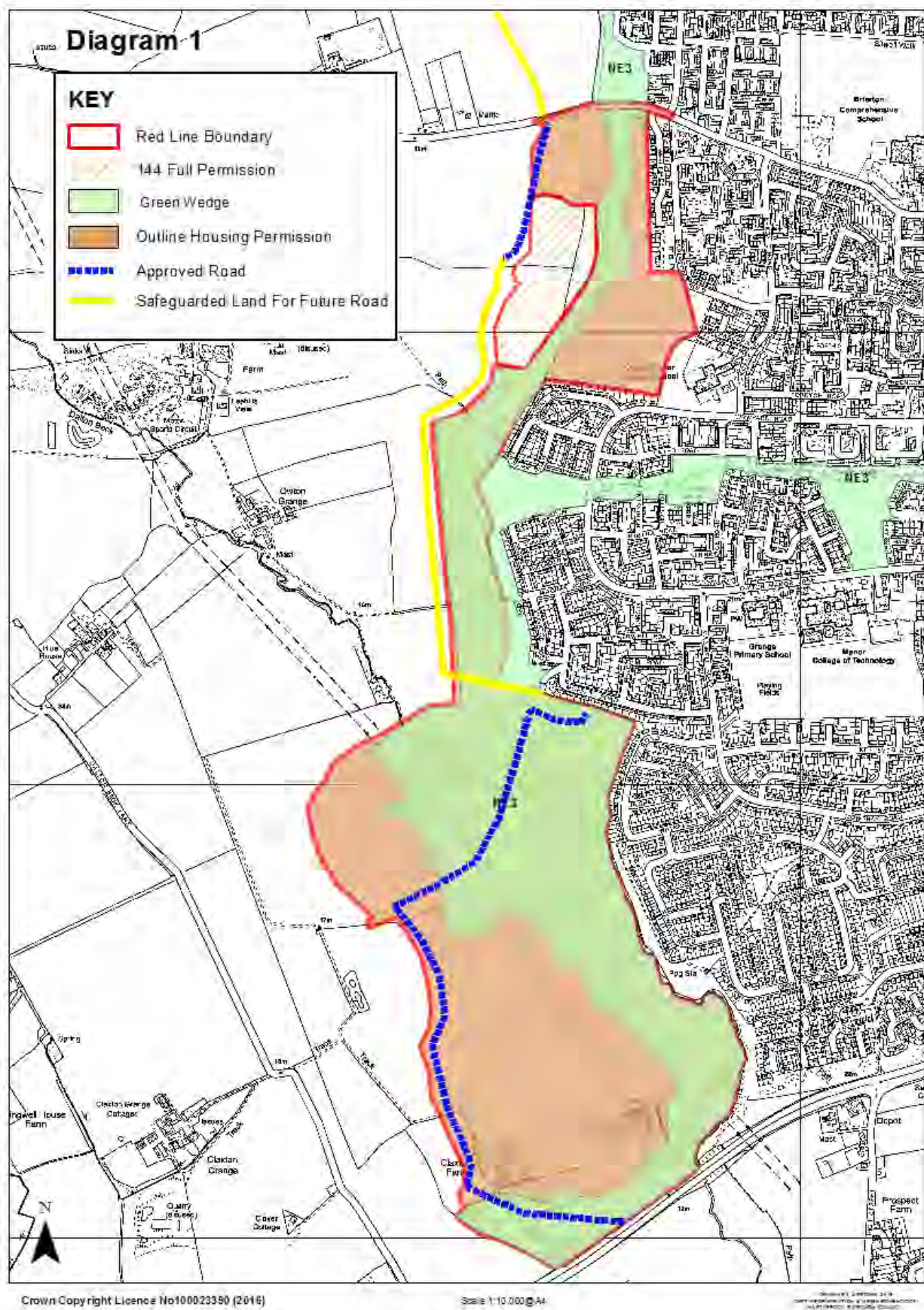
- 1) US1 – South of John Howe Gardens – approximately 20 dwellings.
- 2) US2 – Carr and Hopps - approximately 70 dwellings.
- 3) US3 – Briarfields - approximately 14 dwellings.
- 4) US4 – Coronation Drive - approximately 65 dwellings.

The development of these sites will be determined in accordance with other policies within the Plan. Specific site requirements, including design, access arrangements and development phasing will be secured through planning conditions and/or planning obligations secured through legal agreements where appropriate.

#### **The South West Extension**

- 10.29 The South West Extension is the strategic housing site within the south of the Borough, delivering the majority of the new planned housing over the next 15 years. It received a “minded to grant” decision from Planning Committee for full permission for 144 dwellings and outline permission for 1116 in October 2015. Once the S106 Legal Agreement is signed this will form a planning permission which will develop out over the plan period. Significant infrastructure works, including a new access onto the A689, new interconnecting roads, cycleways and footpaths, utilities and services are required for the development to start in the short term and delivery is expected to start within the first five years and will continue throughout the Plan period. The development of the site is supported by a masterplan which will guide development and set out in detail the main components of the scheme. The Masterplan was agreed as a condition on the planning permission.
- 10.30 The South West Extension will offer a broad mix of housing types and tenure that will cater for a general Borough-wide housing need. The 1,260 total dwelling capacity for the site takes account of densities of adjoining and nearby residential areas of The Fens and Owton Manor and the Borough Council’s desire to create a high quality residential environment. Although individual sites differ, the overall average density is approximately 25 dwellings per hectare.
- 10.31 The South West Extension will incorporate appropriate facilities that will meet the needs of local and Borough wide residents. A local centre likely to provide retail provision and health facilities, primary education provision and leisure facilities that meet the local needs, are required as part of the South West Extension. As well as the incidental open space provided as part of the exemplar residential environment, a multifunctional strategic green wedge will be created and managed. The green wedge will incorporate recreation, leisure, biodiversity and flood mitigation features which benefit the existing local residential area and also the newly created residential areas. Diagram one identifies how the site could develop, and reflects the elements which were secured in full by the planning permission including 144 dwellings, the red line boundary of the site, the main roads and the green wedge and suggests how the other elements of the development could be orientated, again this diagram is indicative.

### Diagram 1 – The South West Extension



#### **HSG4: The South West Extension Strategic Housing Site**

The South West Extension benefits from full permission for 144 dwellings and outline permission for 1116 dwellings (subject to completion of S106 Legal Agreement) and covers approximately 97.25 hectares. The development will be phased over the plan period, with applications being determined in strict accordance with the following criteria:

- 1) No more than 46.33ha of land will be developed for new housing and associated infrastructure including Community Facilities and Transport Access;
- 2) Approximately 1,260 dwellings will be developed on the site.
- 3) Land will be set aside and allocated for the following neighbourhood facilities:
  - Safeguarded land (2.7 hectares) for Primary Education provision (Use Class D1) in accordance with policy INF4, and;
  - Local Centre(s) including retail provision (Use Class A1, up to 1,999sqm) to meet the local needs, public house (Use Class A3/4 up to 500sqm), health facilities (Use Class D1, up to 300sqm), leisure facilities and any other community needs in accordance with policies INF4 and RC16.
- 4) An access road through the site connecting the A689 and Brierton Lane with appropriate vehicular, pedestrian and cycle linkages to the adjoining urban area will be provided.
- 5) Approximately 48.22 ha of multifunctional green infrastructure will be provided including formal and informal leisure, education related sports provision and recreational facilities will be allocated, developed and managed as a strategic green wedge, as defined on the proposals map and in accordance with policies NE1-5. Planning Permission will only be given for developments which relate to the use of land within the green wedge as parkland or other amenity, recreational or landscaped open space, or for allotments or wildlife purposes.
- 6) Appropriate vehicular, pedestrian and cycle linkages to the adjoining urban and rural area must be provided with each phase of the development.
- 7) A landscape buffer, as defined by the site boundaries and illustrated on the proposals map will be created between the site and the A689, Dalton Back Lane and the rural fringe. No built incursion into the landscape buffer will be permitted other than for uses intrinsically linked to its use as a landscape buffer.
- 8) No development will be permitted which restricts the ability of the Borough Council to implement a link road between this site and the High Tunstall development in the future as marked on the proposals map.

**Specific site requirements, including design, access arrangements and development phasing will be secured through planning conditions and planning obligations secured through legal agreements where appropriate.**

### **High Tunstall and Quarry Farm Extension to the Urban Area**

- 10.32 Also on the western edge of the existing urban area, there are proposals for urban extensions at High Tunstall for approximately 1,200 new homes and at Quarry Farm Two for 220 homes.
- 10.33 The High Tunstall development is a sustainable scheme incorporating a new primary school and playing fields, a green wedge, sustainable drainage provision, local centre and play facilities. The development will link into adjacent developments through the provision of public footpaths and Rights of Way and will connect into the public transport network. The development is currently subject to a planning application with associated Masterplan.
- 10.34 The Quarry Farm Two site to the north of Elwick Road is a proposal for a mix of house types with associated green space, play area and footpath / cycle links into adjacent areas. It is also currently subject to a planning application. The Quarry Farm development will be expected to contribute in financial terms towards the delivery of the primary school on the High Tunstall development as, given the existing lack of capacity within existing schools, both sites require additional education spaces to be made available.
- 10.35 In order to make the developments acceptable in highway terms there is a need for major improvements to the road network in the area to minimise the risk of accidents on the A19 trunk road. As such it is proposed to develop a new bypass to the north of Elwick Village and create a new grade separated junction of the A19(T) at the northern Elwick access point. The Borough Council recognises the significant benefits that such major infrastructure works would result in; in effect this would create a third access into Hartlepool from the A19(T), helping to relieve pressure and congestion from the A689 and A179 through allowing residents within the area to use this access point. The estimated costs of these works are between £14 and £18 million. Options for funding these works include Local Growth Fund, the Homes and Communities Agencies (HCA) Home Building Fund or prudential borrowing by the Local Authority. To date work has commenced on a discussions with landowners to agree an appropriate route, taking account of the operational needs of the farms. Work is ongoing to commission land surveys to assist in preparing a more detailed route plan which will be consulted on with landowners and other interested parties and a bid has been made to the Local Enterprise Partnership for £18 million of Local Growth Fund (LGF) money – if successful this money would be available to enable the works to start to be implemented in 2018-9. Whichever of the above finance methods are used in order to ensure the road is in place up front, all are loans and would then be repaid by the developments as they build out over the plan period. Other sites that would benefit from the road improvements will be expected to contribute towards the cost of repaying the LGF funding.



## **HSG5: High Tunstall Strategic Housing Site**

The High Tunstall development is allocated for approximately 1200 dwellings. The site covers an area of approximately 83.50 hectares as illustrated on the proposals map. No development will be permitted prior to the implementation of the Grade Separated Junction and bypass to the north of Elwick Village unless otherwise agreed with Highways England and the Borough Council.

The development will be phased over the plan period, with applications being determined in strict accordance with the following criteria:

- 1) No more than 69.1ha of land will be developed for new housing and associated transport infrastructure;
- 2) Approximately 1,200 dwellings will be developed on the site.
- 3) 2.4ha of land will be set aside and allocated for the following neighbourhood facilities:
  - Land for Primary Education provision in accordance with policy INF4, and;
  - Local Centre(s) including retail provision (Use Class A1, up to 250sqm) to meet the local needs, public house (Use Class A3/4 up to 500sqm), health facilities (Use Class D1), leisure facilities and any other community needs in accordance with policies INF4 and RC16.
- 4) Approximately 12.00ha of multifunctional green infrastructure will be provided including formal and informal leisure, education related sports provision and recreational facilities will be allocated, developed and managed as a strategic green wedge, as defined on the proposals map and in accordance with policies NE1-5. Planning Permission will only be given for developments which relate to the use of land within the green wedge as parkland or other amenity, recreational or landscaped open space, or for allotments or wildlife purposes.
- 5) A landscape buffer, as defined by the site boundaries and illustrated on the proposals map will be created between the site and Elwick Road and the rural fringe. No built incursion into the landscape buffer will be permitted other than for uses intrinsically linked to its use as a landscape buffer.
- 6) Appropriate vehicular, pedestrian and cycle linkages to the adjoining urban and rural area must be provided within each phase of the development.
- 7) No development will be permitted which restricts the ability of the Borough Council to implement a link road between this site and the South West Extension in the future as marked on the

**proposals map.**

**In order to ensure that necessary utilities infrastructure is delivered in a timely manner a phasing plan should be submitted as part of the initial planning application.**

**Specific site requirements, including design, access arrangements and development phasing will be secured through planning conditions and planning obligations secured through Section 106 legal agreements where appropriate.**

**The Local Infrastructure Plan gives further detail on the infrastructure requirements linked to the site and Legal agreements will ensure the LGF (or alternative) funding for the road improvements linking to the A19(T) and associated Elwick grade separated junction is paid back by each of the phases on a pro rata basis.**

#### **HSG5a: Quarry Farm Housing Site**

**The Quarry Farm housing development is allocated for approximately 220 dwellings. The site covers an area of approximately 11.30 hectares as illustrated on the proposals map. No development will be permitted prior to the implementation of the Grade Separated Junction and bypass to the north of Elwick Village unless otherwise agreed with Highways England and the Borough Council.**

**The development will be phased over the plan period, with applications being determined in strict accordance with the following criteria:**

- 1) No more than 8.3ha of land will be developed for new housing and associated infrastructure and Transport Access, with the site being accessed from Reedston Road;**
- 2) Approximately 220 dwellings will be developed on the site.**
- 3) The development will be expected to contribute, on a pro-rata basis, to strategic infrastructure provision including the grade separated junction and bypass to the north of Elwick Village and the single form primary school on the High Tunstall development.**
- 4) Approximately 3ha of multifunctional green infrastructure will be provided. This will include formal and informal leisure and recreational facilities which will be allocated, developed and managed as amenity open space and green corridors in accordance with policy NE2. Planning Permission will only be given for developments which relate to the use of the land as parkland or other amenity, recreational or play space, landscaped open space, or for allotments or wildlife purposes.**



- 5) A landscape buffer, as defined by the site boundaries and illustrated on the proposals map will be created between the site and the rural fringe. No built incursion into the landscape buffer will be permitted other than for uses intrinsically linked to its use as a landscape buffer.**
- 6) Appropriate vehicular, pedestrian and cycle linkages to the adjoining urban and rural area must be provided as part of the development.**

**Specific site requirements, including design, access arrangements and development phasing will be secured through planning conditions and planning obligations secured through Section 106 legal agreements where appropriate.**

**The Local Infrastructure Plan gives further detail on the infrastructure requirements linked to the site and Legal agreements will ensure the LGF (or alternative) funding for the road improvements linking to the A19(T) and associated Elwick grade separated junction is paid back by each of the phases on a pro rata basis.**

### **Wynyard Park Housing Developments**

- 10.36 Over recent years Wynyard has seen significant employment and housing development. Historically the housing development was to the south of the A689 with the prestige employment provision to the north of the A689. However, recently there has been housing development permitted to the north of the A689 both in Hartlepool and in Stockton, sitting alongside the prestige employment land. These recent housing developments have come forward in a piecemeal way, driven by neither authority being able to demonstrate a five year housing land supply. This has led to problems in terms of delivering infrastructure in an integrated and effective way.
- 10.37 This Local Plan gives the Borough Council an opportunity to ensure that the Wynyard development creates a sustainable community. This aspiration is crucial given it is isolated from the main urban areas of Hartlepool and Stockton. Whilst one of the main strengths of Wynyard is its location adjacent to the A19(T) and with easy access to the A1(M), historically it has never been well served by public transport and therefore it is necessary to secure investment into the public transport network in order to improve the sustainability of the area. Recent developments which have been approved have secured a service for a limited period, however, it will be crucial to continue this in the future. It will be vital that this continues in the future.
- 10.38 The capacity of the road network has been an issue and Highways England (HE) have been involved in assessing the impact developments in the area will have on the strategic road network. Discussions have been ongoing with HE to assess the impact of the proposed allocations, and necessary improvements to the road network are highlighted within the Local Infrastructure Plan and will need to be secured as part of the developments. Presently the development at the North Pentagon within the policy is able to proceed, however, the other two sites necessitate the need for improvements at the A19 junction including a dedicated north bound slip road, an additional lane for eastbound traffic to allow two lanes of traffic heading south onto the A19 and also the need for a pedestrian bridge adjacent to the main road junction.
- 10.39 Recently a temporary primary school has been constructed whilst a permanent primary school is constructed on land at Wynyard village to the south of the A689. Meetings with the Diocese have taken place and in addition to the proposed new two form entry primary school to the south of the A689 there is also an identified need for a 1 form entry primary school to the north of the A689 on the Wynyard Park site. Ensuring that Wynyard residents are able to access the playing fields at the school outside of school hours will also be important and should be secured through a community use agreement. This will help to ensure residents, especially children, have access to sports provision without the need to travel outside of Wynyard. Whilst this will cater for junior use there is also an identified need for adult pitch provision at Wynyard and this will be catered for within the area shown as INF4 (Community Facilities) on the proposals map.
- 10.40 To the north of the A689 community facilities and other elements which are vital to create a sustainable community, including a local centre, have not yet been put in place. As such, it will be necessary for the schemes allocated by policy HSG6 to ensure that a range of services and facilities are provided in line with the policy. These will be secured by legal agreement and conditions.

## **HSG6: Wynyard Housing Developments**

The following sites at Wynyard are allocated for a total of approximately 732 dwellings as illustrated on the proposals map:

- a) North Pentagon – 8.82ha - approximately 100 dwellings.
- b) Wynyard Park North – 25.8ha - approximately 400 dwellings.
- c) Wynyard Park South – 11.1ha – approximately 232 dwellings.

Development will be phased over the plan period, with site A available prior to any of the off site road infrastructure improvements. Sites B and C are linked to the provision of off-site road infrastructure improvements, as identified in the Local Infrastructure Plan and as agreed with Highways England, and will not be permitted to commence prior to the installation of the highway improvements.

Reserved matters applications will be determined in strict accordance with the following criteria:

- 1) No more than 6.7ha of land will be developed for new executive housing and associated infrastructure at the North Pentagon. Densities within this area will be restricted to a maximum of 15 dwellings per hectare. The development will incorporate a minimum of approximately 2.12ha of green infrastructure, informal open space and recreational and leisure land including the provision of a skate park on land adjacent to the play area associated with the southern pentagon area;
- 2) At Wynyard Park North no more than 20.2ha of land will be developed for a full range of house types, developed to a high standard of design to reflect its rural location. The development will incorporate a minimum of 5.6ha of green infrastructure, informal open space and recreational and leisure land;
- 3) At Wynyard Park South no more than 11.1ha of land will be developed for a full range of house types, developed to a high standard of design to reflect its rural location. The development will be expected to incorporate green infrastructure and informal open space within applications;
- 4) A total of 8.9ha of land will be set aside adjacent to the housing land, and allocated under Policy INF4 (Community Facilities), for vital infrastructure facilities to ensure the development is sustainable for the following neighbourhood facilities:
  - Local Centre including retail provision to meet the local needs, health facilities, leisure facilities and any other community needs in accordance with policies INF4 and RC16;
  - A one form entry Primary School and associated playing pitch and accessible changing facility provision with

**associated community use agreement;**

- **Playing pitch provision capable of catering for adult football matches with associated changing facilities; and**
- **Play area and other play facilities included the provision of a multi-use games area and facilities which cater for older children.**

- 5) A multifunctional strategic green wedge is allocated, as defined on the proposals map. Planning Permission will only be given for developments which relate to the use of land within the green wedge as parkland or other amenity, recreational or landscaped open space, or for allotments or wildlife purposes.**
- 6) A landscape buffer, including a corridor along the A689, as defined by the site boundaries and illustrated on the proposals map will be created. No built incursion into the landscape buffer will be permitted other than for uses intrinsically linked to its use as a landscape buffer.**
- 7) To protect the woodland there will be a minimum gap of 10m between the plantation woodland edge and garden fences. Where the woodland is ancient woodland this gap will increase to 15m. This corridor will be planted with native species as the housing develops.**
- 8) Appropriate pedestrian and cycle linkages to the adjoining areas at Wynyard and linking to Hartlepool along the A689 must be provided by the development in accordance with policies INF1 and 2.**

**In order to ensure that necessary utilities infrastructure is delivered in a timely manner a phasing plan should be submitted as part of the initial planning application.**

**Specific site requirements, including design, access arrangements and development phasing will be secured through planning conditions. Planning obligations will be secured through legal agreements to ensure the provision of the infrastructure, both on and off site, required to ensure the development is sustainable.**

### **Elwick Village Housing Site**

- 10.39 Elwick Village is a small village to the west of Hartlepool with direct access onto the A19(T). The village is centred around a linear village green and benefits from a post office, two public houses, primary school, Grade II listed church and Women's Institute hall. A conservation area covers a significant part of Elwick Village and contains the Grade 11\* Church and a number of Grade 11 listed properties. The northern boundary of the Conservation Area is directly adjacent to the proposed housing site and development will need to take account of, and respect, these heritage assets.
- 10.40 Elwick currently suffers from high levels of cars travelling through the village to and from the A19(T) and has had ongoing issues with speeding and road safety. Road safety has also been an ongoing issue at the two junctions with the A19 where there have been a number of fatalities and other serious accidents. As such it is proposed to develop a bypass to the north of the village and create a new grade separated junction at the northern A19(T) access. These improvements will have significant benefits not only to the village in terms of reducing traffic and improving safety both in the village and at the junctions, but it will also effectively create a third entrance into Hartlepool from the A19(T), helping to reduce congestion on the A689 and A179 and ensuring that traffic from developments on the western fringe of Hartlepool do not exacerbate existing safety issues within Elwick.
- 10.41 Elwick Village has only seen small infill developments over the past decade or so. There is an existing permission for 14 dwellings at North Farm but it is considered there is potential for an additional small housing site for approximately 35 dwellings in this location. This site is proposed as a housing site within the Rural Neighbourhood Plan and as such it is considered allocating the site within the Local Plan will ensure the two documents are in general conformity. This development should help to ensure the continued viability of the various services within the village, helping to ensure the ongoing sustainability of the village.

## **HSG7: Elwick Village Housing Development**

The following site at Elwick Village is allocated for a total of approximately 35 dwellings as illustrated on the proposals map:

- **Potters Farm / North Farm – 2.07ha - approximately 35 dwellings.**

The development will be phased over the plan period, with applications being determined in strict accordance with the following criteria:

- 1) No more than 1.67ha of land will be developed for new housing. The development will incorporate a minimum of 0.40ha of green infrastructure, informal open space and recreational and leisure land;**
- 2) The site will be accessed via Elwick Road at the North Farm access. No access will be permitted from the new bypass or via the village green**
- 3) A landscape buffer, as illustrated on the proposals map, will be created between the site and the bypass to the north. No built incursion into the landscape buffer will be permitted other than for uses intrinsically linked to its use as a landscape buffer.**
- 4) Development proposals for the site will be expected to take account of, respect and protect the adjacent heritage assets.**
- 5) Appropriate pedestrian and cycle linkages to the adjoining areas of countryside and linking to Hartlepool along Elwick Road will be required as part of the residential development, along with a contribution towards a subsidised bus service to help maximise the sustainability of the site.**

Specific site requirements, including design, access arrangements and development phasing will be secured through planning conditions and planning obligations secured through legal agreements where appropriate.

### **Hart Village Housing Sites**

- 10.42 Hart Village is a small village to the north west of Hartlepool with a strong sense of community spirit which is generated by events within the village hall. The two public houses, grade 1 listed church and primary school also play an important part in community life. The village shop/post office closed 2008, meaning the nearest shop is now at the local centre at Middle Warren. As such all new developments will be expected to contribute towards improvements to the footpath between Hart Village and Middle Warren to ensure it is safe, useable and attractive to help encourage its use.
- 10.43 Similar to Elwick Village, the site at Nine Acres proposed by the Local Plan in Hart Village, is also proposed by the Rural Neighbourhood Plan, helping to ensure general conformity between the documents.
- 10.44 The two housing sites are at the western end of the village to the north and south of the road and will ensure the village grows in linear pattern. The additional growth will help to protect the viability of the local services, in particular the school, which will benefit from developer contributions from the developments to improve the school through increasing capacity to cater for additional children from the developments.
- 10.45 Whilst the playing pitch at the school is used informally by children within the village, there is no play area. As such one of the requirements of the developments will be to provide a new formal play area for the village. It is envisaged that the play area will be provided near to the school.
- 10.46 As previously mentioned it is proposed to create a formal green space adjacent to the housing development on the north side of the road. Given the lack of formal green spaces in the village it is felt that this is necessary to provide residents with a quality green space which will be multifunctional, catering for a range of users. The design of the housing development at Nine Acres will be important to ensure that housing is provided in a way which overlooks the green space to help with natural surveillance.

## **HSG8: Hart Village Housing Developments**

The following sites at Hart Village are allocated for a total of approximately 50 dwellings as illustrated on the proposals map:

- a) Nine Acres – 3.06ha - approximately 30 dwellings.
- b) Glebe Farm – 1.47ha - approximately 20 dwellings.

The two developments will be phased over the plan period, with applications being determined in strict accordance with the following criteria:

- 1) No more than 2.2ha of land will be developed for residential at Nine Acres and no more than 1.1ha will be developed for residential at Glebe Farm with the remaining land on both sites developed as green infrastructure, informal open space and recreational and leisure land;
- 2) A landscape buffer, as defined by the site boundaries and illustrated on the proposals map will be created between the Glebe Farm site and the bypass to the south. No built incursion into the landscape buffer will be permitted other than for uses intrinsically linked to its use as a landscape buffer.
- 3) An area of land to the east of the Nine Acres site will be developed as a formal area of green infrastructure and designated under Policy NE2 to protect it from development in the future. Housing proposals for the overall site will be expected to be designed so that they overlook the green space to increase security. Planning permission will only be given for developments which relate to the use of land as protected green space or other amenity, recreational or landscaped open space.
- 4) Appropriate pedestrian and cycle linkages to the adjoining areas of countryside and linking to Hartlepool along the footpath adjacent to the A179 will be required as part of the residential development to help maximise the sustainability of the site.

Specific site requirements, including design, access arrangements and development phasing will be secured through planning conditions and planning obligations secured through legal agreements where appropriate.



### **Affordable Housing Provision**

- 10.47 Affordable housing is housing designed for those whose income generally denies them the opportunity to purchase houses on the open market. Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. Affordable housing must include provision for the dwelling to remain at an affordable price for future eligible households. Affordable housing in Hartlepool can be delivered in three ways, as detailed in table 11. The Government is also currently exploring the idea of “Starter Homes” which would form a fourth type of affordable housing if brought forward.

**Table 11: Affordable Housing Definitions**

<b>Affordable Type</b>	<b>House</b>	<b>Description</b>
<b>Social Rent</b>		Rented housing owned and managed by Registered Providers, for which guideline target rents are determined through the national rent regime.
<b>Affordable Rent</b>		The same characteristics as social rented housing except that it is outside the national rent regime, but is subject to other rent controls that require it to be offered to eligible households at a rent of up to 80% of local market rents.
<b>Intermediate</b>		Housing which is part owned and rented by Registered Providers to the tenant. This can take the form of Shared Ownership or Equity Share schemes.

- 10.48 Affordable housing can be delivered either as a 100% affordable development or as part of a private market housing development where a smaller percentage of the overall dwellings are affordable in tenure and the majority are private.
- 10.49 In the future it may be difficult to secure grant funding for subsidised 100% affordable housing and as a result other mechanisms need to be utilised to secure ongoing affordable housing provision. Securing affordable housing as part of private residential developments provides perhaps the most realistic way of securing new affordable housing developments in the future.

### **Hartlepool Strategic Housing Market Assessment 2015 (SHMA)**

- 10.50 The previous 2012 Tees Valley SHMA identified an affordable housing need in the Borough of 27.5%. The 2015 SHMA continues to identify areas of affordable housing need in the Borough and advocates an annual affordable housing delivery target of approximately 144 dwellings. Compared to the net additional dwelling provision target of 400 (adjusted from the 325 proposed in the SHMA to take account of demolitions and previous under-delivery), the net affordable housing delivery target is approximately 36%.

***Hartlepool Affordable Viability Assessment (2015)***

- 10.51 Although the evidence identifies a significant level of affordable housing need, the Borough Council appreciates that providing an element of affordable housing as part of private development affects the economic viability of schemes. Bearing this in mind it is necessary to ensure that affordable housing is provided at a level that is economically viable and does not prevent development from taking place.
- 10.52 To provide guidance in assessing site viability the Borough Council produced an Affordable Housing Economic Viability Assessment to inform the Planning Obligations Supplementary Planning Document 2015 (SPD) which assessed the viability of a range of sites across the Borough (This document is attached as Appendix 1 of the SPD on page 46). The results of the economic viability assessment show that in current market conditions the development of residential property on sites with a threshold of 15 or more dwellings is generally economically viable when contributing 18% affordable housing along with the other developer contributions required. The results suggest that a minimum target of 18% affordable housing should be sought on housing developments but that any policy needs to be flexible and perhaps have built in trigger points or similar mechanisms which enable more affordable housing to be delivered as market conditions improve – this may be more relevant to brownfield developments where the viability was shown to be more marginal.
- 10.53 The findings of the evidence base are generally supported by recent planning applications where the Borough Council has been successful in securing affordable contributions in the region of 15-18% on greenfield sites over the past two years. In order to ensure that any future developments are viable and not stifled by an onerous affordable housing requirement, the policy is flexible enough to have regard to prevailing market conditions. This method will allow both for the maximisation of affordable housing on site and the viability of schemes aiding delivery in the long term.
- 10.54 The Borough Council wishes to maximise the number of affordable homes delivered across the Borough in support of its aim to create sustainable residential communities and to work towards meeting the need identified in the SHMA. Securing affordable housing as part of economically viable private residential developments provides the most realistic way of securing new affordable housing developments in the future therefore a policy which builds in both some certainty for landowners and developers and flexibility to account for differing market conditions and allows for the establishment of viability on a scheme by scheme basis would be the best way of meeting this role.
- 10.55 The Borough Council will seek, on all residential developments of 15 dwellings or more, an affordable housing requirement to be delivered as part of the development. It is expected that all new affordable housing provision will be delivered on-site and where appropriate be pepperpotted. However, in the case of the North Pentagon Site at Wynyard and in certain other circumstances where a low density product is delivered, it may be

acceptable for provision to be made off-site. Where off-site provision is deemed acceptable a commuted sum mechanism will be used. Off site contributions will be used towards the provision of affordable housing within the central area of Hartlepool and may include contributions to site assembly of larger schemes or re-use and modification of empty homes to provide modern affordable homes. The established process as to how an appropriate commuted sum is calculated is detailed in the Planning Obligations SPD.

#### **HSG9: Affordable Housing Provision**

**The Borough Council will seek to deliver affordable housing in respect of all applications or proposals for C3 residential developments that consist of a gross addition of 15 dwellings or more. These include residential new build, renewal of lapsed unimplemented planning permissions and changes of use and conversions.**

**An affordable housing target of 18% will be sought on all sites above the 15 dwelling threshold. The affordable provision and tenure and mix will be negotiated on a site-by-site basis, having regard to the economic viability of the development and the most up-to-date evidence of housing need, aspiration and the local housing market.**

**It is expected that affordable housing will be delivered through on-site provision and where appropriate, be peppercotted. Affordable units should be indistinguishable from the market units on the development and be delivered in line with other relevant policies within this plan and guidance within the Planning Obligations SPD. However in certain circumstances it may be acceptable for provision to be made off-site, where:**

- Applicants can provide sound, robust evidence why the affordable housing cannot be incorporated on-site.**

**Unless in exceptional circumstances all affordable units will be delivered in partnership with a Registered Provider or the Borough Council by means of a Legal Agreement, which will include appropriate provision to secure its long term availability.**

### **Housing Market Renewal**

- 10.56 In some parts of the borough there are concentrations of housing where there is an imbalance between supply and demand. This housing market failure, or weakness, manifests itself in a number of ways including: significantly lower than average house prices; concentrations of vacant/void properties; housing demand dominated by investors and private landlords; absence of owner-occupiers (including first-time buyers) and anti-social behaviour.
- 10.57 The Borough Council recognises that a holistic approach is required to tackle the problems of low demand and abandonment and redress this imbalance. Over recent years the Borough Council and its partners have embarked on a housing market renewal programme which has sought to clear and redevelop the worst affected areas and refurbish other adjacent areas through a combination of physical improvements to buildings and the surrounding environment, improved management such as landlord accreditation and community support measures. The housing clearance programme is underpinned by studies and consultation which helped identify the worst affected areas and with a mix of public and private sector funding supported by the use of Compulsory Purchase procedures where required. Significant progress has been made. Included as part of the housing market renewal programme is the empty homes strategy; this will endeavour to bring empty homes back into use through collaborative working with key partners and focussed coordinated action. It is intended to continue these programmes in future years utilising available resources.
- 10.58 The Borough Council acknowledges that housing clearance is not the only tool for addressing housing market failure and with restricted budgets there will be less opportunity particularly in the short term to fund such interventions. The Borough Council's Housing Strategy establishes a broad plan of action to tackle the various housing issues in the town involving working with key partners and service providers active in the Borough. The Housing Strategy identifies the specific areas in the borough where existing and future housing regeneration will be required; specific locations are not identified in the Local Plan.
- 10.59 The Borough Council will seek to improve the existing housing stock in the Borough through tackling the established problems of low demand, housing market failure and weakness and increasing vacancy in the Borough in areas identified in the Borough Council's Housing Strategy.

### **HSG10: Housing Market Renewal**

**The Borough Council will seek to tackle the problem of the imbalance of supply and demand in the existing housing stock through co-ordinated programmes including Housing Market Renewal. Priority will be given to the housing regeneration areas in central Hartlepool identified in the Hartlepool Housing Strategy.**

## **Extensions and alterations to Existing Dwellings**

10.60 Many householders in seeking to acquire more living space and additional facilities choose to extend their existing homes rather than move to a new house. If, however, extensions are of an inappropriate design or scale they can cause problems for immediate neighbours in terms of loss of privacy, light and outlook. They can also affect the amenities of the wider area, particularly where there may be a proliferation of extensions concentrated in small areas, or where a terracing effect is being created by the erection of side extensions to semi-detached or detached dwellings.

10.61 The Borough Council will seek to control inappropriate proposals for residential extensions in order to ensure that the residential amenity of neighbours and the visual amenity of the wider area is not compromised.

### **HSG11: Extensions and alterations to Existing Dwellings**

**The Borough Council supports opportunities for homeowners to improve their homes. The Borough Council will ensure that proposals for extensions to existing dwellings are permitted where it can be demonstrated that development:**

- 1) Is of a size, design and uses materials that are sympathetic to the exiting dwelling, and;**
- 2) Does not adversely affect the character of the surrounding residential area, and;**
- 3) Does not significantly affect the amenities of the occupiers of adjacent or nearby properties through overlooking, overshadowing or by creating a poor outlook, and;**
- 4) Does not leave less than adequate parking space within the curtilage, and;**
- 5) Does not deny the existing and future occupiers adequate private amenity space for normal domestic needs within the cartilage; and**
- 6) Does not prejudice road safety.**

**Proposals should be in accordance with other policies in the plan and the Residential Design SPD.**

### **Residential Annexes**

- 10.62 The accommodation needs of families can change over time and there is often a desire for accommodation for relatives to be provided adjoining the main family home i.e. a residential annex. By definition, a residential annex is accommodation ancillary to the main dwelling within the residential curtilage and must be used for this purpose. Usually this is in the form of an extension to the property, but sometimes a separate structure within the curtilage of the property can be converted, or very rarely, a new building erected in the curtilage of the property.
- 10.63 The Borough Council will seek to control inappropriate proposals for residential annexes in order to ensure that the residential amenity of neighbours and the wider area is not compromised. It is important to ensure that all residential annexes, especially those where separate accommodation is provided are capable of being incorporated back into the accommodation serving the main dwelling. The Council will seek to control residential annexes that have the potential to be used as a separate dwelling in the future.

### **HSG12: Residential Annexes**

The Borough Council supports opportunities for homeowners to improve their homes. The Borough Council will permit proposals for residential annexes providing that they are in accordance with HSG11, designed so that it will serve an ancillary function to the existing dwelling, and it can be demonstrated that development can be incorporated into the accommodation serving the main dwelling when no longer required.

Where it is demonstrated that a residential extension cannot be effectively achieved for design reasons, conversion of an outbuilding, or in exceptional circumstances a new building will be permitted where development:

- 1) Is of a satisfactory scale, location and design in relation to the existing dwelling, its curtilage and surrounding properties, and;
- 2) Is designed so that it will serve an ancillary function to the existing dwelling and is not of a form that would encourage its occupation as a separate dwelling when no longer required; and
- 3) Does not deny the existing and future occupiers adequate private amenity space for normal domestic needs within the curtilage.

For all residential annexes planning conditions will be applied that bind the occupation of the accommodation provided to the occupation of the host dwelling.

Proposals should be in accordance with the Residential Design SPD.

### **Gypsy and Traveller Provision**

- 10.64 The Council completed and adopted the Hartlepool Borough Gypsy and Travellers Accommodation Needs Assessment (GTAA) in December 2014. The GTTA evidence suggests that in the first instance, the provision of a dedicated Gypsy and Traveller site in Hartlepool, whether permanent or stop-over, may not offer the best solution to meeting the small theoretical housing need established through this accommodation assessment. This is because the small number of people who expressed a desire to move into a dedicated site were either more elderly people who had lived in bricks and mortar for a number of years or were young (late teens) who had had a falling out with their families at the time of the survey and who had lived in bricks and mortar as part of the family. This stance is supported by the fact the local authority has never received an application for pitches and only experience very low instances of unauthorised encampments.
- 10.65 The study recommends that the Borough Council commits to proactively support and positively intervene with any member of the Gypsy and Traveller community needing re-housing, to explore their housing options, and recommends that a dedicated site for Gypsy and Travellers is not allocated in the Local Plan.
- 10.66 Support from the Borough Council will include access to currently available bricks and mortar housing, with referral to support agencies if necessary, as well as awareness-raising about the full range of accommodation options and how to pursue them.
- 10.67 However, should the small theoretical need for a site then be manifested as actual demand through a Gypsy and Traveller member request or through a formal planning application, the Council will positively plan for such and would assess applications on the basis of policy HSG13 below.

### **HSG13: Gypsy and Traveller Provision**

**Proposals for the provision of Gypsy and Travellers and Travelling Showpeople sites will be approved where there is no significant detrimental effect on the amenity of the occupiers of adjoining or nearby land uses. It would be required that:**

- 1) There is adequate access to the site and provision for parking, turning and servicing within the site.**
- 2) The site is accessible to education, health, welfare and employment infrastructure.**
- 3) The site is neither subject to unacceptable pollution by reason of noise, dust, fumes or smell, nor to potential nuisance or hazard created by existing or approved commercial or industrial activities.**
- 4) The site is adequately screened and landscaped to ensure the development does not have a detrimental impact on the visual amenity of the area, including any natural and historic assets or features, and provides sufficient privacy and security while not isolating the community from the rest of the settled community.**
- 5) If required, the size of the site is large enough to accommodate mixed or separate residential and business uses and additional parking space for extra caravans, cars and lorries.**
- 6) Adequate space is available within the site to accommodate grazing animals to minimize any impact on neighbouring sites.**



## 11. STRENGTHENING THE LOCAL ECONOMY

11.1 The Borough Council is committed to developing a more enterprising, vigorous and diverse local economy that will attract new investment, enable local enterprises and entrepreneurs to be globally competitive and create more employment opportunities for local people. The Borough Council will adopt positive approaches and policies to economic growth and investment including a range and choice of employment sites, sites for housing that will encourage people to live and work in the Borough, and providing a high quality environment and good quality of life.

11.2 The Local Plan seeks to provide a broad range and choice of employment land in locations that support the wider aims and objectives of growing the economy and encouraging investment set out in local and sub-regional plans, strategies and programmes. These include:

- Tees Valley Strategic Economic Plan<sup>41</sup> and supporting funding documents including Local Growth Fund<sup>42</sup> and European Structural & Investment Funds Strategy<sup>43</sup>
- Hartlepool Economic Regeneration Strategy 2011-2021<sup>44</sup>
- Hartlepool Vision and Regeneration Masterplan<sup>45</sup>
- Hartlepool Employment Land Review<sup>46</sup>
- Tees Valley Strategic Infrastructure Plan<sup>47</sup>
- Tees Valley Enterprise Zone Scheme<sup>48</sup>
- North and South Tees Industrial Development Framework<sup>49</sup>
- Hartlepool Southern Business Zone Study<sup>50</sup>

### **Economic Strategy and the role of the Local Plan**

11.3 The Tees Valley Strategic Economic Plan (SEP) sets an ambitious target to create 25,000 net jobs over the next 10 years, and has identified a number of key sectors where there is potential and opportunity to create these jobs. Growth sectors where Hartlepool has strong potential to play a key role include so-called 'super sectors' – process engineering, offshore/sub-sea engineering and energy including nuclear – and the low carbon sector which includes waste processing and renewable energy. These sectors are also

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<sup>41</sup> Tees Valley Strategic Economic Plan; Tees Valley Unlimited, April 2014

<sup>42</sup> Tees Valley Local Growth Fund Bid; Tees Valley Unlimited, April 2014

<sup>43</sup> Tees Valley European Structural & Investment Funds Strategy 2014-2020; Tees Valley Unlimited, January 2014

<sup>44</sup> Economic Regeneration Strategy (2011-2021); Hartlepool Borough Council, April 2014 (Refresh)

<sup>45</sup> The Hartlepool Vision was the first step in developing proposals to regenerate the centre and key locations around Hartlepool. The Regeneration Masterplan based on the Vision is now complete and can be downloaded at [www.investinhartlepool.com](http://www.investinhartlepool.com)

<sup>46</sup> Employment Land Review Final Report: BE Group on behalf of Hartlepool Borough Council, December 2014 (Endorsed January 2015)

<sup>47</sup> Tees Valley Strategic Infrastructure Plan; Tees Valley Unlimited, November 2014

<sup>48</sup> For full details of the Tees Valley Enterprise Zone scheme see [www.teesvalley-ca.gov.uk/tees-valley/enterprise-zone.asp](http://www.teesvalley-ca.gov.uk/tees-valley/enterprise-zone.asp)

<sup>49</sup> North and South Tees Industrial Development Framework; Parsons Brinckerhoff Ltd & Genecon on behalf of Tees Valley Unlimited, November 2009

<sup>50</sup> Southern Business Zone Study; Hartlepool Borough Council, 2009

identified in Hartlepool's economic assessment which is summarised in the Economic Regeneration Strategy, along with high value-added engineering and knowledge intensive business services. Hartlepool can also expect to play a key part in supporting growth and expansion of the existing small and medium sized enterprise (SME) base from engineering and advanced manufacturing, energy, process industry to digital/creative.

- 11.4 The Hartlepool Employment Land Review has considered employment change through to the end of the plan period. A 'policy on' scenario accounts for manufacturing related growth in the Enterprise Zones, along with further growth in sectors such as health, professional/scientific and education and projects the generation of some 1,700 additional jobs by 2031. The jobs target in the Tees Valley SEP suggests that a somewhat higher number of additional jobs (up to 4,350) could be created in Hartlepool over the plan period. This is based on growth in, for example, the low carbon, advanced manufacturing, professional/scientific, and logistics sectors. Employment growth is of course difficult to forecast due to many external factors and the actual number of additional jobs is likely to be somewhere between the two figures.
- 11.5 The SEP notes the need to enhance and expand business accommodation in Hartlepool, especially on Enterprise Zone sites, business parks and strategic sites such as Wynyard Business Park. Hartlepool also has the potential to provide creative industries accommodation as part of an innovation and skills quarter around the Hartlepool College of Further Education and the Cleveland College of Art and Design with the development of a new HQ and Campus.
- 11.6 While Hartlepool Borough Council, along with the other Tees Valley local authorities, actively pursue opportunities to enhance employment land and accommodation for businesses on Enterprise Zone sites, business parks and industrial estates, the SEP provides evidence of the need for intervention because of market failure in this sector in the Tees Valley. In most cases rents achievable are not able to provide a commercial return on the investment costs of development, particularly for incubator space and small business units. Tees Valley as a whole also has a number of out of date industrial premises and over-supply of lower grade office accommodation.
- 11.7 A number of schemes have been included in the Tees Valley Local Growth Fund bid that will provide direct and indirect benefits for Hartlepool by opening up opportunities for economic development. These include strategic highway capacity improvements, development land within the Marina and the new HQ and Campus for Cleveland College of Art and Design.
- 11.8 Effective strategic infrastructure is essential to help achieve sustainable economic growth and investment. The Tees Valley Strategic Infrastructure Plan complements the Strategic Economic Plan by identifying infrastructure strengths, barriers to growth and strategic priorities. Infrastructure priorities that will impact on Hartlepool's economic performance include:

- Increasing investment and implementing capacity improvements on the A19(T) and A689, alleviating potential restrictions on future employment (and housing) development in the south of Hartlepool;
- Widening and deepening the entrance to Hartlepool Docks, along with Tees Dock, to cater for increasing ship sizes and ensuring that Tees Valley can compete with other UK and European ports;
- Capacity work to improve journey times and reliability for people and goods to and from strategic employment sites including Enterprise Zone sites and the Southern Business Zone;
- Providing more sustainable transport opportunities including footpaths and cycle routes between employment and housing areas;
- Greater co-operation with utility providers to allow efficient planning of new supplies to cater for new development and growth;
- Continuing investment in flood risk management schemes that unlock or protect strategic sites and infrastructure including flood defences at Hartlepool Headland and Seaton Carew, and
- Delivering high speed broadband in the Enterprise Zones, rural and urban areas.

11.9 In March 2011 the Government approved 12 sites in the Tees Valley as Enterprise Zones to provide further stimulus to business and job growth in the private sector. The Enterprise Zone forms a key element in the Tees Valley Strategic Economic Plan and the Hartlepool Economic Regeneration Strategy, and three sites in the Borough have been identified that will target specific markets:

- Hartlepool Port – an enhanced capital allowance scheme targeted at the renewable energy and advanced engineering sectors;
- Queen's Meadow Business Park – business rates discount for process, renewable energy and advanced engineering businesses, and
- Oakesway Industrial Estate – locally funded business rates discount particularly targeted at the renewable energy and advanced engineering sectors.

11.10 The Enterprise Zone has been extended by three years to March 2018. All three Enterprise Zone sites are covered by separate Local Development Orders (LDO) that specify certain types of use that are permitted without the need for a formal planning application.

11.11 Following consultation on the Hartlepool 'Vision' a Regeneration Masterplan has now been completed by the Borough Council. A number of key sites are identified within the Masterplan, including employment areas at the Port, Queen's Meadow and Wynyard.

11.12 A key element in the Hartlepool Economic Regeneration Strategy is to improve business infrastructure and provide the right accommodation and environment for a variety of business uses. Projects and successes have included:

- Queen's Meadow, with the UK Steel Enterprise Innovation Centre, comprising 4,366 sq. m (47,000 sq. ft.) of high quality business accommodation and high quality speculative units. The Homes & Communities Agency (HCA) has recently completed a development of 21 high quality workshops totalling 2,323 sq. m. (25,000 sq. ft.) and the site is the location for the new Cleveland Fire Brigade HQ which includes state of the art training facilities that will be of national importance;
- Longhill and Sandgate, where a major regeneration programme has uplifted an older, long established industrial area;
- Southern Business Zone, which has seen infrastructure improvements in the Borough's main employment area, and
- Strategic sites, identified for the offshore wind sector, principally Hartlepool Port.

11.13 There is also a continuing need to improve the environment of industrial estates and business parks to ensure that they are suitable for current and future demands.

11.14 The 2014 Employment Land Review has provided up to date evidence on the supply and demand for employment land and premises in Hartlepool. Key findings include:

- Employment in 9 of 10 industry sectors is predicted to grow, producing some 1,600 new jobs, although this will be offset by job losses in other sectors, particularly manufacturing. However Enterprise Zone investment is predicted to create some 500 further jobs in manufacturing which, coupled with growth in the health and education sectors, could generate net employment growth of 1,700 extra jobs to 2031;
- Hartlepool is a relatively self contained local authority area with 69% of its working residents living and working in the Borough;
- Hartlepool has a number of assets which are of national significance and will draw investment into the Borough. These include facilities for recycling vessels and oil and gas platforms at Able Seaton Port which offers one of the largest dry docks in the world, Hartlepool Nuclear Power Station, Hartlepool port facilities, (particularly for the offshore sector), Queen's Meadow, and proximity to the Seal Sands/North Tees chemicals and processing area, and
- There is healthy demand for modern moderate/good quality units of up to 1,000 sq. m., and incubation units of around 100 sq. m.

11.15 In terms of land supply, the key conclusions of the Employment Land Review are:

- There is a substantial surplus of employment land and therefore no need to identify further land allocations in the period to 2031;
- The level of surplus provides opportunity to rationalise the current land supply. Land supply reductions totalling 152 hectares are recommended;
- Several large landowners/businesses highlighted that much of the land need is driven by winning or losing major contracts. Demand is therefore

difficult, if not impossible, to predict over the long term and it is important to retain a strategic reserve of land that can be brought forward at short notice;

- At Queen's Meadow and Oakesway Enterprise Zones the full level of demand will take time to emerge, and
- There is a need to protect smaller employment sites along Brenda Road in the Southern Business Zone to provide opportunities for the development of modern small business space.

11.16 Site specific recommendations from the Employment Land Review are summarised below.

**Table 12 – Recommendations from the Employment Land Review**

<b>Site/area</b>	<b>Recommendation</b>
Former Centura Works, Greatham	Heavily constrained, backland site with extremely limited access – land should be <b>de-allocated</b>
Golden Flatts	A backland site now mostly developed/proposed for housing. Remaining land would be better suited to creation of a green wedge – land should be <b>re-allocated</b>
Longhill/Sandgate	A key location for local industrial businesses and a study should be undertaken into regeneration opportunities. <i>This study has been completed and led to a £1.8m investment which has resulted in significant environmental and other improvements to the estate with associated private sector job creation and enhanced opportunities for investment.</i>
North Burn Electronic Park	Employment uses are unlikely given severe access constraints. Site should be <b>de-allocated</b> unless there is evidence of funding availability to address infrastructure issues
Oakesway	Limited interest but development is likely to be a long term prospect exceeding life of the current Enterprise Zone designation
Queen's Meadow Business Park	Policy should continue to highlight the site as a key employment area
Tees Bay Retail Park	An established retail location and future development will principally be for retail uses. This should be reflected in the Local Plan.
Hartlepool Port	The port operator (PD Ports) highlighted the importance of protecting undeveloped land at the Port and North of Seaton Channel to meet unpredictable requirements. A 3.1 ha (7.7 acres) employment site west of Marina Way should be <b>de-allocated/re-allocated</b>
Wynyard Park	The employment allocation should be amended to reflect current consents and agreements

11.17 The Employment Land Review refers to the opportunities for Hartlepool arising from its proximity to the Seal Sands/North Tees chemical, refining and processing cluster in Stockton-on-Tees. In Hartlepool sites such as Phillips

Tank Farm and West of Seaton Channel (Huntsman Tioxide) are effectively extensions of the Seal Sands/North Tees complex and are linked by pipeline and service corridors. The North and South Tees Industrial Development Framework (prepared for Tees Valley Unlimited and its partners in 2009) assessed the industrial assets and capabilities in the study area and demonstrated a strategic direction for Tees Valley Unlimited, the local authorities and their partners to develop the area into a world class industrial base. The Framework provided evidence for the continued retention of several sites in south east Hartlepool for the process sector, hazardous industry, energy generation and resource recovery.

11.18 The existing nuclear power station is due to be decommissioned in 2024. A new nuclear power station would have considerable economic benefits for Hartlepool and the Tees Valley. The power station currently supports up to 700 high quality jobs (and up to 3,000 jobs would be supported during the construction phase of a new power station and the decommissioning of the existing power station) and £19m of local supply chain spend. One of the Tees Valley Investment Fund 'asks' outlined in the Strategic Economic Plan is for investment to be made in the medium term (2017-2020) to work up detailed proposals to construct a new nuclear power station, together with accompanying infrastructure.

11.19 The policies in the Local Plan are designed to reflect the land use and spatial implications of the strengths and opportunities of Hartlepool's Economic Strategy. The policies therefore:

- Highlight the key roles that both Wynyard and Queen's Meadow Business Parks will continue to play in attracting high quality employment and investment to Hartlepool;
- Safeguard and improve general employment sites in the Southern Business Zone – this is the main employment area of the Borough;
- Safeguard land at Hartlepool Port for port-related development and renewable energy manufacturing, taking full advantage of proposals to widen and deepen the entrance to the dock;
- Continue to safeguard appropriate sites in the south east of the Borough for a range of specialist developments including process and/or hazardous industry (such as chemicals, steel, oil and gas, biofuels), energy generation, resource recovery, off-shore wind related manufacturing;
- Reserve land for a new nuclear power station;
- Support Enterprise Zone designations and their associated benefits, and
- Continue to seek environmental improvements on all employment sites to provide attractive locations that encourage investment.

11.20 As recommended in the Employment Land Review a number of sites are proposed for de-allocation or re-allocation (see table 12 above). In addition it is proposed to de-allocate North Seaton Channel as the site is subject to severe environmental constraints. Furthermore there has been no recent

developer interest in the site and the National Planning Policy Framework<sup>51</sup> requires planning policies to avoid long term protection of sites where there is no reasonable prospect of the site being used for that purpose.

### **Employment Development at Wynyard Business Park**

- 11.21 Wynyard Business Park will play an important role in attracting new investment not only to Hartlepool and the Tees Valley but also the wider North East region. It forms part of the prestigious Wynyard development (which is partly also within Stockton-on-Tees Borough) that also includes high quality housing and recreation/leisure uses. A prestige employment site is defined as one that has a very high standard of design, generally low density development and a high quality environment that is capable of attracting major national and international inward investment.
- 11.22 Wynyard Business Park (part of which is within Stockton-on-Tees Borough) has already proved successful in attracting significant new investment and high performing companies. Much of its success is down to its location close to the A19 trunk road and the A689 linking directly to the A1(M), and its high quality woodland/parkland environment. Although Wynyard is detached from the main urban areas of both Hartlepool and Stockton-on-Tees, the economic benefits it provides to the Tees Valley and the wider North East through job creation, investment opportunities and attracting new residents justify its continued commitment and development as a prestige employment site. The whole of the site has planning permission for employment uses.
- 11.23 The Local Plan seeks to achieve the Borough Council's overarching aspiration for Wynyard Business Park by ensuring that its prestige status is maintained and enhanced, and the Park attracts new investment.
- 11.24 The frontage of the Business Park alongside the A689 is of critical design importance for this site and will be limited to B1 uses only (as defined in the Town & Country Planning (Use Classes) Order 1987, as amended). In addition, to ensure that its prestige status and design quality are maintained, there will be controls on densities and uses in other parts of the site.

### **EMP1: Prestige Employment Site Wynyard Business Park**

**A total of 32.7 hectares of land is available for prestige employment use at Wynyard Business Park.**

**Proposals for business development (falling within class B1 of the Town and Country Planning (Use Classes) Order 1987 as amended) will be permitted at Wynyard Business Park provided that:**

- 1) The buildings are of an exceptionally high quality standard of design and finishing;**
- 2) High quality landscaping, including restoration, creation or enhancement of wildlife habitats and/or woodland planting are**

<sup>51</sup> National Planning Policy Framework – paragraph 22; Department for Communities and Local Government, March 2012.

provided as appropriate to the surrounding natural environment; a 15m buffer is required between development and areas of ancient woodland;

- 3) There is no more than a 25 per cent coverage of each developable site by buildings;
- 4) Car parking areas are landscaped and outside storage is adequately sited and screened, and
- 5) Appropriate surface water management and sustainable drainage is incorporated.

Proposals for general industrial developments and warehousing (falling within classes B2 and B8 of the Town and Country Planning (Use Classes) Order 1987 as amended) will be permitted where they meet the above criteria and provided that the development:

- 1) Is not adjacent to the A689 frontage;
- 2) Does not have a significant detrimental effect on the amenities of the occupiers of adjoining or nearby properties;
- 3) Does not prejudice the development of adjacent sites;
- 4) Provides a landscaped buffer (which will need to include visual and noise abatement screening where necessary) between development and adjacent residential areas.

In this respect, planning conditions and/or legally binding agreements may be imposed to restrict general industrial developments.

Proposals for office developments (falling within class B1a of the Town and Country Planning (Use Classes) Order 1987 as amended) will be considered in accordance with policy RC1.

#### **Employment Development at Queen's Meadow Business Park**

11.25 Land at Queen's Meadow Business Park is committed for high quality employment development. A high quality business park is defined as one characterised by development densities slightly higher than those on a prestige employment site, fewer restrictions on the range and type of uses and more likely to have a local/sub-regional attraction base. High environmental and design standards will still be required, particularly along the A689 frontage.

11.26 Part of Queen's Meadow is identified as an Enterprise Zone (EZ). Developments at Queen's Meadow will therefore need to be mindful of the EZ status of parts of the site and the relevant Local Development Order (LDO) which grants permission for certain types of development. The Enterprise Zone LDO focuses on the following industrial sectors:

- Advanced engineering and advanced manufacturing
- Chemical, pharmaceutical and biotechnology
- Renewable energy manufacturing



## **EMP2: Queen's Meadow Business Park**

A total of 65.0 hectares of land is committed for high quality employment use at Queen's Meadow Business Park. Currently 44.7 hectares (110.4 acres) of land is available for development. A total of 33.0 hectares (81.5 acres) is included in the Enterprise Zone Local Development Order.

Proposals for business development (falling within class B1 of the Town and Country Planning (Use Classes) Order 1987 as amended) will be permitted at Queen's Meadow Business Park provided that:

- 1) The buildings are of a high standard of design;
- 2) There is no more than 35 per cent coverage of each developable site by buildings;
- 3) High quality landscaping, including restoration, creation or enhancement of wildlife habitats and/or woodland planting are provided as appropriate to the surrounding natural environment, particularly on the main road frontages and along the boundary closest to Greatham village;
- 4) Car parking areas are landscaped and outside storage is adequately sited and screened, and
- 5) Appropriate surface water management and sustainable drainage is incorporated.

Proposals for general industrial development and warehousing (falling within classes B2 and B8 of the Town and Country Planning (Use Classes) Order 1987 (as amended) will only be allowed on sites to the rear of the Business Park, away from the A689 and Greatham village frontages, where they meet the above criteria and:

- 1) Do not have a detrimental effect on the amenities of adjoining or nearby properties;
- 2) Do not prejudice the development of adjoining sites;
- 3) Will not have a negative impact on the promotion of Queen's Meadow as a high quality employment site.

In this respect planning conditions will be imposed to restrict general industrial developments to appropriate operations within the B2 and B8 use classes.

Proposals for office developments (falling within class B1a of the Town and Country Planning (Use Classes) Order 1987 as amended) will be considered in accordance with policy RC1.

### **Land for General Employment Uses**

- 11.27 Land committed for general employment uses will allow for greater flexibility in terms of permitted uses and greater development densities compared to the prestige and high quality employment sites. Good design standards and environmental credentials will still be required for general employment land developments in accordance with policies set out in the Local Plan.

- 11.28 With the exception of Oakesway Industrial Estate – an Enterprise Zone site in the north of Hartlepool – the Borough’s general employment land comprises an area known as the Southern Business Zone (SBZ) running from the town centre southwards to the Borough boundary. The SBZ comprises 15 industrial estates and business parks, and is home to about 170 companies employing around 5,000 people.
- 11.29 Local Plan policies seek to maintain the integrity of the various elements of the SBZ, which includes general employment land and land for specialist industries. There are opportunities within individual industrial areas for expansion and for infrastructure improvements. The Borough Council is continually seeking to improve the environment of the SBZ and will encourage investment in appropriate uses and measures to secure such improvements and achieve high design and landscaping standards to improve the Zone’s attraction for future investment. The Sandgate area and Graythorp industrial estate are considered appropriate for ‘bad neighbour’ uses, subject to amenity and safety considerations. The Borough Council will make a judgement on bad neighbour uses but they will include uses such as scrap yards, car breaking operations, and waste material sorting, but this is not an exhaustive list.
- 11.30 The southern parts of the SBZ border on designated areas of international national and local importance for nature conservation, including the Teesmouth and Cleveland Coast Special Protection Area/Ramsar site, Teesmouth National Nature Reserve and several Sites of Special Scientific Interest. European and UK legislation require these sites to be protected from development that may have a significant impact on their nature conservation interest. Industrial development near these areas may be restricted or required to provide appropriate mitigation and/or compensation measures in order to meet the requirements of the Habitat Regulations<sup>52</sup>. It should also be noted that the Zinc Works Road site falls within the Nuclear Power Station safeguarded land (see policy EMP5) which may impact on industrial development at the site if the new power station goes ahead.

### **EMP3: General Employment Land**

**Land is committed in the following industrial areas for general employment uses:**

#### **North Hartlepool**

- a) Oakesway: total site area 38.8 hectares; available land 18.6 hectares. All 38.8 hectares of the Oakesway site is included as part of the Enterprise Zone Local Development Order.**

#### **Southern Business Zone**

- b) Longhill/Sandgate: total site area 73.8 hectares; available land 1.0 hectare.**

<sup>52</sup> The Conservation of Habitats and Species Regulations 2010, S.I. 2010/490.

- c) Usworth Road/Park View West: total site area 33.3 hectares; available land 2.2 hectares.
- d) Sovereign Park: total site area 20.9 hectares; available land 11.4 hectares.
- e) Brenda Road: total site area 3.6 hectares; no available land.
- f) Tofts Farm East/Hunter House: total site area 44.2 hectares; available land 0.6 hectare.
- g) Tofts Farm West: total site area 34.1 hectares; available land 8.2 hectares.
- h) Graythorp Industrial Estate: total site area 13.1 hectares; no available land.
- i) Zinc Works Road: total site area 3.0 hectares; no available land.

Proposals for business development (falling within class B1 and B8 of the Town and Country Planning (Use Classes) Order 1987 as amended) will be permitted.

Proposals for general industrial development (included within class B2 of the Town and Country Planning (Use Classes) Order 1987 as amended) and for other uses which are complementary to the dominant use of a development will be approved where the Borough Council is satisfied that they will not have detrimental effect on the amenities of the occupiers of adjoining or nearby properties or prejudice the development of adjacent sites.

In this respect planning conditions may be imposed to restrict general industrial developments to appropriate operations within the B2 use class, A high quality of design and landscaping will be required for development fronting the main approach roads and estate roads and, where necessary, adjacent to the main railway line subject to operational considerations. Appropriate surface water management and sustainable drainage should also be incorporated.

Proposals for office developments (falling within class B1a of the Town and Country Planning (Use Classes) Order 1987 as amended) will be subject to a sequential test requiring town centre uses to be located in town centres, then edge of centre locations, and then out of centre locations if no suitable sites are available.

Proposals for the development or extension of sites for 'bad neighbour' uses (such as the sorting, composting and/or storage of waste materials, scrapyards, car breakers yards or coal yards) will be permitted only in the Sandgate area and/or Graythorp Industrial Estate provided that:

- 1) There will be no significant nuisance to adjacent premises or highway uses through dust, smell, vibration, smoke, noise, mud or slurry;
- 2) the site is not visually prominent from a main access road or from the railway;
- 3) adequate screening of the site is provided
- 4) the site is of a sufficient size for the proposed operation, and
- 5) there are adequate car parking and servicing arrangements.

**Proposals for office developments (falling within class B1a of the Town and Country Planning (Use Classes) Order 1987 as amended) will be considered in accordance with policy RC1.**

#### **Land for Specialist Industrial Development**

- 11.31 There are a number of industrial developments and uses which by nature of the processes and materials they use, associated emissions and/or their infrastructure needs, have particular locational requirements. These industries include the chemical, pharmaceutical, biotechnology and process sectors, certain types of manufacturing such as steel making, types of renewable energy manufacturing, resource recovery and port-related development. Some of these are also potentially polluting and/or hazardous industries.
- 11.32 Hartlepool is able to offer a number of locational advantages for these types of specialist industrial 'clusters', including access to port facilities and proximity to the Seal Sands/North Tees chemicals and processing industries just across the Borough boundary in Stockton-on-Tees.
- 11.33 Part of the Hartlepool Port site is identified as an Enterprise Zone (EZ) as part of the wider Tees Valley EZ scheme. Developments at Hartlepool Port will therefore need to be mindful of the EZ status of part of the site and the relevant Local Development Order (LDO) which grants permission for certain types of development. The Enterprise Zone LDO focuses on the following industrial sectors:
- Advanced engineering and advanced manufacturing
  - Renewable energy manufacturing
- 11.34 Land at Graythorp has been identified in the Tees Valley Minerals and Waste Development Plan Document<sup>53</sup> for the development of facilities to manage and recycle 65,000 tonnes of commercial and industrial wastes per year by 2021.
- 11.35 Land at Able Seaton Port falls partly within the Nuclear Power Station safeguarded land (see policy EMP5) and this may affect the area of land available for industrial purposes if the new power station goes ahead.
- 11.36 In the south east of the Borough some of the specialist industrial land is located adjacent to or close to sites of international, national or local importance for nature conservation, including the Teesmouth and Cleveland Coast Special Protection Area/Ramsar site, Teesmouth National Nature Reserve and several Sites of Special Scientific Interest. European and UK legislation require these sites to be protected from development that may have a significant impact on their nature conservation interest. Industrial development near these areas may be restricted or be required to provide appropriate mitigation and/or compensation measures in order to meet the requirements of the Habitat Regulations.

<sup>53</sup> Tees Valley Joint Minerals and Waste Policies and Sites Development Plans Document; Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees Borough Councils and Tees Valley Unlimited, adopted September 2011.

#### **EMP4: Specialist Industries**

**Land is committed in the following locations for specialist industrial uses:**

- a) Hartlepool Port: total site area 106.1 hectares; available land 60.1 hectares; port related industrial development; renewable energy manufacturing. A total of 79.0 hectares is included as part of the Enterprise Zone Local Development Order.**
- b) West of Seaton Channel; total site area 76.7 hectares: area of undeveloped land 44.0 hectares – all reserved for potential expansion of existing occupier; potentially polluting and hazardous industrial development.**
- c) Phillips Tank Farm: total site area 150.4 hectares; 103.4 hectares of undeveloped land all reserved for use of existing occupier; potentially polluting and hazardous industrial development.**
- d) South Works: total site area 131.2 hectares; 20.5 hectares of undeveloped land all reserved for use of existing occupier; potentially polluting and hazardous industrial development/steel manufacturing.**
- e) North Graythorp: total site area 27 hectares; available land 13.6 hectares; potentially polluting and hazardous industrial development.**
- f) Graythorp Waste Management: total site area 4.1 hectares; available for development as a waste management and recycling facility.**
- g) Able Seaton Port: total site area 47.8 hectares; reserved for use of existing occupier; recycling and resource recovery.**

**Proposals will be permitted where they meet the following criteria:**

- 1) proposals will not have a significant adverse visual impact, noise impacts, air quality, water quality and supply, health or safety risk to people in the surrounding area and also to existing and proposed land uses;**
- 2) the presence of hazardous substances which cannot be mitigated against or appropriately dealt with, or the further extension of safeguarding zones around installations, will not inhibit the full opportunity for development of other sites in the vicinity.**

**Where relevant proposals will need to demonstrate that there will be no adverse impact on the integrity of the Teesmouth and Cleveland Coast Special Protection Area and Ramsar site (including any proposed extension to the Special Protection Area), or other European designated nature conservation sites, either alone or in combination with other plans and programmes. Any necessary mitigation/compensation measures must be secured in advance of the development in order to meet the requirements of the Habitat Regulations.**

**Appropriate surface water management and sustainable drainage should also be incorporated as part of development proposals.**

**Proposals for office developments (falling within class B1a of the Town and Country Planning (Use Classes) Order 1987 as amended) will be considered in accordance with policy RC1.**

#### **Safeguarded Land for New Nuclear Power Station**

- 11.37 The National Policy Statement for Nuclear Power Generation<sup>54</sup> identified Hartlepool as one of 10 sites in England and Wales as potentially suitable for the deployment of a new nuclear power station by the end of 2025. The existing Hartlepool nuclear power station is a twin-reactor Advanced Gas-Cooled (AGR) power station which commenced operation in 1983 and is expected to be decommissioned in 2024.
- 11.38 The Borough Council supports the potential development of a new nuclear power station. It will provide substantial economic benefits not only to Hartlepool but to the wider Tees Valley and North East region as a whole. Government policy acknowledges the contribution that nuclear power can make to increased security of energy supplies and to reducing carbon emissions. The nominated site area (taken from National Policy Statement EN-6) is shown on the proposals map and is approximately 140.0 hectares.
- 11.39 Developments within the vicinity of nuclear power stations are subject to certain constraints depending on the nature of the development and its proximity to the nuclear installation. These constraints are intended to ensure that residential, industrial and commercial developments are controlled in an attempt to maintain the general characteristics of the site similar to those that existed at the time of licensing throughout the entire life cycle of the nuclear installation. For proposals within identified safeguarding zones the Office of Nuclear Regulation (ONR) will need to be consulted.
- 11.40 The nominated site is partly within and adjacent to the Teesmouth and Cleveland Coast Special Protection Area (SPA)/Ramsar site, the Teesmouth National Nature Reserve, and a number of Sites of Special Scientific Interest. European and national legislation require these sites to be protected from developments likely to have a significant adverse impact on their nature conservation interest, unless there are reasons of overriding public interest. In such circumstances appropriate mitigation and/or compensatory provision may need to be provided. Annex C3 to the National Policy Statement for Nuclear Power Generation (EN-6) refers to a Habitats Regulation Assessment (HRA) that has been undertaken as part of the site report for Hartlepool. The annex notes that more detailed studies, including a further HRA, must be undertaken should an application for development consent come forward.

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<sup>54</sup> National Policy Statement for Nuclear Power Generation (EN-6); Department of Energy & Climate Change, July 2011.

#### **EMP5: Safeguarded Land for New Nuclear Power Station**

Land is safeguarded in the Zinc Works Road/North Gare/Seaton Snook/Able Seaton Port areas for a new nuclear power station, as shown on the Proposals Map.

The Appraisal of Sustainability, undertaken by Government in support of preparing the relevant national policy, has concluded that the potential for adverse impacts on sites (Teessmouth and Cleveland Coast Special Protection Area (SPA)/Ramsar site, Teessmouth National Nature Reserve, and a number of Sites of Special Scientific Interest) and species considered to be of European importance, cannot be ruled out. Studies will be required to identify ways to avoid, minimise, mitigate or, if necessary, compensate for any significant impacts.

#### **Underground Storage**

- 11.41 South west of the West of Seaton Channel specialist industry site, and east of the A178 Tees Road, is an area which has been used in the past for the extraction of brine, along with a larger area of land lying south of Greatham Creek in Stockton-on-Tees. Following brine extraction a number of underground cavities remain which have the potential to be used for storage of various substances without the need for large above ground structures. In view of the presence of internationally important nature conservation sites in the area only non-toxic substances should be considered for storage. Particular care will also be needed to ensure that the aquifer and watercourses in the area are not affected and there is no significant increase in risk to workers in nearby industrial premises.

#### **EMP6: Underground Storage**

Proposals for the use of former brine cavities in the south of the Borough for underground storage will only be considered for approval where:

- 1) there will be no significant increase in the potential risk to people in the area;
- 2) it can be demonstrated that there will be no resultant harm to the aquifer or to watercourses in the surrounding area, and in particular to sites important for nature conservation (see also policy NE1), and
- 3) any above surface structures are limited in scale and not visually prominent

In considering any proposals the Borough Council will have regard to advice from relevant agencies including the Health and Safety Executive, Environment Agency, Natural England, Northumbrian Water, and Hartlepool Water.

## **12. PROTECTING, MANAGING AND ENHANCING THE RURAL AREA**

- 12.1 The rural area is considered as the countryside which is defined as land beyond the limits to development. The countryside has many uses and is an important resource that should be protected, managed and enhanced.
- 12.2 The rural area of Hartlepool covers approximately 65% of the Borough's land area, equating to 6110 hectares. The population of the rural area is only 2.2% of the Borough's overall population. The rural area is populated by many farms and smallholdings and there are five established historic villages in the Borough; Dalton Piercy, Elwick, Greatham, Hart, and Newton Bewley. Whilst Elwick, Greatham and Hart have some services such as a school and community facilities, only Elwick and Greatham have managed to sustain shops. Dalton Piercy and Newton Bewley lack basic facilities. Access to public transport across the rural area is limited and availability varies between villages, with Greatham and Hart being best served. The physical character of the rural villages is unique; there are conservation areas within Elwick and Greatham villages and heritage assets including scheduled ancient monuments and listed buildings across the wider rural area.
- 12.3 The villages have strong communities as a result of separation from the wider town due to geographic location. In the case of Greatham close proximity to industry has influenced the growth the village; similar constraints have impacted upon the way the villages have developed. Facilities in the villages are important for community cohesion and social inclusion, over recent years essential services in these locations have reduced due to economic viability. Elwick, Greatham and Hart have a number of facilities, such as village halls and schools that provide vital facilities and services to local communities.
- 12.4 Wynyard is on the western edge of Hartlepool within the rural area, much of the village is within the neighbouring borough of Stockton. Recent development and planning permissions at Wynyard have extended the village to the north of the A689 which will increase the population of the Borough living in this location. There is a small centre which services the village and a new school and community facilities are proposed as part of the village expansion to the south of the A689. The provision of public transport is anticipated to improve over the years as the developments progress.
- 12.5 The rural area provides popular locations to live in the Borough. It is an important asset for the Borough in terms of its role in supporting the local economy, the environment, agriculture, ecosystems, food production and tourism. The rural area provides local employment, which in turn helps to sustain other elements of the local economy, including local services. However changes in the economy and increased mobility have resulted in economic dependency between rural and urban areas. As such the proximity of the villages to the main settlement of Hartlepool means that many residents who live in the villages will work, do their shopping and use the range of amenities available within Hartlepool as well as the wider sub-region; this has an impact on the sustainability of local villages. In addition, proximity of villages to the A19(T) provides good connectivity from these rural locations to the wider region. Effective planning policy will assist in 'rural proofing' of the



rural area to ensure to that people living within a rural environment have the same opportunities as those living within the urban area.

- 12.6 Socially there are a higher number of people over the age of 65 living within the rural area. Owner occupancy, car ownership and larger housing are all more prevalent. Although there are differences between the villages, particularly within Greatham where 31% of the housing stock is owned by the Hospital of God estate. Access to public transport is limited; however generally resident satisfaction with the rural area as a place to live is higher than its urban counterpart.
- 12.7 The rural area of Hartlepool is characterised as agricultural, with 55 farms and small holdings. Between 2007 and 2010 there was an 11% decline in the total farmed area and 12% decline in farm labour. These changes to agriculture are having an impact on the way in which the rural economy is changing and diversifying. There are 150 VAT registered rural businesses; this is 6.4% of the businesses within the borough, and represents a higher rate of businesses per 10,000 head of population for the rural area than for the urban area. The development of new businesses can be challenging in rural locations due to isolation and limitations of technology. The Tees Valley has a lower proportion of rural businesses than the national average; however Hartlepool has seen an increase in agriculture, forestry and fishing related businesses in recent years. New businesses within the rural area will be supported providing they are appropriate within the rural area and not better suited to the town centre or employment land locations. The Borough Council will work with business owners to look for the best solutions to sustain and boost the rural economy.
- 12.8 The Borough Council will seek to promote development that supports sustainable growth of the rural area, balancing support for the rural community, economy and the environment. The Borough Council will, however, try to maintain an appropriate balance between development opportunities and the need to protect and enhance the rural environment in order to maintain the character of the rural area.
- 12.9 Some development may be acceptable within the rural area, such as agricultural buildings to support food production, farm diversification, equestrian development, employment provision and tourism accommodation, which can help to support the rural economy and encourage sustainable communities. It is important, however, to ensure that such developments are of a suitable scale, nature and are appropriate to their surroundings.
- 12.10 Connectivity across the rural area is important to support rural enterprise, leisure and tourism related infrastructure. Hartlepool's Local Access network comprises of the Public Rights of Way (96kms or 59.7 miles – a total of 103 paths) and the Permissive Access network. Whilst extensive these routes require protection and there are opportunities for improvements, as identified in the Infrastructure and Natural Environment sections of this plan. The potential impact of public and permissive access can be a concern to landowners and farmers in relation to the functional use of land, therefore early consultation on potential new accesses will be encouraged.

- 12.11 Renewable energy projects have a growing role to play in the changing rural economy. The rural area contains built and permitted wind turbines and as explained within the Infrastructure Chapter there is the opportunity for up to a further three similar sized turbines in the High Volts area. In addition there have been recent solar farms developments in the rural area. Whilst such development opportunities are encouraged to support the rural economy through farm diversification and to help contribute to addressing climate change careful consideration must be given to the cumulative impact of such development on the landscape character of the rural area.
- 12.12 Supporting a strong and prosperous rural economy is a priority for the Borough Council; as such, improvements to infrastructure in the rural area to support the rural economy will be encouraged. This includes supporting the improvement of telecommunications to enhance appropriate business opportunities. Along with opportunities for diverse rural businesses, rural areas present higher than average levels of home working. Broadband infrastructure presents a challenge for the rural area whilst 95% of the population of the borough has access to Superfast Broadband there are pockets within the rural area that have limited availability. The Borough Council has been working with the other Tees Valley Local Authorities and the Tees Valley Rural Community Council to ensure that the Tees Valley broadband plan mirrors the government aims for access to superfast speeds. Within this plan there is a commitment to support the continued improvement of broadband access across the rural area.
- 12.13 Business development in the rural area is high on the national and local agenda; the rural area is incorporated within the European Agricultural Fund for Rural Development and LEADER programmes in the Tees Valley (with Hambleton District Council). Priorities of the programmes are; to improve the competitiveness of rural business by providing dedicated business support, increasing access to employment and removing barriers to growth, such as poor broadband and transport connectivity. Planning policies will aim to support these priorities.
- 12.14 The Borough Council encourages the re-use of existing rural buildings to support the rural economy and agricultural uses. New buildings should be well designed, of a scale appropriate to the rural location and should be in close proximity to existing settlements. Development should enhance the quality, character and distinctiveness of the rural area. New businesses within the rural area will be supported providing they are most appropriate and not better suited to town centre or employment land locations.

#### ***Development in the Rural Area***

- 12.15 Objective 10 of the Local Plan sets out '*To protect, promote and enhance the quality and distinctiveness of the Boroughs natural, rural and built environment*'. The different demands on the rural area remain challenging for development. Whilst it is important to protect the open countryside to ensure that the natural habitat and landscape character is not lost there is a need to ensure there is a balance between protecting and enhancing the rural area and providing a socially, economically and sustainable environment for residents.

- 12.16 Whilst many of the activities which take place in the rural area are outside the scope of planning control some forms of development can be accommodated without detrimental effect on the countryside offering sustainable environmental enhancements. This may include opportunities to manage and improve environmental assets or improvements for recreation or tourism purposes.
- 12.17 There is increasing pressure for new dwellings in the rural area and it is acknowledged that some limited expansion can help to sustain the rural economy. However, as a general principle, new development will be directed to sites within development limits in line with housing policies within this plan. The countryside will be protected from inappropriate development and coalescence between the villages and urban edge by the use of development limits and the strategic gap, as illustrated on the proposals map. This will help to ensure the characteristics of the rural area are protected.
- 12.18 Any new developments should help retain, or enhance, local services, community facilities and infrastructure in the rural villages. Development that ensures the future of a building of architectural or historic interest, or that re-uses redundant or disused buildings is encouraged, particularly if development leads to the physical improvement of the immediate setting and enhances the quality, character and distinctiveness of the local area.
- 12.19 Where development is considered acceptable it will be required to respect the form, scale and character of the landscape through careful siting, design and use of materials. New buildings and structures should, wherever possible, be sited adjacent to existing buildings or building groups rather than isolated in the landscape.
- 12.20 In the rural area outside the development limits, beyond the agricultural permitted development rights, development should only be permitted where it is essential for the purposes of agriculture, forestry, public infrastructure or to meet the social needs of the local community. Other development that is appropriate to a rural area and supports the rural economy, agricultural diversification, rural tourism and leisure developments may be permitted where it respects the character of the local countryside and does not have a significant impact on visual amenity in the setting of the landscape or the local road network.
- 12.21 Some limited development within the current village envelopes will assist in maintaining the viability of the village amenities such as schools, shops and public transport. Strategic housing sites have been identified for Elwick, Hart and Wynyard to accommodate future growth of these villages. Any such developments must be appropriate in scale, design and character to the locality.

## **RUR1: Development in the Rural Area**

The Borough Council will seek to ensure the rural area is protected and enhanced to ensure that its natural habitat, cultural and built heritage and rural landscape character are not lost. Development outside the development limits will be strictly controlled.

The Borough Council will seek to support the rural economy. Proposals must be considered necessary for the efficient or the continued viable operation of agriculture, horticulture, forestry, equine uses, and/or other appropriate land based businesses. This includes the diversification of activities on existing farm units which do not prejudice continued agricultural use and are of a scale and nature that is suitable to a rural location.

Development in the rural area should, where relevant:

- 1) Be in accordance with the Hartlepool Rural Neighbourhood Plan and any other made neighbourhood plan;
- 2) Where possible be located in or near to the villages;
- 3) Where possible re-use existing buildings and/or materials;
- 4) Not have a significant detrimental impact on neighbouring users or surrounding area by way of amenity, noise, access, light pollution or visual intrusion;
- 5) Through good design, enhance the quality, character and distinctiveness of the immediate area, villages and landscapes taking into account relevant design guides;
- 6) Be in keeping with other buildings in terms of siting, size, materials and colour;
- 7) Ensure access is appropriate and there is not a detrimental impact on the highway safety;
- 8) Where possible create and improve sustainable connectivity;
- 9) Not have a detrimental impact on the landscape character or heritage assets; and
- 10) Avoid areas of best and most versatile agricultural land, those areas classed as Grades 1, 2 and 3a in the Agricultural Land Classification.

For new dwellings in the rural area, the development must meet the criteria set out in the New Dwellings Outside of Development Limits Supplementary Planning Document and in accordance with RUR2.

Where developments are likely to have an impact upon existing infrastructure or require new infrastructure, the applicant will be required to provide such infrastructure in accordance with policy QP1, the Planning obligations SPD and the Local Infrastructure Plan.

### **New Dwellings Outside of Development Limits**

- 12.22 Development limits are a commonly used tool in Local Plans that provide clear and defensible boundaries around settlements within which development will be confined. Most of the land in the borough which falls outside of development limits can be characterised as being “countryside”. Therefore

most dwellings proposed outside of the development limits will, by definition, are “development in the countryside”.

- 12.23 The Borough Council has carefully managed housing development in the countryside through the Local Plan which defines limits to development around each village and sets out strategic gaps between villages and the main urban area. A review of the Authorities Monitoring Reports (AMRs) reveals the Borough Council’s commitment and success protecting the countryside from unjustified and unsustainable isolated residential development. It is evident from the AMRs that the few residential developments permitted outside development limits were for new dwellings associated with existing agricultural developments or other rural-based business developments such as tourism, forestry, wildlife etc. There have been a limited number of residential conversions of farm buildings and replacement dwellings have been permitted since 2006. The Borough Council will continue to protect the countryside from unjustified unsustainable residential developments.
- 12.24 The Local Plan allocates sufficient land within development limits to accommodate the Borough’s anticipated housing need over the next 15 years. Therefore it is envisaged that there will be very limited need for additional dwellings to be provided outside of the development limits. Dwellings in the countryside may be needed essentially to support rural-based businesses such as agriculture, forestry, wildlife, sustainable rural tourism, leisure developments etc. In such cases and prior to planning permission being granted, the Borough Council will seek to control the development of new dwellings in the countryside in accordance with current national planning policies, other relevant policies and relevant material considerations at the time planning permission is sought.
- 12.25 The National Planning Policy Framework (NPPF) paragraph 55 states the special circumstances under which development in the countryside may be permitted. These include:
- *the essential need for a rural worker to live permanently at, or near, their place of work in the countryside; or*
  - *where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or*
  - *where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or*
  - *the exceptional quality or innovative nature of the design of the dwelling.*
- 12.26 The NPPF specifically directs local planning authorities to avoid new isolated homes in the countryside unless justification can be sought under special circumstances as stated in paragraph 55. As a result, new houses outside of the development limits will require special justification for planning permission to be granted in line with the New Dwellings outside of Development Limits SPD (2015).

## **RUR2: New Dwellings Outside of Development Limits**

The Borough Council will seek to protect the countryside by only permitting new dwellings outside of development limits if there is clear justification and it can be demonstrated that:

- 1) There is a clearly established functional need and it is considered essential for a full time rural worker(s) to live permanently at or near to their place of agricultural, forestry or other rural based enterprise considered acceptable by the Borough Council;
- 2) The agricultural, forestry or other rural based enterprises considered acceptable by the Borough Council has been established for at least three years, has been profitable for at least one of them, is currently financially sound and has a clear prospect of remaining so;
- 3) The need could not be met by another existing dwelling nearby;
- 4) The dwelling(s) proposed is of a size commensurate with the size/value of the business it is supporting;
- 5) Proposals are in accordance with policies CC1, QP1, QP3, QP4, QP5, QP7 and NE1 along with any other relevant policies on a case by case basis; and
- 6) Or where relevant the development would represent the best viable use or secure the future of a heritage asset.

Notwithstanding the above criteria, in exceptional circumstances, new dwellings outside of development limits may be permitted where the design:

- 1) Is truly outstanding, groundbreaking and innovative, for example in its use of materials, methods of construction or its contribution to protecting and enhancing the environment, and;
- 2) Reflects the highest standards in architecture;
- 3) Significantly enhances the immediate setting, and;
- 4) Is sensitive to the defining characteristics of the local area.

Proposals for replacement dwellings outside of development limits will only be approved in the following circumstances. Where an existing dwelling no longer meets modern standards and is incapable of economic repair or adaptation; the scale of the proposed development is similar to the original; and the form, scale, massing and general design is such to minimise visual intrusion but significantly enhance the immediate setting. Reuse of existing buildings and materials is encouraged.

Proposals for new housing development and the re-use of existing buildings should pay particular attention to design and landscape character so to preserve and enhance the character and distinctiveness of the countryside.

Occupancy conditions will be imposed where justified on permissions for agricultural dwellings, such conditions will not be removed without realistic assessment of needs.

The New Dwellings Outside of Development Limits SPD provides detailed guidance on the principle of a new dwelling in the countryside.

### ***Farm Diversification***

- 12.27 The character of the rural area in Hartlepool is largely dependent on farming and farm related activities. The farming and rural communities are custodians of the countryside, therefore a continued presence of agriculture is fundamental to the future of the rural area and preserving the character, culture and nature of the rural area. Farm diversification is important for farmers and agricultural businesses that need an extra source of income in addition to agricultural production to sustain and enhance their agricultural presence in the rural area. Changes in agriculture policy and practice in recent years as well as waning farm incomes and increased environmental pressures have resulted in a decline in the level of farmed land in Hartlepool and farm-related jobs. As a consequence there has been an increase in the stock of land and buildings no longer required for agriculture.
- 12.28 Well conceived farm diversification schemes may be encouraged where the nature and scale of the business is appropriate to a rural location. Types of farm diversification are varied in nature. Examples of such schemes across the borough include converting agricultural buildings to workshops, storage facilities, offices, training/educational facilities, food processing units or retail outlets, this could be related to local products; commercial development related to animals such as catteries and kennels; farm-based tourism such as bed and breakfast or self catering accommodation and visitor farms; renewable energy sources such as biomass; leisure pursuits including fishing, shooting and motor sports such as quad biking and equine related commercial activities such as stabling or horse riding-centres. The Borough Council recognises the development through diversification will be specific to the needs and aims of the farm business.
- 12.29 To ensure that the vernaculars of farmsteads within the rural area are retained, farm diversification should seek to reuse existing buildings to create new business space rather than create additional structures in the rural area where possible. Where new buildings are required there should be no significant harm caused by the loss of visual quality of the countryside or erosion of the character of the rural area.

### **RUR3: Farm Diversification**

**The Borough Council will seek to support and diversify the rural economy through farm diversification.**

**Development which forms part of a farm diversification scheme will only be permitted where it can be demonstrate that:**

- 1) The development would benefit the economy of the rural area;**
- 2) Existing farm buildings are reused as a priority, where new buildings are proposed;**
  - a) The buildings are appropriate in scale, form, impact, character and siting to their rural location;**
  - b) Wherever possible new or replacement buildings should be located within or adjoining an existing group of buildings;**

- 3) It does not have significant detrimental effect on the amenities of occupiers of adjoining and neighbouring property by reason of smell, noise or general disturbance;
- 4) The proposed activity is compatible with agricultural operations on the farm and neighbouring agricultural holdings;
- 5) It should not generate traffic of a type or amount inappropriate for the rural roads affected by the proposal or require improvements to these roads which could be detrimental to the character of the rural area;
- 6) Access to the development is safe and secure and the proposal presents no detrimental impacts on highway safety;
- 7) Any associated signage/advertising does not constitute an intrusive feature in the landscape;
- 8) There is no overall detrimental impact on the wider landscape setting or the historic environment; and
- 9) The proposal does not involve a significant, irreversible loss of the best and most versatile agricultural land, those areas classed as Grades 1, 2 and 3a in the Agricultural Land Classification.

Development must demonstrate how it will support the existing farm business and contribute towards the future viability of the farm, contribute to the local economy and environmental management as well as benefit the rural community. Each will be considered on its own merits and where appropriate the provision of a business case to demonstrate need may be required.

Any development proposal should be in accordance with the Planning Obligations Supplementary Planning Document, ensuring that where a diversification scheme attracts a number of users appropriate planning obligations may be required to ensure sustainable development.

### **Equestrian Development**

12.30 The equestrian industry combining horse racing, leisure and competitive riding makes a multi-billion pound contribution to the economy. Primarily based in the rural area this diverse industry includes commercial activities such as breeding as well as leisure equestrian activities. Equestrian activities in the rural area are a popular pursuit. In recent years there have been a number of proposals for equestrian development in Hartlepool responding to the changing characteristics of the rural area leading to increasing demand for liveries and associated equestrian development. Due to the close proximity to the urban area the rural area is a readily accessible location for equestrian facilities.

12.31 The result of which has been growth in the sector as a greater number of equestrian related activities have established in the rural area; the extent of which varies from small scale recreational development such as stables attached to individual rural dwellings to larger commercial rural enterprises e.g. livery, riding schools and horse training and breeding businesses. Such developments require access to grazing land and bridleways to ensure they are located in suitable and sustainable locations. The Borough Council is supportive of such uses within the rural area to enhance the rural economy



and support farm diversification; however the maintenance of the rural area and protection of the landscape is critical.

- 12.32 There are a number of public and permissive bridleways across the rural area; the Borough Council is constantly looking to develop this network further. Consideration of how proposed new equestrian development links into the existing network is fundamental for the development of safe equestrian environment for both horses and their riders. Further development of new public and permissive bridleways is encouraged as part of equestrian development.

#### **RUR4: Equestrian Development**

The Borough Council will seek to support the rural economy through equestrian development. Equestrian development will be supported as an appropriate use in the rural area where:

- 1) Development is adjacent to or in the vicinity of villages, existing farmsteads or small holdings to minimise the visual impact of new build development on open countryside;
- 2) The proposals are of a scale and character appropriate to their setting and are sensitively sited within the landscape and the Historic Environment. To minimise impact consideration should be given to the adaptation, or conversion of existing buildings before new build. Any proposals for extensions to existing buildings should harmonise with the scale, height, form, and design of the original building;
- 3) It does not have significant detrimental effect on the amenities of occupiers of adjoining and neighbouring property by reason of smell, noise or general disturbance;
- 4) The number of stables proposed and the number of horses to be accommodated can be supported by the amount of grazing land available;
- 5) In the case of new commercial establishments - these are located sufficiently close to existing residential accommodation to allow for appropriate levels of supervision;
- 6) In the case of commercial establishments they are located close to existing bridleways or other routes suitable for trekking or hacking out where this forms part of the business; where this is not the case provision of safe equine routes should be provided; and
- 7) Developments should be in accordance with QP1 along with any other relevant policies on a case by case basis.

Applications for commercial scale equestrian establishments must be supported by a business plan setting out the financial and locational requirements for the proposal and demonstrating how the development contributes positively to the rural economy.

## **Rural Tourism**

- 12.33 As well as being a great place to live, work and play, the high quality environment and experience the rural area offers attracts visitors. Whilst traditionally Hartlepool and the wider Tees Valley has been overshadowed by its close proximity to the diverse rural landscapes available in North Yorkshire, the Dales and Northumberland, the rural area of Hartlepool is becoming increasingly popular as a location for tourist attractions and a place to stay. It offers access to the amenities of the rural area, Hartlepool coastline and good connectivity to the wider sub-region. As such the rural area continues to present opportunities for tourism which helps to sustain and encourage the vitality and viability of the rural economy.
- 12.34 The changing nature of agriculture requirements on land and buildings across the rural area presents opportunities for development, and farm diversification. A key challenge to development of tourism accommodation in the rural area is ensuring the development is sustainable without creating a detrimental impact on the landscape and rural communities.
- 12.35 There is a variety of tourist accommodation available across the rural area including a hotel, caravan and camping site and self-catering lodges; future development of similar accommodation can be an opportunity to boost the rural economy. There is limited supply of self-catering accommodation across Hartlepool and in particular the rural area. Unused agricultural buildings may provide opportunity to address this; visitor accommodation may offer a way to safeguard a future for such buildings.
- 12.36 Tourism in general makes a significant contribution to the Hartlepool economy and is a key growth priority for the borough; the rural area has a role to play in delivering this priority. Careful development within the rural area can positively enhance and protect the quality of the rural area ensuring this environment will continue to be enjoyed by future generations.

### **RUR5: Sustainable Rural Tourism**

**The Borough Council will seek to enhance the tourism offer of the Borough; the Council recognises the role and opportunities that exist within the rural area.**

**The Borough Council will support proposals for rural tourism and leisure attractions and visitor accommodation where:**

- 1) it can be demonstrated that proposals for new attractions or accommodation are not suitable for location within or adjacent to the urban area of Hartlepool or the villages;**
- 2) appropriately located existing buildings are re-used where possible;**
- 3) they result in an improvement to the range and quality of attractions and/or visitor accommodation in the area;**
- 4) the scale, layout and design of development is appropriate to its location and maintains or enhances the high quality of the built, natural environment and where appropriate historic environment;**
- 5) they do not have a detrimental impact on landscape setting, adjacent land uses or users, making development unacceptable in planning terms;**

- 6) they will benefit the local economy and help to protect local services; and
- 7) they will not generate levels of traffic that would have an adverse impact upon the operation of the highway network or on highway safety.

In particular, support will be given to proposals that meet the above criteria and form part of a comprehensive farm diversification scheme, or are directly linked to the long-term conservation and enjoyment of publicly accessible heritage assets.

**Proposals for caravan, holiday lodges and camping development (either new or extensions to existing sites) should be in accordance with criteria points 1-7 of this policy and policies LT4 and LT5.**

## **Rural Services**

12.37 Shops, public houses and other key facilities in villages offer key services to the rural area and present a vital component to sustainable rural areas. The prevalence of services within the villages reduces car travel to access basic needs. Rural services have reduced significantly as it is difficult to ensure that such facilities are maintained when operators or owners wish to cease operations for economic or family reasons.

12.38 The Localism Act (2011) introduced a Community Right to Bid (Assets of Community Value) which aims to ensure that buildings and amenities can be kept in public use and remain an integral part of community life. A 'list of assets of community value' is held by the Borough Council. The Borough Council will encourage and support the continued provision of such uses within the villages.

### **RUR6: Rural Services**

**Changes of use or redevelopment of a shop, public house or other key facilities within a village in the rural area will only be supported where it can be demonstrated that:**

- 1) the facility is no longer economically viable;
- 2) there is no demand for the facility in the locality;
- 3) equivalent alternative facilities are available nearby; and
- 4) there is no evidence of realistic intent from the community for the retention of the business or community facility.

**Supporting evidence will be required to demonstrate that the property has been appropriately advertised locally on the open market for a reasonable period and that no reasonable offer that would allow retention of the service has been refused.**

### **13. RETAIL AND COMMERCIAL DEVELOPMENT**

- 13.1 The Government recognises that town centres are at the heart of communities, they have both social and economic benefits. Town centres have been at the heart of towns and cities across the country for centuries, acting as the focal point for commercial and community activity. However, over recent years there has been a fall in retail spending in town centres and this trend is expected to continue. Out-of-town retail parks have played part in draining the traffic and retail expenditure from town centres, online shopping along with delivery services has increased and thus taken trade away from the town centre and major supermarkets have diversified their stock range so shoppers can buy clothes and gifts along with their food shopping. Town centres have begun to adapt and must continue to do so by offering greater value, diversity in the offer, including ensuring that the provision of leisure and entertainment services, add to the overall town centre experience.
- 13.2 The Government seeks to ensure that town centres remain at the heart of communities and this is apparent through the NPPF and NPPG which sets out a town centre first approach to main town centre use development.
- 13.3 The Borough Council echoes the Government's concerns and views. The retail and commercial activities are major components of the Borough's economy and the Borough Council seeks to ensure this remains and grows. The Town Centre is one of the Borough's key assets generating considerable turnover and wealth, employing thousands of people and providing a range of social, leisure and other services. Hartlepool is a relatively self-contained Borough; the Town Centre is commensurate with its sub-regional status drawing most of its custom from within the Borough itself with some limited custom from areas such as Peterlee and Billingham and spend associated with tourists.
- 13.4 The Town Centre is focused around Middleton Grange Shopping Centre and York Road along with the Church Street area to the east of the A689. Immediately surrounding and radiating out from the Town Centre are defined edge of town centre areas. Adjacent to the Town Centre are the edge of centre areas and the retail and leisure parks. There is a further retail and leisure park at Tees Bay with existing residential areas served by numerous local centres, of varying sizes, which provide for the day-to-day needs of the community.
- 13.5 The 2015 Hartlepool Retail Study<sup>55</sup> provides a comprehensive assessment of retail activities and includes an assessment of the need for further retail development within the Borough. It identifies deficiencies in current provision and the capacity of existing centres to accommodate new development. The Retail Study raised a number of concerns regarding the health of the Town Centre, notably the relatively high vacancy rates and the size of the Town Centre along with competition from edge of centre retail locations.
- 13.6 With regard to convenience retail the Retail Study states that the Borough has an appropriate network of foodstores with no overriding deficiency in provision, therefore there is no quantitative or qualitative requirement for the Borough

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<sup>55</sup> From here on referenced as the retail study.

Council to allocate any new development sites over the plan period. In light of this, coupled with the need to protect comparison good floorspace, the Borough Council seeks to restrict the sale of foods in some of the retail and leisure parks. In other designated centres that are predominately surrounded by residential properties, and/or where existing permissions for unrestricted A1 retail exists then the sale of A1 food retail may be permitted.

- 13.7 With regard to comparison retail the Retail Study states that, although over the plan period there is likely to be growth in the comparison market, there is no requirement to allocate any new development sites over the emerging plan period. Given the high number of vacancy rates it is considered that the Town Centre has capacity to accommodate future growth and should be the preferred location for main town centre uses.
- 13.8 The Retail Study recommends that there is no need or justification for out-of-centre provision, any new retail floorspace granted permission outside of the defined centres would be likely to draw expenditure away from the centres and put them at risk. The Borough Council endorses this view and has used the 2006 Local Plan boundary allocations as a starting point and has not allocated any additional floorspace above what exists at present within the Town Centre, edge of centres and retail and leisure parks through existing allocations, operations, permitted development or unimplemented permissions.
- 13.9 Some new local centres have been created, these are areas that currently serve the local community but were not identified in the 2006 Local Plan. Within some of the local centres some residential units are located next to commercial units and in most instances are located between commercial units. These residential units have been drawn within the local centre boundaries and therefore do constitute an increase in overall floor space allocation within the local centres. This additional provision has been captured as a pragmatic approach to setting boundaries and defining areas. It would be impractical to draw boundaries that only bounded commercial units as the residential properties in between commercial units or adjacent to commercial units can be seen as part of the local centre as a whole and if an application came forward to convert the residential units to commercial units then permission is likely to be granted.

***The Hartlepool Vision and Hartlepool Regeneration Masterplan***

- 13.10 To accompany the Hartlepool Vision<sup>56</sup> the Borough Council has endorsed the Hartlepool Regeneration Masterplan<sup>57</sup> for the central area of Hartlepool. The masterplan area comprises two sub-areas; a focused masterplan area and the wider masterplan area. The focused masterplan area is concentrated on the Waterfront including key sites such as former Jacksons Landing, the National Museum of The Royal Navy, Trincomalee Wharf, The Marina and Church Street. The wider Masterplan Area includes key retail and leisure locations including Middleton Grange Shopping Centre and Mill House Leisure Centre. An important element of the Hartlepool Regeneration Masterplan is the Retail Study and a Retail Revival Strategy, which set out a comprehensive strategy and action plan for improving retail opportunities in the Town Centre. The masterplan along with the policies contained within this Local Plan are

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<sup>56</sup> Hartlepool Vision January 2014.

<sup>57</sup> The Masterplan December 2014.

essential to ensuring the success of the Town Centre by enabling sustainable economic growth and providing a wide range of social and environmental benefits.

### **Retail and Commercial Centre Hierarchy**

- 13.11 Within Hartlepool there are four types of key Retail and Commercial Centres, the Town Centre, edge of centres, retail and leisure parks and local centres. The Local Plan identifies and defines, in table 13 and through this policy, a hierarchy of centres where main town centre uses should be located. The hierarchy has been established in a bid to protect the Town Centre and to protect other retail and commercial centres throughout the Borough and to ensure that retail and commercial uses do not proliferate within unsuitable areas such as industrial areas and residential areas. There are other areas where retail and commercial activity takes place, such as units within the villages and units individually located throughout the Borough, often on the corner of terraced properties. These units generally benefit from long standing permissions and although they do provide a service to residents they are not considered as part of the retail and commercial hierarchy.

**Table 13: Retail and Commercial Centre main function, characteristics and unit size range.**

<b>Retail and Commercial Centre</b>	<b>Retail and Commercial Centre</b>	<b>Unit size range (m<sup>2</sup>)</b>
<b>Town Centre</b>	<ol style="list-style-type: none"> <li>1. Centre serves the borough and other locations as a retail and leisure destination.</li> <li>2. Centre is the principal retail area in the Borough.</li> <li>3. Centre contains a primary shopping area (PSA) with predominantly A1 uses.</li> <li>4. Centre has a host of leisure facilities and includes many night time economy uses.</li> <li>5. Centre has a variety of commercial businesses including offices.</li> <li>6. Centre has good public transport links including a public transport interchange</li> <li>7. Centre has residential uses, predominantly on upper floors but not within the PSA.</li> </ol>	<p>The smallest unit is 14.79m<sup>2</sup>. The largest is Hartlepool College of Further Education 7554.96 m<sup>2</sup>.</p>
<b>Edge of Town Centre Locations</b>	<ol style="list-style-type: none"> <li>1. Provide transition zones between Town Centre and residential area.</li> <li>2. Provides a complimentary retail/leisure area to the Town Centre.</li> <li>3. Contains commercial business including offices.</li> </ol>	<p>Smallest unit is 31m<sup>2</sup> on York Road South. The largest is an office development of 4328.5m<sup>2</sup> on Lynn Street.</p>

	<ol style="list-style-type: none"> <li>4. Residential properties intermittently located throughout each centre.</li> <li>5. Most centres are well connected to and within walking distance of the Town Centre.</li> </ol>	
<b>Retail and Leisure Parks</b>	<ol style="list-style-type: none"> <li>1. Complimentary retail and leisure area to the Town Centre.</li> <li>2. Contains areas locally known as The Vision Retail Park, Highpoint Retail Park, Anchor Retail Park and Tees Bay Retail Park.</li> <li>3. Three Parks are within walking distance from the Town Centre, but dissected by the railway, the A689 and Marina Way.</li> <li>4. Free car parking to the West of Marina Way, large pay to park facility at The Marina.</li> <li>5. Residential properties and office development located within The Marina area.</li> <li>6. Attractive area of water and waterfront at The Marina.</li> <li>7. Tees Bay is an out of town retail and leisure park with a large free car parking area, good public transport links, walking distance from Seaton train station and there is a bus service operating close by.</li> </ol>	The smallest unit is 32.15m <sup>2</sup> at the Marina and the largest is Asda 11444.34m <sup>2</sup> on West of Marina Way.
<b>Local Centres</b>	<ol style="list-style-type: none"> <li>1. Discrete collection of small shops such as convenience shops, along with key services such as a doctors, nursery and/or dentist. Such uses serve the day-to-day needs of the local community.</li> <li>2. Well connected to surrounding areas by foot.</li> <li>3. Some have dedicated car parking.</li> <li>4. Some have public transport provision nearby.</li> </ol>	The smallest is a vacant unit on Davison Drive, 28.5m <sup>2</sup> . The largest is Hartlepool and Wynyard Primary Care Trust 1077.93m <sup>2</sup> on Wynyard Road.

13.12 The Borough Council recognises the importance of the Town Centre and its contribution to supporting and driving forward the Borough's economy. One of the priorities of the Borough Council is to improve the vitality and viability of the Town Centre and the Borough Council will pro-actively encourage proposals for main town centre uses to be located within the Town Centre.

13.13 The Borough Council also recognises that other retail and commercial centres are important for the Borough's economy and to residents; therefore the Council will seek to ensure that other retail and commercial centres continue to thrive. Although the Town Centre's vitality and viability is a priority for the Council, the Borough Council considers it important to ensure that new retail development is directed to existing centres in order to protect and retain their vitality and viability too.

13.14 Methods to ensure the Town Centre and other designated centres are protected and have the opportunity to improve include undertaking a sequential test and a retail impact assessment where appropriate.

**Sequential test (Main town centre uses not in a designated centre)**

13.15 The designated centres within the Borough are the preferred locations for main town centre uses. Any proposals for main town centre uses that are not in a designated centre will be required to submit a sequential test.

13.16 A sequential test helps guide main town centre use development; they are used to assess what sites are available within the Town Centre, edge of centre, retail and leisure parks and local centres and if no sites are available then an assessment of the next preferable location must be undertaken until a suitable site is found. This requirement applies to all development, no size threshold has been applied; this is because any unit, no matter the size, proposed outside of a designated centre must illustrate that they can not be located elsewhere. Given the vacancy rates in Town Centre, edge of centre, retail and leisure parks and local centres the Borough Council seek to reduce the vacancy rates in those locations first.

13.17 The Borough Council seeks to ensure that there is not a proliferation of units outside of designated centres due to the impact they could have upon infrastructure, parking, refuse collections, crime and anti social behaviour. If activity is located within designated areas then the aforementioned can be better controlled.

**Sequential Test (Main town centre uses not in the Town Centre but located within a designated centre)**

13.18 Although the Borough Council will encourage main town centre use in the Town Centre as a priority, it is not essential in all instances to require this through Planning Policy.

**Sequential test for Local Centre proposals**

13.19 The Borough Council considers that many of the units within the local centres are not in direct competition with the Town Centre. The units within local centres primarily serve local residents and therefore the Council seeks to ensure local centres thrive and are able to serve the day to day needs of the surrounding residents.

13.20 The Borough Council recognises that in many local centres there are a number of independent local retailers and that it would place an undue burden upon such operators if a sequential test were requested. The anchor stores within the local centres are often the stores that attract the highest footfall; the



average size of the anchor stores within the local centres is approximately 300m<sup>2</sup>. It is considered that units below this size are typically small scale local businesses and to request a sequential test from such business would be unreasonable, especially when the Borough Council considers that small scale units are acceptable within local centres. Units above the average size are typically national chains, such chains can be better practiced in engaging with the planning system and the associated documents that sometimes have to be produced and therefore to request a sequential test from applicant looking to operate larger units would not be unreasonable or an undue burden. Proposals for new build and/or change of use, within a local centre, that are 300m<sup>2</sup> floor space or above will be required to submit a sequential test.

#### **Sequential test for Edge of centre and retail and leisure park proposals**

- 13.21 The size of the largest vacant unit with the Town Centre is 894.0m<sup>2</sup> and the smallest vacant unit is 15.67m<sup>2</sup>. The average size of the vacant units is approximately 2502. Given that there are numerous units available with an average size of 250m<sup>2</sup> then proposals below that size could easily be accommodated within the Town Centre and should therefore be located within the Town Centre in the first instance. All proposals outside of the Town Centre and local centres and below 250m<sup>2</sup> must submit a sequential test.

**Table 14: Retail and commercial hierarchy for main town centre uses in numerical order.**

<b>Rank</b>	<b>Centre Hierarchy</b>
<b>1</b>	Town Centre (Sequentially preferable location for all town centre uses).
<b>2</b>	Edge of Town Centre Areas and Retail and Leisure Parks. (Second most sequentially preferable location).
<b>3</b>	Local centres (Third sequentially preferable location).

(NB: the sequential hierarchy will only be engaged where there is a need to apply the sequential test).

#### **Retail Impact Assessments**

- 13.22 Although the Borough Council recognises the importance of all of the borough's retail and commercial centres, given the Town Centre's vacancy rates (15% of the total floorspace) and its sustainable location, as a priority the Borough Council must protect and enhance the vitality and viability of the Town Centre. Key uses that assist in driving the Town Centre by ensuring there is a high footfall are retail, leisure and office uses.
- 13.23 One mechanism for ensuring the vitality and viability of the Town Centre is protected is to apply a retail impact assessment for all applications for retail, leisure and office development outside of the Town Centre above a specific floorspace threshold.

- 13.24 A retail impact assessment considers the impact of a proposal on the vitality and viability of existing, committed and planned public and private investment in the Town Centre and determines whether there would be likely significant adverse impacts of locating certain main town centre uses outside of the Town Centre. Impacts must not solely focus upon the Town Centre, the vitality of other retail and commercial centres is vital in delivering key services across the Borough, if an application is located within a local centre and requires a retail impact assessment then the assessment must assess the impact of the proposal on the edge of centres, retail and leisure parks and the relevant local centres. Applicants are advised to speak to Planning Services in the first instance to agree the scope, key impact and level of detail for the report.
- 13.25 It is not necessary to apply the retail impact assessment to all applications for retail, leisure and business outside of the Town Centre as units below a certain threshold and in different locations are unlikely to have a negative impact upon the Town Centre. The Retail Study recommends that within Hartlepool a minimum local floorspace threshold of 200m<sup>2</sup> additional floorspace is an appropriate floorspace threshold.
- 13.26 The Borough Council endorses the recommended threshold for all locations except local centres. The Borough Council notes that throughout the Borough in designated retail and commercial centres and non-designated locations there are retail and leisure units that have drawn footfall away from the Town Centre. Across the Borough the average size of the above mentioned units is in excess of 200m<sup>2</sup> (not including the retail warehousing). Units of such a size are likely to attract higher footfall than smaller units and if they are located outside of the Town Centre, in less sustainable locations, they could take trade away from the Town Centre and thus potentially harm the vitality and viability of the Town Centre. In general the units within local centres are not in direct competition with the Town Centre, as such the Borough Council consider it would be unreasonable request to place an undue burden upon these often small scale, local businesses.

#### **RC1: Retail and Commercial Centre Hierarchy**

**The Borough Council has identified and defined a hierarchy of retail and commercial centres that will offer a variety of sites that are economically attractive, diverse and in appropriate sustainable locations and/or locations where connectivity can easily be enhanced throughout the Borough.**

**The defined hierarchy and sequential preference of the centres, for main town centre uses in the Borough are identified in table 14 and on the proposals map and are detailed below:**

- 1) The Town Centre, then;**
- 2) Edge of Town Centre Areas and Retail and Leisure Parks then;**
- 3) Local Centres.**

**Proposals for main town centre uses, not located within a designated centre will be required to provide a robust sequential test. The test must consider all of the Borough's designated centres and follow the sequential hierarchy. Where it is established that no suitable sites are available within the**

designated centres, an alternative acceptable location may be a location accessible by a choice of means of transport and/or which offers significant regeneration benefits.

Proposals for main town centre uses, within a local centre, in excess of 300m<sup>2</sup> floor space or above will be required to provide a robust sequential test. The test must consider all of the Borough's designated centres and follow the sequential hierarchy. Where it is established that no suitable designated centres are available to accommodate the proposals an alternative acceptable, accessible by a choice of transport and/or which offers significant regeneration benefits, may be acceptable.

Proposals for main town centre uses, within an edge of centre or Retail and Leisure Park, in excess of 250m<sup>2</sup> floor space or above will be required to provide a robust sequential test. The test must consider all of the Borough's designated centres and follow the sequential hierarchy. Where it is established that no suitable designated centres are available to accommodate the proposals an alternative acceptable, accessible by a choice of transport and/or which offers significant regeneration benefits, may be acceptable.

Proposals for retail, leisure and office development located in local centres, in excess of 300m<sup>2</sup> floorspace, will be required to provide a robust retail impact assessment. In some instances it may be necessary to assess the impact of the proposal on the Town Centre, other designated centres and village businesses and community facilities. Proposals which would undermine Town Centre vitality and viability will not be permitted.

Proposals for retail, leisure and office development in excess of 200m<sup>2</sup> floorspace, not located in the Town Centre or a local centre, will be required to provide a robust retail impact assessment. In some instances it may be necessary to assess the impact of the proposal on the Town Centre and other designated centres. Proposals which would undermine Town Centre vitality and viability will not be permitted.

### **Planning for a Sustainable Town Centre**

- 13.27 The Borough Council recognises that the heart of the Borough is the Town Centre. The Town Centre is the main shopping, commercial, educational and social centre of Hartlepool, the Town Centre is in a sustainable location, well served by public transport and within close proximity to a number of residential properties thus allowing a high number of residents to access it by foot or bicycle. Hartlepool has a relatively self contained Town Centre serving the immediate local area and the adjoining areas of south east Durham and Billingham.
- 13.28 At the heart of the Town Centre is the Primary Shopping Area located around York Road and the Middleton Grange Shopping Centre as illustrated on the proposals map. A1 retail uses dominate the Primary Shopping Area, other uses such as banks, building societies, estate agents, solicitors, cafes and restaurants falling within use classes A2 and A3 are also present within the Primary Shopping Area.

- 13.29 The uses discussed above are typical of a Primary Shopping Area and, although retail dominates, other uses, especially those within A2 and A3 are considered complementary to the retail function of the area. There are a limited number of other uses such as amusement arcades, hotels and public houses, dental practices and other health care facilities providing services and activities for users of the town centre. These uses are not seen as essential within the Primary Shopping Area and can have a detrimental impact upon the shopping environment. Such uses would be and could be better located elsewhere within the Town Centre, therefore the Borough Council will encourage non-A1, A2 and A3 uses to be directed beyond the limits of the Primary Shopping Area.
- 13.30 To the north of the Primary Shopping Area are further retail units, the Civic Centre, police station, community buildings, offices, a social club and supermarket along with a petrol filling station. To the east of the primary shopping area across the A689 is the Church Street area that provides the Public Transport Interchange, educational establishments, retail, commercial and leisure uses. The leisure uses within this area are particularly associated with the night time economy. To the south of the Primary Shopping Area are a number of retail units along with the One Life Medical Centre, a limited number of residential properties and two edge of centre commercial locations; to the south west is York Road South Edge of Centre Area and to the east is Stranton Edge of Centre Area. To the west of the Primary Shopping Area are a number of residential properties along with two edge of centre areas; to the north is West of Victoria Road Edge of Centre area and to the south is Park Road West Edge of Centre area.
- 13.31 All of the aforementioned uses assist in creating a Town Centre that has a mix of uses that assist in generating footfall. The Borough Council approach is one of flexibility and therefore the Town Centre is recognised a location for a variety of town centre uses and the Borough Council will work proactively to ensure a diverse range is offered and thrives.
- 13.32 There is a higher than national average number of vacant units within the in the Town Centre. The observed increase in the number of vacancies arising in the Primary Shopping Area (most notably Middleton Grange) is of particular concern and The Retail Study suggests that the high vacancy rates are linked to the over provision of retail floorspace within the Town Centre. As a result The Retail Study advocates that extreme caution should be exercised in permitting new floorspace outside the Town Centre.
- 13.33 The way in which people shop is changing; many people now choose to shop online and therefore not visit the Town Centre; conversely some may browse online and buy/collect in store from the Town Centre or in some instances from accessible out of Town Centre locations. To ensure the Town Centre thrives it must provide an attractive shopping and leisure experience which the internet is unable to match. The Borough Council's flexible approach to uses within the Town Centre will assist in competing with the internet yet more must be done to make the Town Centre as accessible as possible via sustainable transport modes and by improving and providing cheaper car parking.

- 13.34 The Borough Council accepts that drinking establishments and hot food takeaways contribute to the Borough's economy however these uses can often be associated with daytime closure and evening opening hours. Crime and anti-social behavior can often lead to disturbance emanating through the surrounding residential areas. The proliferation of such uses can, over time, alter the character and function of Town Centre. In order to protect the character and function of the Town Centre and to ensure the Innovation and Skills Quarter thrives, along with protecting the amenity of the occupiers of the surrounding residential areas applications for drinking establishments and hot food takeaways will be strictly controlled.
- 13.35 The Town Centre should not just provide shops and services, it should provide an attractive environment to assist in enticing people to interact with the area and be more likely to increase the duration of their stay. An attractive environment can assist in altering the image and perceptions of the Town Centre and can assist in improving safety. A poorly designed environment can have the opposite effect, it may discourage people from visiting the area or if they do visit, their stay may be shorter. To ensure Hartlepool attracts more visitors the Borough Council will encourage the creation of arrival points to Town Centre along with encouraging bold and innovative design of development within key locations.
- 13.36 The Retail Study highlighted that physical integration between the Middleton Grange Shopping Centre and the rest of the Town Centre appears to be a major obstacle to increased vitality and ongoing viability. Architecturally Middleton Grange Shopping Centre turns its back on the surrounding shopping streets, presenting unsightly views of the rear of the centre (including service yards and access areas) and providing links via large areas of surface car parking neither of which provides a particularly attractive shopping environment. The owners of the shopping centre acknowledge this as a problem and have proposals in mind to invest in environmental improvements to enhance the external elevations of the centre.

## **RC2: The Town Centre**

**The Town Centre, as defined on the proposals map will continue to be the primary retail and commercial centre in the borough. In accordance with policy RC1 the Borough Council will seek to diversify, support and protect the Town Centre as the sequentially preferable location for main town centre uses, including:**

- **Shops (A1)**
- **Financial and Professional Services (A2)**
- **Food and Drink (A3)**
- **Drinking Establishments (A4)**
- **Hot Food Takeaways (A5)**
- **Business (B1)**
- **Hotels (C1)**
- **Non-residential institutions (D1)**
- **Assembly and Leisure (D2)**
- **Theatres and Nightclubs (Sui Generis)**
- **Residential (C2, C2a, C3 and C4)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and the Green Infrastructure and the Planning Obligations SPD.**

**Within the Innovation and Skills Quarter, as identified on the proposals map, no A4, nightclubs and A5 uses will be permitted in the area located outside of the late night uses area.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with the Planning Obligation and Green Infrastructure SPDs, all development should facilitate, where appropriate, improvements to:**

- Creating a sense of arrival in the Town Centre**
- Connectivity within the Town Centre and between the different elements of the Town Centre, this includes providing visually attractive focal points that encourage movement.**
- Connectivity from the Town Centre to Edge of Town Centre areas and the Retail and Leisure Parks including improved pedestrian and cycle provision**
- Public transport provision**
- Cycling facilities**
- Car parking facilities**
- The overall environment and appearance of the area**
- Areas of public realm**

**Where medium/large scale developments are proposed the Borough Council will encourage bold and innovative design. Smaller scale proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

### **Planning for a Sustainable Innovation and Skills Quarter**

- 13.37 The Innovation and Skills Quarter (ISQ) is identified on the proposal map. The Innovation and Skills Quarter is located with the eastern part of the Town Centre and the Lynn Street/North of Mainsforth Terrace Edge of Centre. Guided by recommendations included in the Regeneration Masterplan the ISQ is designed to address the key economic and property market challenges that are a barrier to development in the area. The ISQ will build on recent investment in the Hartlepool College of Further Education and further development of the Cleveland College of Art & Design. Cleveland College of Art & Design have recently been awarded money from the Local Growth Fund to expand and create a landmark modern educational building will anchor the eastern end of Church Street and add significance to the Church Street Conservation Area.
- 13.38 Cleveland College of Art & Design and Hartlepool College of Further Education provide a supply of job ready, adaptable skilled workers however the graduate retention levels within the area are low despite the high percentages of graduates going on to create their own businesses. There is currently a lack of suitable space for start-up companies and small firms that require space, centrally located in Hartlepool, to set up grow, and expand. The ISQ seeks to create a focus for new small business development particularly relating to the creative and digital industries sector.
- 13.39 Attracting students from outside the area is important to ensure the area develops and thrives, the provision of student accommodation will be encouraged at the Lynn Street Depot site and within other areas throughout the area. Having students who are resident and learning in the area will also increase footfall on Church Street and in the surrounding retail and commercial centres.
- 13.40 In support of this investment the Borough Council will pursue opportunities for high quality investment in the public realm and explore opportunities to create a pedestrian friendly environment which will help improve connectivity across the area.
- 13.41 The creation of the ISQ with enhanced physical environment and commercial floorspace, coupled with a supportive culture, would help to improve perceptions of Hartlepool as a place to live and work for pre-start, micro and Small and Medium-sized Enterprises (SMEs) in the fields such as design, advanced manufacturing and digital media. They can then grow in the town and contribute the local economy and the community.

### **RC3: Innovation and Skills Quarter**

**In the area identified on the proposals map, the Borough Council will continue to encourage and promote the development of an Innovation and Skills Quarter (ISQ).**

**The provision of small scale starter units will be encouraged within the ISQ and the Borough Council will actively encourage such uses within the area.**

**In order to achieve a positive change within the area and to ensure that the ISQ area evolves accordingly no A4, nightclubs and A5 uses will be permitted in the area located outside of the late night uses area, as identified on the proposals map.**

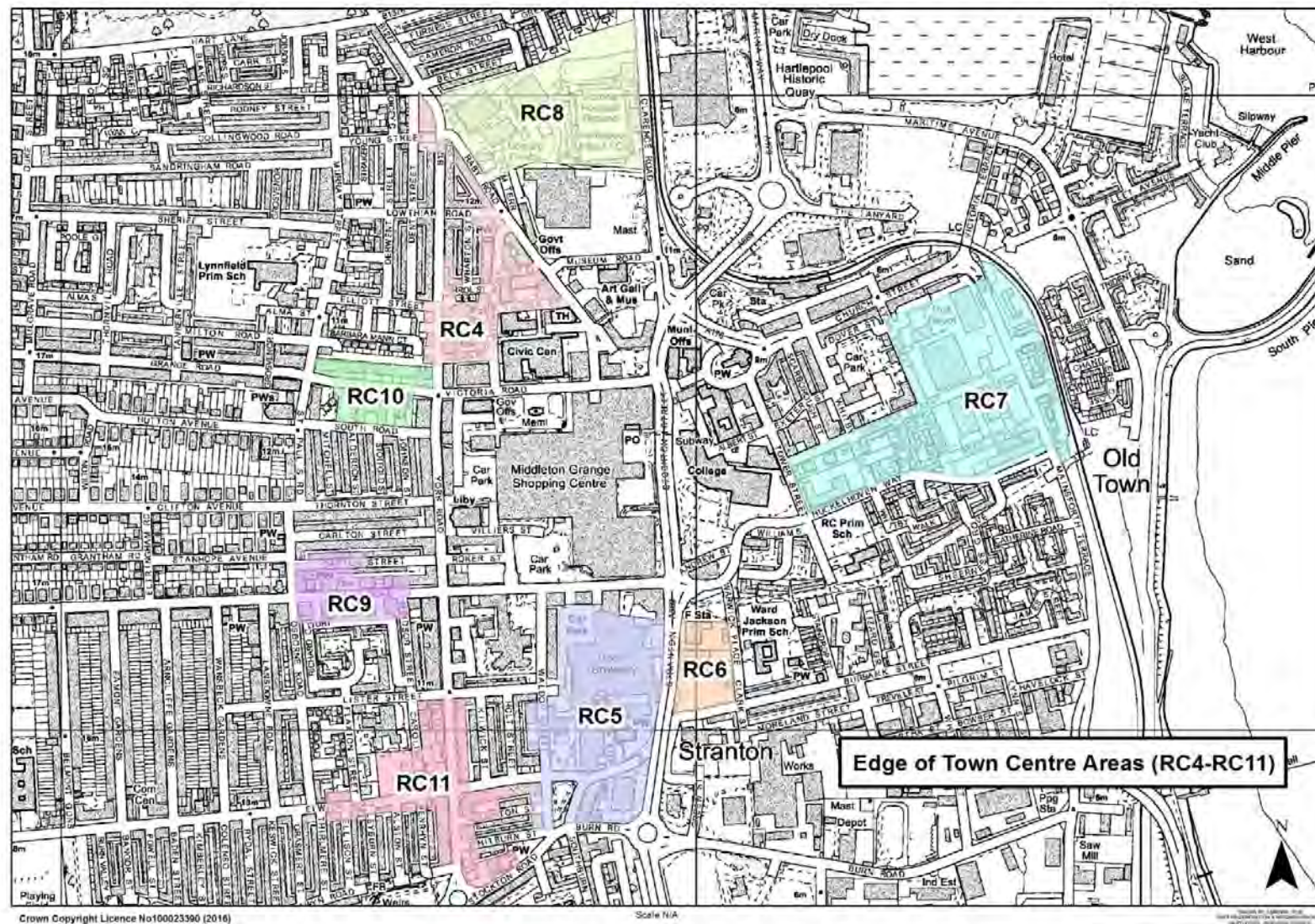
**Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

**Improvements to the public realm will be supported providing they are appropriate and respect the Church Street Conservation Area designation.**

**The pedestrianisation of some of Church Street will be supported providing that it will not have a significant impact upon the flow of vehicular traffic within the area.**



Diagram 2 – Edge of Town Centre Areas



### **Planning for Sustainable Edge of Town Centre Areas**

- 13.42 Immediately surrounding the Town Centre are a number of areas suitable for a range of uses which could enhance the variety of facilities and support the vitality and viability of the Town Centre. The edge of centre locations, as identified on Diagram 2, are well integrated and relate well to the Town Centre providing complementing retail, business and other services. The edge of centre areas commonly incorporate a higher proportion of residential uses compared to the Town Centre.
- 13.43 Within this Local Plan and identified on the proposals map are eight designated edge of centre locations, each edge of centre provides a different type and amount of retail, leisure and other services and each edge of centre has an important role to play in adding to the overall offer of the Town Centre and wider central area.
- 13.44 The Borough Council considers these shops and services vital for maintaining employment and for providing shops and services close to where people live. The Council seeks to ensure these shops and services remain.
- 13.45 The Borough Council recognises that each edge of centre location has a different character, offer and generally serves a different purpose. Different types of businesses are located within different areas, the Borough Council seeks to capture the unique character and purpose of each area and over time the Borough Council would like to see certain uses within certain areas phased out. Although the Borough Council cannot force businesses to relocate the Borough Council can restrict what new uses can go into an area and encourage other uses to re-locate. Similarly as the Borough Council seeks to ensure the retail and commercial space within the area is safeguarded for future growth then residential development will not be supported in some locations and in other locations it may only be supported on upper floors. Each policy sets out the preferred uses for the area. Other uses may be acceptable but in the first instance the Borough Council will work pro-actively to encourage the specified uses within each area.
- 13.46 There is a need to improve the physical links between the Town Centre and the edge of centre locations. Residents and visitors should have the option to move between the Town Centre to the edge of centre locations and vice versa by a means of pleasant walking/cycling routes. At present many of the walking/cycling routes are uninviting and the car dominates particularly along Raby Road, Victoria Road, York Road and the A689 (Stockton Road). The Council will seek to ensure that development contributes to the improving connectivity both within the edge of centre locations and the Town Centre.

### **Avenue Road/Raby Road Edge of Town Centre Area**

- 13.47 The Avenue Road/Raby Road area is located to the north east of the Town Centre within walking distance to key Town Centre uses such as supermarkets the Civic Centre and the services and units along York Road.
- 13.48 The area has a mix of uses, from retail to restaurants, along with being a key location for non-residential institutions, such as The Masonic Hall and a variety of welfare centres. To the north of the area is the vacant Odeon cinema, a

grade II listed building that has been vacant for some time. The area is significantly bounded by residential properties to the north and west.

- 13.49 The Borough Council seeks to ensure this edge of centre location provides a complimentary offer to the Town Centre with particular uses relating to health and wellbeing being encouraged here.
- 13.50 The former Odeon site on Raby Road is a prominent landmark at a gateway location heading towards the Town Centre. The Grade II Listed four storey building closed as a cinema in 1981 and, despite a number of subsequent uses including a snooker hall and a night club use in the 1990s, since 1999 the building has stood vacant and its physical fabric has deteriorated dramatically. Whilst the Borough Council can continue to take appropriate action to ensure the maintenance and protection of the Listed Building in the short-term it is important that a long-term solution is found for the site. The conversion of the building should be investigated via a full feasibility exercise that considers all realistic uses for the building, in close consultation with Historic England and the Borough Council's Conservation Team. If it is not feasible or viable to do so then demolition may be considered. The building and/or land could accommodate a number of uses all set out within the policy below.
- 13.51 In order to protect the amenity of the occupiers of the residential areas to the north and west, applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.
- 13.52 The general connectivity of the area is good, with streets linking the area to the Town Centre and Mill House area. The environmental quality and overall appearance of the buildings could be improved. The area is dominated by buildings and car parking. Additional landscaping and improvements to the fabric and signage of buildings would assist in uplifting the area.

#### **RC4: Avenue Road/Raby Road Edge of Town Centre Area**

**The Borough Council will seek to diversify, support and protect Avenue Road/Raby Road Edge of Town Centre.**

**In accordance with policy RC1, after the Town Centre, the Edge of Town Centre areas and Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within Avenue Road/Raby Road Edge of Town Centre:**

- **Shops (A1)**
- **Financial and Professional Services (A2)**
- **Food and Drink (A3)**
- **Business (B1)**
- **Hotels (C1)**
- **Non-residential institutions (D1)**
- **Assembly and Leisure (D2)**
- **Residential (C2, C2a, C3 and C4)**

**Applications for drinking establishments (A4 use class) and hot food**

**takeaways (A5 use class) will not be permitted.**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the property and the surrounding area and the Green Infrastructure and Planning Obligations SPD.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty, along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with the Green Infrastructure and Planning Obligations SPDs, all development should facilitate, where appropriate, improvements to:**

- **The overall environment and its visual amenity**
- **Improvements to the appearance of the buildings, including improving signage.**
- **Areas of public realm particularly in association with any development of The Former Odeon site.**

**The design of all units is key to improving the appearance and safety of the area, Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

#### **The Brewery and Stranton Edge of Town Centre Area**

13.53 The Brewery and Stranton Edge of Town Centre area is located to the south of the Town Centre. The area is bounded to the east by the A689, to the south by Burn Road and to the west by residential properties. The area is predominately designated as Stranton Conservation Area and includes uses such as the Cameron's Brewery and associated offices, retail warehousing and a selection of small to medium size shops and services in Vicarage Gardens. The area is located on a key route into the Town Centre. The area is not predominately surrounded by residential properties.

13.54 The Borough Council seeks to ensure this edge of centre remains healthy and provides a location which is complimentary to the Town Centre. The area does host a variety of uses and the Borough Council would seek to ensure this remains. The area around Vicarage Gardens is particularly attractive and could host a number of cafes that could have on street seating and assist in creating a cafe culture in this attractive area to the south of the Town Centre.

13.55 The continued use of drinking establishments (A4 use class) will be supported in this area, as the area has an established social hub and some limited additional A4 uses could add to the offer in the area. Further applications for drinking establishments will be supported providing they do not alter the character of the area as a whole and/or have a detrimental impact upon the amenity of surrounding land uses. There are currently no A5 uses within the area and in order to protect the amenity of the occupiers of the residential areas to the north and east and to prevent the exacerbation of the health

inequalities applications for hot food takeaways (A5 use class) will not be permitted.

- 13.56 Connectivity to the Town Centre is good with key routes being the A689 and Waldon Street. However, the attractiveness of the routes could be improved as they are dominated by vehicular traffic and hard standing. The site is also within close proximity to Burn Valley green wedge and attempts to improve the connectivity between this edge of centre location and the Burn Valley will be encouraged. Due to the location of the centre on a key transport route, along with the conservation area designation and the presence of the Grade II\* listed church, the design of buildings or alterations to buildings should be of a high quality design and assist in forming an attractive entrance to the Town Centre. Any signage within the area should be sympathetic to the key route and the conservation area designation and signage that would detract from the area's visual quality may be refused.

#### **RC5: The Brewery and Stranton Edge of Town Centre Area**

**The Borough Council will seek to diversify, support and protect Brewery and Stranton edge of Town Centre.**

**After the Town Centre, the Edge of Town Centre Areas and Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within The Brewery and Stranton Edge of Town Centre:**

- **Shops (A1)**
- **Financial and Professional Services (A2)**
- **Food and drink (A3)**
- **Drinking Establishments (A4)**
- **Business (B1)**
- **Hotels (C1)**
- **Non-residential institutions (D1)**
- **Assembly and Leisure (D2)**
- **Residential (C3)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the property and the surrounding area and the Green Infrastructure and Planning Obligations SPD.**

**Applications for hot food takeaways (A5 use class) will not be permitted.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with the Green Infrastructure and Planning Obligations SPDs, all development should facilitate, where appropriate, improvements to:**

- **Connectivity to the Town Centre through environmental**



- improvement works and improved pedestrian and cycle provision;
- **Connectivity to the Burn Valley Green Wedge through environmental improvement works and improved pedestrian and cycle provision;**
- **Cycling facilities;**
- **The overall environment and appearance of the area including areas of public realm, respecting the conservation area designation.**
- **The design of focal buildings along with the signage, particularly along the A689.**

**The design of all units is key to improving the appearance and safety of the area. Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

#### **East of Stranton Edge of Town Centre Area**

- 13.57 East of Stranton Edge of Town Centre is located to the south of the Town Centre bounded by Clark Street and residential properties to the east, Burbank Street and industrial businesses to the south, the A689 to the west, public open space and Hucklehoven Way to the north. The edge of centre area is adjacent to the Stranton Conservation Area, albeit separated by the A689. The area has the potential to provide a transition zone from the Innovation and Skills Quarter towards the employment location to the south. The area is not predominately surrounded by residential properties although a significant number are located to the east of the area.
- 13.58 The predominant uses in this area are the fire station and Royal Mail sorting office along with a parcel of vacant land to the south.
- 13.59 The Borough Council seeks to ensure that the fire station and Royal Mail sorting office remain active. Should these uses cease then the most appropriate uses for this area would be those that have the potential to generate high employment. Office development could possibly serve the industrial uses to the south, educational establishments could compliment the education and skills hub to the north of the area. To ensure traffic flows and safety along the A689 is not negatively impacted upon then access to these locations must be from Clark Street and Burbank Street and not from the A689.
- 13.60 The Borough Council expect the parcel of vacant land is brought into use, either by virtue of the unimplemented permission or by the implementation of a new permission, possibly relating to the above mentioned uses. Other uses as detailed in the policy below may be acceptable, however the aspiration for the area is to provide a key employment location and B1 office uses along with educational establishments would assist in achieving this should the existing uses ever cease.
- 13.61 Due to the location of industrial units to the south and the heavily trafficked A689 to the west the Borough Council does not deem this area appropriate for tourist related businesses such as hotels, museums and art galleries. Such uses that attract high numbers of visitors should be located within areas where the surrounding land uses are unlikely to have a detrimental impact upon the experience of the visit. The Borough Council seeks to ensure visitors benefit

from the array of attractions that Hartlepool has to offer and do not take away negative impression relating to noise from traffic and/or industry.

13.62 The East of Stranton Edge of Town Centre is not significantly bounded by residential properties; however there is a large residential area to the east which could be significantly impacted upon if drinking establishments and hot food takeaways were located within this edge of centre location. Applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.

13.63 There is no public open space within the edge of centre; the route to and from the Town Centre along the A689 is dominated by cars and hardstanding. The Borough Council would seek to ensure that all development along this key route is of high design and that the route is improved over time either through environmental improvement works or by improving the appearance of the fire station and Royal Mail sorting office. Development will be expected to be of high quality design and provide environmental enhancements to assist in improving the green infrastructure network across the Borough as a whole.

#### **RC6: East of Stranton Edge of Town Centre Area**

**The Borough Council will seek to diversify, support and protect East of Stranton edge of Town Centre.**

**In accordance with policy RC1, after the Town Centre, the Edge of Town Centre areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within East of Stranton Edge of Town Centre:**

- **Business (B1)**
- **Non-residential institutions (D1)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.**

**Applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**Access to the area will not be permitted from the A689.**

**In accordance with the Green Infrastructure and Planning Obligations SPDs, all development should facilitate, where appropriate, improvements to:**

- **Connectivity to the Town Centre by improving crossing points and the overall environment and appearance particularly along the A689.**

- **Cycling facilities.**

**The design of all units is key to improving the appearance and safety of the area, Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

**Lynn Street Edge of Town Centre Area**

- 13.64 The Lynn Street Edge of Town Centre is located to the south east of the Town Centre. The area is bounded by the railway to the east; residential properties to the south and the Town Centre to the west and north.
- 13.65 The predominant uses within the area are office uses, car repair, car wash, workshops and warehouses. The area typically serves as an employment and service location not a retail location.
- 13.66 Church Street Conservation Area is located to the immediate north east of the area and to ensure that the conservation area is preserved and where possible enhanced, development must take into account the character of the adjoining conservation area and nearby listed buildings.
- 13.67 The Borough Council seeks to ensure this edge of centre location thrives and continues to provide a range of uses such as vehicle repair and warehousing towards the south and eastern boundary, typically an area that hosts uses that are not compatible with the Town Centre yet should be located in sustainable locations. The Borough Council seeks to ensure that the new college and student accommodation is delivered to the north of the area
- 13.68 Due to the mix of uses, including uses that are not typically visually attractive, the Borough Council would not seek to allow this area to develop as a tourist destination and therefore would not seek to encourage tourist type activity such as hotels, museums art galleries etc. within this area. The Borough Council recognises that visitor accommodation may be necessary as the educational offer in the area improves however the Borough Council seeks to encourage the provision of hotels within the Town Centre.
- 13.69 The Lynn Street Edge of Town Centre is located within the Innovation and Skills Quarter and it is considered that drinking establishments and hot food takeaways are not aligned with the ISQ strategy and should be restricted within this area.
- 13.70 The connectivity of the area to the Town Centre is good given the key routes along Lynn Street and Surtees Street however the visual amenity of these key routes could be enhanced. Given the areas proximity to the late night uses area and the desire to enhance the educational and student accommodation offer in and around the area improvements to the overall safety and security should be ensured. Development will be expected to consider safety and security along with environmental enhancements as a priority.



## **RC7: Lynn Street Edge of Town Centre Area**

**The Borough Council will seek to diversify, support and protect Lynn Street Edge of Town Centre.**

**In accordance with policy RC1, after the Town Centre, the Edge of Town Centre areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within Lynn Street Edge of Town Centre:**

- **Food and drink (A3)**
- **Businesses (B1)**
- **Non-residential institutions (D1)**
- **Assembly and Leisure (D2)**
- **Residential (C2 and C3)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and the Green Infrastructure and Planning Obligations SPD.**

**Applications for hot food takeaways (A5 use class) will not be permitted.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**In accordance with the Green Infrastructure and Planning Obligations SPDs, all development should facilitate, where appropriate, improvements to:**

- **Connectivity to the Town Centre and Retail and Leisure Parks to the north of the railway through improved pedestrian and cycle provision;**
- **Cycling facilities;**
- **The overall environment, appearance and security of the area.**

**The design of all units is key to improving the appearance and safety of the area, Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

### **Mill House Edge of Town Centre Area**

13.71 The Mill House Edge of Town Centre is located to the North of the Town Centre, within walking distance of key services such as a supermarket, the Civic Centre and Middleton Grange Shopping Centre. The area is bounded by residential properties to the north and west, the Town Centre to the south and the railway line to the east.

13.72 The predominant uses within the area relate to leisure activities such as the Mill House Leisure Centre, Hartlepool Indoor Bowls Club and Hartlepool United Football Club. The leisure centre and bowls club are reaching the end of their physical lives and the Borough Council is considering options for future

provision of these or similar facilities either on the existing site or within the Town Centre. The Borough Council seeks to ensure that this area remains a focus for leisure activities however should the leisure facilities re-locate then the Council would work with the house building industry and encourage the land to be used for housing development.

13.73 Due to the proximity of a significant number of residential properties surrounding the area and in order to protect the amenity of the occupiers of the residential properties applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.

13.74 Connectivity to the Town Centre is good along Raby Road and Clarence Road. There are some areas of landscaping along Raby Road which create a more pleasant environment yet Clarence Road is dominated by a wide road, wide paths and bleak railway barriers with no landscaping. The key routes could be enhanced to assist in improving the enjoyment of navigating between the Town Centre and the Mill House area.

#### **RC8: Mill House Edge of Town Centre Area**

**The Council will seek to diversify, support and protect Mill House Edge of Town Centre.**

**In accordance with policy RC1, after the Town Centre, the Edge of Town Centre Areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within Mill House Edge of Town Centre:**

- **Non-residential institutions (D1)**
- **Assembly and Leisure (D2)**
- **Residential (C2 and C3)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.**

**Applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty, along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with policies the Green Infrastructure and Planning Obligations SPDs, all development should facilitate, where appropriate, improvements to:**

- **Connectivity to the Town Centre through environmental enhancement works and improved pedestrian and cycle provision;**
- **Cycling facilities;**
- **The overall environment and appearance of the area and the addition**

**of public art linked to sporting activity.**

**The design of all units is key to improving the appearance and safety of the area, Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

#### **Park Road West Edge of Town Centre Area**

- 13.75 Park Road West Edge of Town Centre area is located to the south west of the Town Centre, bounded by residential properties to the north, south and west. The predominant uses within the area are retail and non-residential institutions such as support groups and dance studios. Other common uses include vehicle repair and servicing facilities, typically located to the north of the area. The retail and non-residential institutions units within this area are welcomed and the Borough Council seeks to ensure such provision remains and increases. The Borough Council does not deem vehicle repair and servicing uses appropriate uses within an area surrounded by a high number of residential properties. The Borough Council would like to see a shift away from these types of uses within the area.
- 13.76 Due to the proximity of a significant number of residential properties surrounding the area and in order to protect the amenity of the occupiers of the residential properties, applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.
- 13.77 Park Road has direct access onto York Road and the Primary Shopping Area, although access to the Town Centre is good, the general appearance of the area could be improved. There is no green infrastructure in this part of Park Road and car parking areas to the north of Park Road visually dominate the area. On street parking is provided to the south of Park Road with double yellow lines restricting parking along the north of the road, at times the parking restrictions are ignored and thus traffic congestion can occur.

#### **RC9: Park Road West Edge of Town Centre Area**

**The Borough Council will seek to diversify, support and protect Park Road West Edge of Town Centre.**

**In accordance with policy RC1, after the Town Centre, the Edge of Town Centre Areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within Park Road West Edge of Town Centre:**

- **Shops (A1)**
- **Financial and Professional Services (A2)**
- **Food and Drink (A3)**
- **Offices (B1)**
- **Hotels (C1)**
- **Assembly and Leisure (D2)**
- **Residential (C2, C2a, C3 and C4)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the property and the surrounding area and that they are in accordance with the**

## **Green Infrastructure and Planning Obligations SPD.**

**Vehicle repair and servicing businesses (Sui Generis) will not be supported within this area.**

**Applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty, along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**In accordance with the Green Infrastructure and Planning Obligations SPDs, all development should facilitate, where appropriate, improvements to:**

- **The overall environment and appearance of the area;**
- **Car parking provision and/or parking management solutions.**

**The design of all units is key to improving the appearance and safety of the area. Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

### **West Victoria Road Edge of Town Centre Area**

13.78 West Victoria Road Edge of Town Centre is located to the west of the Town Centre bounded by residential properties to the north, south and west. The properties to the North of Victoria Road are located within Grange Conservation Area.

13.79 The predominant uses within the area are financial and professional services along with a medical centre, the majority of which are served by in curtilage car parking.

13.80 The Borough Council will encourage professional services and medical facilities to thrive and expand within this area. The operation of such services is complimented by the in-curtilage parking.

13.81 Due to the proximity of a significant number of residential properties surrounding the area and in order to protect the amenity of the occupiers of the residential properties, applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.

13.82 The connectivity to the Town Centre is good with a direct link along Victoria Road, giving direct access to the Primary Shopping Area. Victoria Road is a heavily trafficked road with wide pavements and parking bays within the curtilages to the north of Victoria Road. The area is dominated by hard standing (paths and parking) and therefore improvements could be made to the general visual amenity of the area.

## **RC10: West Victoria Road Edge of Town Centre Area**

**The Borough Council will seek to diversify, support and protect West Victoria Road Edge of Town Centre.**

**After the Town Centre, the Edge of Town Centre Areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within West Victoria Road Edge of Town Centre:**

- **Financial and Professional Services (A2)**
- **Offices (B1)**
- **Non-residential institutions (D1)**
- **Residential (C2 C2a, C3 and C4)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.**

**Applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty, along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with the Green Infrastructure and Planning Obligations SPDs, all development should facilitate, where appropriate, improvements to:**

- **The overall environment and appearance of the area.**

**The design of all units is key to improving the appearance and safety of the area, Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

### **York Road South Edge of Town Centre Area**

13.83 York Road South Edge of Town Centre is located to the south of the Town Centre bounded by residential properties to the west, south and east and within close proximity to Burn Valley Gardens.

13.84 The predominant uses within the area are shops, financial services and hot food takeaways with a limited number of non-residential institutions and vehicular repair and servicing facilities. The Borough Council seeks to ensure that the provision of shops and financial services along with the other uses such as non-residential institutions remain high in this area however the use of vehicular repair and servicing is not deemed to be an appropriate use within an area so close to the Town Centre and in an area predominately surrounded by residential properties therefore the Borough Council will seek to restrict these types of Sui Generis uses.

- 13.85 The former Health Authority outpatients' clinic was located on the corner of Elwick Road and Caroline Street. The clinic was demolished in 2011 and the land has remained vacant since. The Borough Council will seek to ensure that this land is redeveloped and adds to the overall offer and compliments the Town Centre as a whole.
- 13.86 Due to the proximity of a significant number of residential properties surrounding the area and in order to protect the amenity of the occupiers of the residential properties, applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.
- 13.87 This edge of centre location spans either side of York Road and has good access to the Town Centre and the primary shopping area. There is some limited vegetation close to Burn Valley roundabout along with some street trees. Improvements in the provision of green infrastructure leading up York Road to the town centre will be encouraged. There is some limited uncovered, yet naturally overlooked, cycle parking to the south of the area, this provision is welcomed.

#### **RC11: York Road South Edge of Town Centre Area**

**The Borough Council will seek to diversify, support and protect York Road South Edge of Town Centre**

**After the Town Centre, the Edge of Town Centre areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within York Road South Edge of Town Centre.**

- **Shops (A1)**
- **Financial and Professional Services (A2)**
- **Food and Drink (A3)**
- **Offices (B1)**
- **Hotels (C1)**
- **Assembly and Leisure (D2)**
- **Residential (C2 C2a, C3 and C4)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.**

**Applications for drinking establishments (A4 use class) and hot food takeaways (A5 use class) will not be permitted.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty, along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with the Green Infrastructure and Planning Obligations SPDs,**

**all development should facilitate, where appropriate, improvements to:**

- **The overall environment and appearance of the area.**

**The design of all units is key to improving the appearance and safety of the area, Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

### **Planning for Sustainable Retail and Leisure Parks**

13.88 Within Hartlepool there are four retail and leisure parks, three of the parks are located to the north of the Town Centre (The Marina, West of Marina Way and Trincomalee Wharf) and the fourth, Tees Bay Retail and Leisure Park, is located approximately two miles to the south of the Town Centre.

13.89 The Borough Council recognises the important role that the Parks play in providing retail and leisure opportunities. The Borough Council seeks to ensure that the Parks thrive and improve the retail and leisure offer in Hartlepool for residents and assist in making Hartlepool a popular visitor destination.

### **The Marina Retail and Leisure Park**

13.90 Hartlepool Marina is located to the north east of the Town Centre and incorporates, Navigation Point which is the focus for leisure activity and the Vision Retail Park which is the focus of retail activity. The Marina hosts a wide range of uses primarily including housing, offices, retail along with leisure and tourism which includes the National Museum of The Royal Navy and HMS Trincomalee (the oldest Navy warship in the UK which is still afloat) and the Museum of Hartlepool.

13.91 The Marina boundary has been amended since the 2006 Local Plan, to remove Anchor Retail Park. Anchor Retail Park is dissected by Marina Way and is deemed to have a different purpose to that of the area surrounding the water (The Marina area) and the Anchor Retail Park area would be better identified as its own retail area rather than as part of the Marina.

13.92 The Marina allocation in this Local Plan includes the water within the Marina. The water and waterfront are important features which the Borough Council seeks to ensure remain attractive features. The Borough Council wish to see the water enhanced with the provision of water based activities, connectivity infrastructure such as water taxis and the waterfront visually improved. Allowing built development on and/or over the water could hamper the opportunities to develop water based activities and the Borough Council will seek to strictly control any development on/over the water. Allowing poor design and poor connectivity along the waterfront could hamper the experience of visitors therefore any development should form a strong relationship between building/s and waters edge.

13.93 The Marina will continue to be developed for a mixture of uses which will enhance its value as a major attraction for both residents and visitors. Given that there is unlikely to be any need for additional convenience floorspace over the plan period then the Borough Council seeks to focus A1 food retailing within the Town Centre and on sites which currently benefit from unrestricted

A1 use and could operate as food retail. The Borough Council will not support the addition of food retailing within Tees Bay and will condition future A1 application to non-food retail only.

- 13.94 The redevelopment of the longstanding vacant Jackson's Landing is a priority because of its prominent location and its potential to stimulate further investment within The Marina area.
- 13.95 The Marina area forms part of the evening economy visitors frequent the numerous eating and drinking establishments. Often accompanying drinking establishments are hot food takeaways. The Borough Council recognises the need to provide a comprehensive evening economy offer whilst protecting the overall vitality and viability of The Marina, the health of residents and residential amenity. All applications for drinking establishments will be considered on a case by case basis and applications for hot food takeaways will be assessed in accordance with policy RC18.
- 13.96 There is a need to improve the links between The Marina and the Town Centre. At present the walking/cycling routes are uninviting and the car dominates and there are no cycle parking facilities within the area. The Borough Council will seek to ensure that development contributes to the improving connectivity both within The Marina and to adjacent areas.
- 13.97 Much of The Marina area is dominated by car parking, particularly to the front of Navigation point, although car parking provision is essential the Borough Council consider that the overall visual appearance of the large car parking areas could be improved through the provision of landscaping. It may be appropriate to reduce the number of bays to ensure that maintainable areas of landscape can be inserted into the area where it is considered that this will not impact on the viability of local businesses.
- 13.98 Refuse bins are located throughout the area, these bins can, at times be unsightly and therefore the Borough Council seeks to ensure that development seeks to improve the overall appearance of the area which may include facilitating the provision of screened bin storage areas.
- 13.99 The Middleton Road entrance to Navigation Point is not inviting or appealing. The Borough Council will seek to ensure that development contributes to a scheme to improve the overall appearance of the entrance possibly through improvements through public art or landscaping.
- 13.100 Advertising within The Marina plays a vital role in informing visitors what is on offer within the area and assists in capturing visitors for longer stays and increasing the spend whilst in the area. Currently the advertising within The Marina is limited and outdated. The Borough Council will encourage and support applications that seek to improve the overall signage quality across the area particularly signs that are reflective of the areas history and/or function. Poor quality signage will be resisted due to the detrimental impact it has on the visual amenity of the area.



## **RC12: The Marina Retail and Leisure Park**

The Borough Council will seek to diversify, support and protect The Marina Retail and Leisure Park.

In accordance with policy RC1, after the Town Centre the Edge of Centre Areas and Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within The Marina Retail and Leisure Park.

- Non-food Shops (A1)
- Food and Drink (A3)
- Drinking Establishments (A4)
- Offices (B1)
- Hotels (C1)
- Non-residential Institutions (D1)
- Assembly and Leisure (D2)
- Residential (C2 and C3)

The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.

The use of the water will be safeguarded for water based activity including sporting activities and transport infrastructure linked to water taxi provision. Built development in and/or over the water will be strictly controlled.

Any development along the waterfront must be of particularly high design and should actively open up the relationship between the water and the waters edge.

Businesses will not be permitted to operate between the hours of 11.30pm and 7am.

In accordance with the Planning Obligations and Green Infrastructure SPDs all development and should facilitate, where appropriate, improvements to:

- Connectivity to the Town Centre and the Retail and Leisure Parks through improved pedestrian and cycle links.
- Public transport provision, facilities and cycling facilities.
- The overall environment and appearance of the area.
- The Middleton Road and Marina entrance.
- Areas of public realm.

The design of all units and the display of advertising is key to improving the appearance, safety and promotion the area; proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD and proposals relating to advertisements must be in accordance with policy QP8.

Car parking areas should be adequately landscaped and screened from the Waterfront. Refuse storage areas should in the first instance be to the rear

and adequately screened.

**Developments that are likely to have an impact upon existing infrastructure or require new infrastructure will be required to provide such infrastructure in accordance with policy QP2 and the Planning Obligations SPD.**

### **West of Marina Way Retail and Leisure Park**

- 13.101 The West of Marina Way Retail and Leisure Park is located to the north of the Town Centre and to the west of The Marina. The area comprises of three distinct areas, High Point Retail Park to the north, Anchor Retail Park in the centre and a supermarket and petrol filling station to the south. The predominant uses within the area are retail uses and the Borough Council will seek to ensure that this remains. The area is dissected from residential properties by Marina Way and the railway line and therefore in some instances businesses may operate here beyond 11.30pm and before 7am.
- 13.102 Given that there is unlikely to be any need for additional convenience floorspace over the plan period then the Borough Council seeks to focus A1 food retailing within the Town Centre and on sites which currently benefit from unrestricted A1 use and could operate as food retail. The Borough Council will not support the addition of food retailing within Tees Bay and will condition future A1 application to non-food retail only.
- 13.103 There are some opportunities for dining in the retail and leisure park within the existing Retail and Leisure Park. The Borough Council will support future application for eating establishments where they are deemed to be complimentary to the retail offer and do not significantly diminish the primary function of the area as a retail and leisure park. The use of drinking establishments and hot foot takeaway will not be supported.
- 13.104 There is a need to improve the links between the West of Marina Way Retail and Leisure Park and the surrounding areas, particularly the Town Centre. Given that the Park is served by three large car parks and that the walking and cycling links from the Town Centre are poor and uninviting it is often the case that many visitors access the area by car. The Borough Council will seek to reduce the reliance upon the car and therefore seek to ensure that development contributes to improving the pedestrian and cycling linkages to and from the Park to the surrounding areas.
- 13.105 Highpoint Retail Park is served by large free to use car park. The area has an attractive frontage with Marina Way, however the vehicular entrance from Marina Way is poor as it is not clearly identifiable and lacks an entrance feature. The Borough Council considers that the area would benefit from signage before the entrance and an attractive entrance feature to allow drivers time to slow before entering and ensuring that the entrance to the site is welcoming and attractive.

- 13.106 Anchor Retail Park and the supermarket site are served by large free to use car parks, the car parks have limited landscaping throughout. The area has a landscape buffer along Marina Way. Although the landscaping does add to the visual amenity of the area the Borough Council will seek to ensure that development improves the level of landscape provision to assist further in improving the visual amenity of the area in a bid to attract more visitors.
- 13.107 The advertisements for Highpoint Retail Park and Anchor Retail Park are key to informing passers by and visitors what is on offer within the area. The signs are out dated and the Borough Council will encourage and support applications that seek to improve the overall signage quality across the area, particularly signs that are reflective of the areas history and/or function.

### **RC13: West of Marina Way Retail and Leisure Park**

**The Borough Council will seek to diversify, support and protect West of Marina Way Retail and Leisure Park.**

**In accordance with policy RC1, after the Town Centre, the Edge of Town Centre Areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within West of Marina Way Retail and Leisure Park.**

- **Non-food Shops (A1)**
- **Food and Drink (A3)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with the Planning Obligations and Green Infrastructure SPDs all development should facilitate, where appropriate, improvements to:**

- **Connectivity to the Town Centre and the adjacent Retail and Leisure Parks through improved pedestrian and cycle links and cycling facilities.**
- **Public transport facilities.**
- **The overall environment and appearance of the area.**
- **The entrance way to Highpoint Retail Park from Marina Way.**

**The design of all units and the display of advertising is key to improving the appearance, safety and promotion the area; proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD and proposals relating to advertisements must be in accordance with policy QP8.**

**Car parking areas should be adequately landscaped and screened from public view. Refuse storage areas should in the first instance be to the rear and adequately screened.**

**Where developments are likely to have an impact upon existing infrastructure or require new infrastructure, the applicant will be required to provide such infrastructure in accordance with policy QP1, the Planning obligations SPD and the Local Infrastructure Plan.**

**Trincomalee Wharf Retail and Leisure Park**

- 13.108 The Trincomalee Wharf Retail and Leisure Park is located to the north of the Town Centre, just beyond the railway line and to the south of The Marina Retail and Leisure Park. The area hosts a variety of leisure uses, all served by free to use car parks, including Vue cinema, Mecca bingo, Pizza Hut, KFC and McDonalds along with a hotel. The eastern half of the area comprises of a large area of waste land with some residential units located to the north east corner in the Grade II listed former Old Dock Offices and Old Customs House.
- 13.109 The current uses are welcomed within this area as they improve the leisure offer within Hartlepool. Notwithstanding the existing permission that has been granted and implemented, in part, across The Marina and Trincomalee Wharf area, the Borough Council will seek to ensure that the vacant land within the area is developed as a mixed use area that could accommodate uses including, residential, offices, leisure uses as well as a retail including one convenience store (A1 food retail).
- 13.110 Given the proximity to heritage assets on The Marina and the presence of two heritage assets on the site, along with the proximity to the Church Street Conservation Area to the south, the Borough Council will seek to ensure that any proposals ensure that the setting and significance of the heritage assets are preserved and where possible enhanced.
- 13.111 Given that there is unlikely to be any need for additional convenience floorspace over the plan period the Borough Council seeks to focus A1 food retail within the Town Centre and the existing food retail operators that exist or retail units that have unrestricted A1 use and could operate as food retail. One A1 unit would be supported within Trincomalee Wharf providing that its purpose was to serve the immediate residential units and staff within the area. To ensure the retail unit does not impact upon the town centre a size threshold has been set at 199m<sup>2</sup>.
- 13.112 Other A1 uses will be supported in the area providing they primarily serve and complement the offer in the area and providing that they do not negatively impact upon the Town Centre. The Borough Council will seek to condition any additional A1 applications to non-food retail only.
- 13.113 Given the nature of the area, the Borough Council considers that hot food takeaways are not appropriate within this location; therefore applications for hot food takeaways will not be supported.
- 13.114 The connectivity of the site to the Town Centre is poor for pedestrians and cyclists as the key link route over the A689/Stockton Road Town Centre railway bridge has no visual quality, is open to the elements and is dominated by vehicular traffic. The link from the south of Church Street is more appealing as pedestrians can walk down the wide paths along Church Street and then across the pedestrian element of the level crossing. From the level crossing

the pathway links are less appealing mainly due to the large expanse of unkept vacant land. The properties fronting Victoria Terrace have landscaping within their curtilage which does assist in improving the visual appearance of the area. The landscape features along Maritime Avenue and The Lanyard are visually appealing and assist in improving the entrance ways to this site.

- 13.115 The Borough Council will seek to ensure that safe and secure cycle parking is provided and that development provides an active frontage along Victoria Terrace and Maritime Avenue and that there is significant landscaping to assist in uplifting the environmental quality of the area and creating more enticing links to the neighboring areas. Where properties abut the pathway then on street planters will be encouraged.
- 13.116 Large areas of hard standing can dominate an area and detract from the buildings and visual amenity of the area therefore the Borough Council will seek to ensure that car parking areas are adequately landscaped and are screened from the Waterfront through the careful positioning of buildings and/or landscaping.
- 13.117 To improve connectivity from the south of the borough to the Maritime Experience and the southern side of The Marina, the Borough Council will seek to ensure that any proposals for the site either provide a new link road from The Lanyard to Maritime Avenue along with providing a link from The Lanyard to Victoria Terrace and/or do not preclude an access route coming forward in the future.
- 13.118 The advertisements for Trincomalee Wharf are linked to the uses that currently exist within the area. The signs are important as they advertise what is on offer in the area however the Borough Council will seek to ensure that any additional advertising is well placed and designed and does not alone or cumulatively detract from the visual amenity or safety of the area.

#### **RC14: Trincomalee Wharf Retail and Leisure Park**

**The Borough Council will seek to diversify, support and protect Trincomalee Wharf Retail and Leisure Park.**

**In accordance with policy RC1, after the Town Centre the Edge of Town Centre Areas and the Retail and Leisure Parks are the next sequentially preferable locations for main town centre uses. The following uses are appropriate within Trincomalee Wharf Retail and Leisure Park.**

- **Shops (A1)**
- **Food and Drink (A3)**
- **Drinking Establishments (A4)**
- **Offices (B1)**
- **Hotels (C1)**
- **Non-residential Institutions (D1)**
- **Assembly and leisure (D2)**
- **Residential (C2 and C3)**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and that they are in accordance with the**

## **Green Infrastructure and Planning Obligations SPD.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**In accordance with policies the Planning Obligations and Green Infrastructure SPDs, all development and should facilitate, where appropriate, improvements to:**

- **The link from the south of the borough to the Museum of Maritime experience and the south of The Marina via an improved link.**
- **Connectivity to the Town Centre and the Retail and Leisure Parks through improved pedestrian and cycle links.**
- **Cycling facilities.**
- **The overall environment and appearance of the area, including creating an area of usable and attractive public realm.**

**The design of all units and the display of advertising is key to improving the appearance, safety and promotion the area; proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD and proposals relating to advertisements must be in accordance with policy QP8.**

**Car parking areas should be adequately landscaped and screened from the Waterfront. Refuse storage areas should in the first instance be to the rear and adequately screened.**

**Where development is likely to have an impact upon existing infrastructure or require new infrastructure, the applicant will be required to provide such infrastructure in accordance with the Planning Obligations SPD and the Local Infrastructure Plan.**

### **Tees Bay Retail and Leisure Park**

- 13.119 The Tees Bay Retail and Leisure Park is located approximately two miles to the south of the Town Centre and approximately one mile from Seaton Carew train station. Tees Bay is surrounded by residential properties to the north and north west with industrial sites being located to the west and south and recreational land to the east. The key access routes are along the A689 and Brenda Road.
- 13.120 Tees Bay was initially constructed in the mid to late 1980s under the terms of the Urban Development Corporation and the enterprise zone scheme. The uses in Tees Bay are all retail uses, ranging from food retail to homeware along with vehicular maintenance and outdoor pursuits retail.
- 13.121 The offer at Tees Bay is similar to the offer at Portrack Lane in Stockton on Tees. The retail report considers that as the housing market recovers certain sectors such as home furnishing and DIY may benefit from increasing demand. The Borough Council seeks to capture this potential increase in demand and improve the Tees Bay offer in a bid to prevent residents shopping outside the borough.

- 13.122 Given that there is unlikely to be any need for additional convenience floorspace over the plan period then the Borough Council seeks to focus A1 food retailing within the Town Centre and on sites which currently benefit from unrestricted A1 use and could operate as food retail. The Borough Council will not support the addition of food retailing within Tees Bay and will condition future A1 application to non-food retail only.
- 13.123 The function of Tees Bay is to provide retail and leisure facilities to residents and visitors. The Borough Council will seek to retain the floor space for retail and leisure purposes and seek to ensure that any future uses compliment the character and function of the area. Office development (B1) along with D1 uses including Museums, Art Galleries, Education and Training Centres are not considered complementary uses to the function of the area and therefore such use will be directed elsewhere within the Borough such as the Town Centre and/or the employment locations. Drinking establishments (A4) and hot food takeaways (A5) are not deemed to be complementary uses within Tees Bay and therefore applications for A4 and A5 uses will not be supported.
- 13.124 Vehicular links to Tees Bay are good, including the provision of public transport operating along Brenda Road, the walking and cycling links from the surrounding residential area, Town Centre and Seaton Carew train station are also relatively good with a cycle lane provided and landscaping along Brenda Road towards Seaton Carew train station. The links could however be improved to make them more attractive and to provide better crossing points for pedestrians particularly across the A689 so that residents can access Brenda Road and the Tees Bay. Safe and secure cycle parking could also be provided to assist in enticing cyclists to the area and reduce the dependence on the car.
- 13.125 In 2014 environmental improvement works were undertaken and the works have assisted in improving the visual amenity of the area making it a more attractive area to visit. However more could still be done, for example, by providing additional landscaping particularly within the car parking area to assist in breaking up the dominant tarmac landscape. The entrance way to Tees Bay including the advertising could be improved to make it more inviting and a place where people want to visit, especially through the addition of tree planting and flower beds.

## **RC15: Tees Bay Retail and Leisure Park**

The Borough Council will seek to diversify, support and protect Tees Bay Retail and Leisure Park.

After the Town Centre, the Edge of Town Centre areas and the Retail and Leisure Parks, as defined on the proposals map, will be the next sequentially preferable locations for main town centre uses. The following uses are appropriate within Tees Bay:

- Non-food shops (A1)
- Food and Drink (A3)
- Assembly and Leisure (D2)

The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.

Businesses will not be permitted to operate between the hours of 11.30pm and 7am.

In accordance with the Planning Obligations and Green Infrastructure SPDs, all development should facilitate, where appropriate, improvements to:

- Connectivity to the surrounding area, especially to the Town Centre and Seaton Carew train station through improved public transport provision and facilities and pedestrian and cycleway provision and facilities.
- The overall environment and appearance of the area.
- Areas of public realm particularly related to the entrance to Tees Bay.
- Modernised advertisements and signage.

Car parking areas should be adequately landscaped and screened from public view. Refuse storage areas should in the first instance be to the rear and adequately screened.

The design of all units and the display of advertising is key to improving the appearance, safety and promotion the area; proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD and proposals relating to advertisements must be in accordance with policy QP8.



### **Planning for Sustainable Local Centres**

- 13.126 Away from the Town Centre and edge of town centre areas and commonly located in existing residential areas are the local centres identified on the proposals map and listed in appendix 9. National Planning Policy does not define what a local centre is. The Borough Council however deems a local centre to be either in the form of small purpose built shopping parade or in the form of small shops located in traditional streets providing local shops and services. The scale, function and character of local centres are typified by centres that provide the day to day shopping and other local needs of the community, particularly for those who are less mobile. These local centres provide a life line to residents across the Borough ensuring that there is access to shops and key services within close proximity to where people live. The Borough Council seeks to ensure that the local centres are able to flourish over the plan period whilst respecting the amenity of surrounding residents.
- 13.127 The Retail Study states that local centres across the Borough are all relatively small scale the majority of which serve the basic shopping and service requirements of the local residential areas with which they are associated. The local centres appear to be functioning effectively at their level in the local retail hierarchy although some to a lesser extent than others. The Borough Council has extended some local centre boundaries and included some residential properties to assist in allowing for expansion. Other centres have not been amended as it is considered that there is current capacity within vacant units and that such units should be utilised prior to any local centre expansions.
- 13.128 The Borough Council continually monitors the health, vitality, viability and character of the local centres. A concern resulting from this monitoring is the increasing numbers of hot food takeaways that are being granted permission in local centres. Where such uses come to dominate local centres it can have a serious impact on range of other services available locally. This in turn can affect the vitality of the centre and hamper the growth of individual shops which often rely on there being a range of different types of shops to attract customers. Further detail regarding the control of hot food takeaways can be obtained in policy RC18.
- 13.129 The Borough Council seeks to safeguard the local centres floor space for retail and commercial activity and therefore will seek to resist the conversion of ground floor commercial floor space to residential uses.
- 13.130 HBC do not want a dominance of large units in Local Centres (the largest unit is 1077.93m<sup>2</sup> and the largest retail unit is the Sainsburys at Middle Warren (530m<sup>2</sup>)) as units of a larger size could take trade away from the town centre. The combining of Local Centre units will not be supported as the newly combined unit would increase the floor space for one certain unit and would have an impact upon the Town Centre and the character and function of the Local Centre. One method of assessing the impact is by undertaking a retail impact assessment.
- 13.131 The following local centres, as defined on the proposals map (where possible), have now been officially designated through this plan. The local centres are deemed to be of local importance and serve the day to day needs of nearby residents: Claxton, Chatham Road, Davison Road, Duke Street North, Duke

Street South, High Tunstall, Miers Avenue, Powlett Road East, Seaton Front, Springwell Road/Stockton Road, Stockton Road, the former Powlett Public House, Warren Road and Wynyard Park .

- 13.132 The quality of the environment and the connectivity of local centres is important for making people who want to use the local centre as well as being physically able to access the centres. The quality of the environment and the connectivity of the local centres vary; some local centres are more attractive than others with the use of appropriately located street furniture and landscaping and some are less attractive often due to the lack of landscaping. Some local centres have dedicated car parking and/or are well linked to bus and walking provisions. None of the local centres have cycle parking. The Borough Council will seek to ensure that the environmental quality of the local centres along with the connectivity of the centres is improved.

#### **RC16: The Local Centres**

**The Borough Council will seek to diversify, support and protect local centres in recognition of the important service they provide to their local communities. In accordance with policy RC1 local centres as identified on the proposals map will be the sequentially preferable location for the following uses below 300m<sup>2</sup>:**

- **Shops (A1)**
- **Financial and Professional Services (A2)**
- **Food and Drink (A3)**
- **Drinking Establishments (A4)**
- **Hot Food Takeaways (A5)**
- **Non-residential institutions (D1)**
- **Residential (C3 and C4) only on upper floors**

**The above uses, and other uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.**

**Applications for hot food takeaways will be determined in accordance with policy RC18.**

**The combining of units will not be supported where the newly combined unit would have a negative impact upon the character, vitality and viability of the Town Centre or the Local Centre.**

**The Borough Council will have regard to the length of time that a vacant unit has been empty, along with considering the attempt to market and bring a vacant unit back into use when considering other uses.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**The Borough Council will seek to enhance the vitality and viability of the local centres through a range of improvement and enhancement schemes. In accordance with the Green Infrastructure and Planning Obligations SPD all development in the local centres should facilitate, where appropriate,**

**improvements to:**

- **Connectivity to the surrounding area through improved pedestrian and cycle provision;**
- **The overall environment and appearance of the area;**
- **Public transport provision and**
- **Areas of public realm.**

**The design of all units is key to improving the appearance and safety of the area. Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.**

**Development that is likely to have an impact upon existing infrastructure or require new infrastructure will be required to upgrade and/or provide such infrastructure in accordance the Planning Obligations SPD.**

### **Planning for a Sustainable Late Night Uses Area**

- 13.133 Some leisure activities can have a detrimental effect on the amenities of the surrounding area. Amusement arcades and bingo halls, for example, generate a certain amount of noise and their proliferation in an area can have an inhibiting effect on other businesses and residential amenity. Similarly hot food takeaways, food establishments, wine bars and other licensed premises can give rise to different types of 'nuisance' and should generally be located away from residential areas.
- 13.134 Licensing laws enable such uses, as well as night clubs and premises selling alcohol, to open up to twenty four hours a day, every day which could exacerbate the potential for disturbance during the time when most residents would normally expect peace and quiet. Most disturbances in this respect are caused by users once they are outside the premises and relates to the noise and disturbance from people waiting for taxis or walking home through nearby residential areas. Within Hartlepool the Borough Council has sought to draw back the licensing times to 2am in all non-residential areas, furthermore the Borough Council will continue to work in partnership with Cleveland Police in seeking to remedy the associated problems. Within predominately residential areas the local licensing policy allows businesses to open until 11.30pm.
- 13.135 The Borough Council may attach planning conditions to permissions restricting hours of opening in order to protect the amenities of nearby residents. In a bid to coincide with licensing laws the Borough Council has sought to ensure that this Local Plan sets out that no new business can operate before 7am and beyond 11.30pm under the planning regime unless it is within a designated late night uses area. Previously businesses could operate until midnight via the planning regime, however it is considered that if businesses close to the public at 11.30 then those visitors will be home before midnight and therefore minimise disruption in nearby residential areas. This is minimal time reduction but over time it is envisaged that it will still allow businesses to thrive whilst respecting residential amenity.
- 13.136 The Retail Study continues to identify Church Street and the south western part of the South of Maritime Avenue edge of centre as key night time destinations that has a positive effect on the economy; specifically the night time economy of the borough. The retail study is noted however given the

desires to create a thriving Innovation and Skills Quarter, the late night uses area has been limited to the eastern part of Victoria Road and the western part of Church Street, as identified on the proposals map.

- 13.137 Other areas such as the western part of Victoria Road and parts of York Road do have businesses operating beyond 11.30pm, this is typically due to historical planning permissions and more relaxed planning rules in the past. Such locations are close to residential areas and the proliferation of late night uses in such areas are likely to have a significant impact upon residential amenity and further applications will not be supported.
- 13.138 The Borough Council will aim to ensure that developments operating after 11.30pm are only located in the late night uses area, as identified on the proposals map. The Borough Council will seek to ensure development in this area does not have a detrimental effect on the amenity of neighbours or the overall appearance, function and character of the area including the ISQ.
- 13.139 The Hartlepool Masterplan recommends that environmental improvement works are undertaken with the Church Street area to assist in attracting inward investment and increase visitor numbers. Some environmental improvement works can have a negative impact upon surveillance, for example trees can often block CCTV cameras, planters look attractive during the day but can be damaged on an evening and narrow paving can increase the chance of altercations occurring. All proposals for environmental improvements must seek advice from Cleveland Police liaison to ensure that a balance is struck between visual amenity, connectivity and crime/fear of crime.
- 13.140 Within the late night uses area it is acknowledged that visitors may be likely to frequent hot food takeaway as part of their evening activity and therefore the Borough Council recognises the role that such businesses can play in boosting the local economy and night time area offer. Any proposals for hot food takeaway uses will be determined in accordance with policy RC18, the policy acknowledges the role of hot food takeaways (A5 use class) within the late night uses area.

#### **RC17: Late Night Uses Area**

**The Borough Council will support development in appropriate locations that contribute positively to the night time economy in the Borough.**

**For businesses operating after 11.30pm and before 7am the late night uses area identified on the proposals map will be the only appropriate location in the borough for:**

- Restaurants and Cafes (A3)
- Drinking Establishments (A4)
- Hot Food Takeaways (A5)
- Nightclubs and Theatres (Sui Generis)
- Assembly & Leisure (D2)
- Business (B1)

**In order to adequately develop the immediate Church Street area and protect and enhance the Church Street Conservation Area the above uses, and other**

uses, will only be permitted providing that they do not adversely affect the character, appearance, function and amenity of the, property and the surrounding area and that they are in accordance with the Green Infrastructure and Planning Obligations SPD.

The Borough Council will have regard to the length of time that a vacant unit has been empty, along with considering the attempt to market and bring a vacant unit back into use when considering other uses.

The use of hot food takeaways will be strictly controlled in accordance with policy RC18.

Proposals for improvement works within the night time economy area must bear in mind the crime and fear of crime implications associated with some night time activity businesses. Proposals that have the potential to significantly exacerbate crime and fear of crime will not be supported.

The design of all units is key to improving the appearance and safety of the area, Proposals that involve alterations to commercial fronts should be designed in accordance with the Shop Fronts SPD.

Applicants are advised to liaise with the public health team for advice relating to minimising and mitigating against the impact of uses within the late night uses area.

Planning for sustainable retail and commercial activity within the Borough and discouraging negative options in food choices.

- 13.141 The Borough Council seeks to support and protect all retail and commercial areas within the borough. The Borough Council recognises that hot food takeaways can play an important role in providing jobs and assist in boosting the local economy however such uses can often give rise to problems associated with anti social behaviour, crime, fear of crime and obesity. A concentration of such uses can also negatively impact upon the vitality and viability of retail and commercial centres, because in most instances hot food takeaways operate from the early evening and are closed during the daytime, thus impacting upon the day time economy and reducing linked trips to other units that can often be closed from early evening when a hot food takeaway may open.
- 13.142 The need to protect the vitality and viability of retail and commercial centres is a long established planning principle, however the need to consider the health impact of development is becoming more apparent and the Government have recognised this through National Planning Policy.<sup>58</sup> The issue of health, and in particular obesity, is a significant issue for the UK Government and in regards to the levels of obesity within Hartlepool the Borough Council seeks to ensure the obesity rate in adults and children is not increased over time and where possible is reduced.
- 13.143 Obesity can lead to illnesses such as coronary heart disease, type 2 Diabetes and some types of cancer, however it is difficult to determine all the factors

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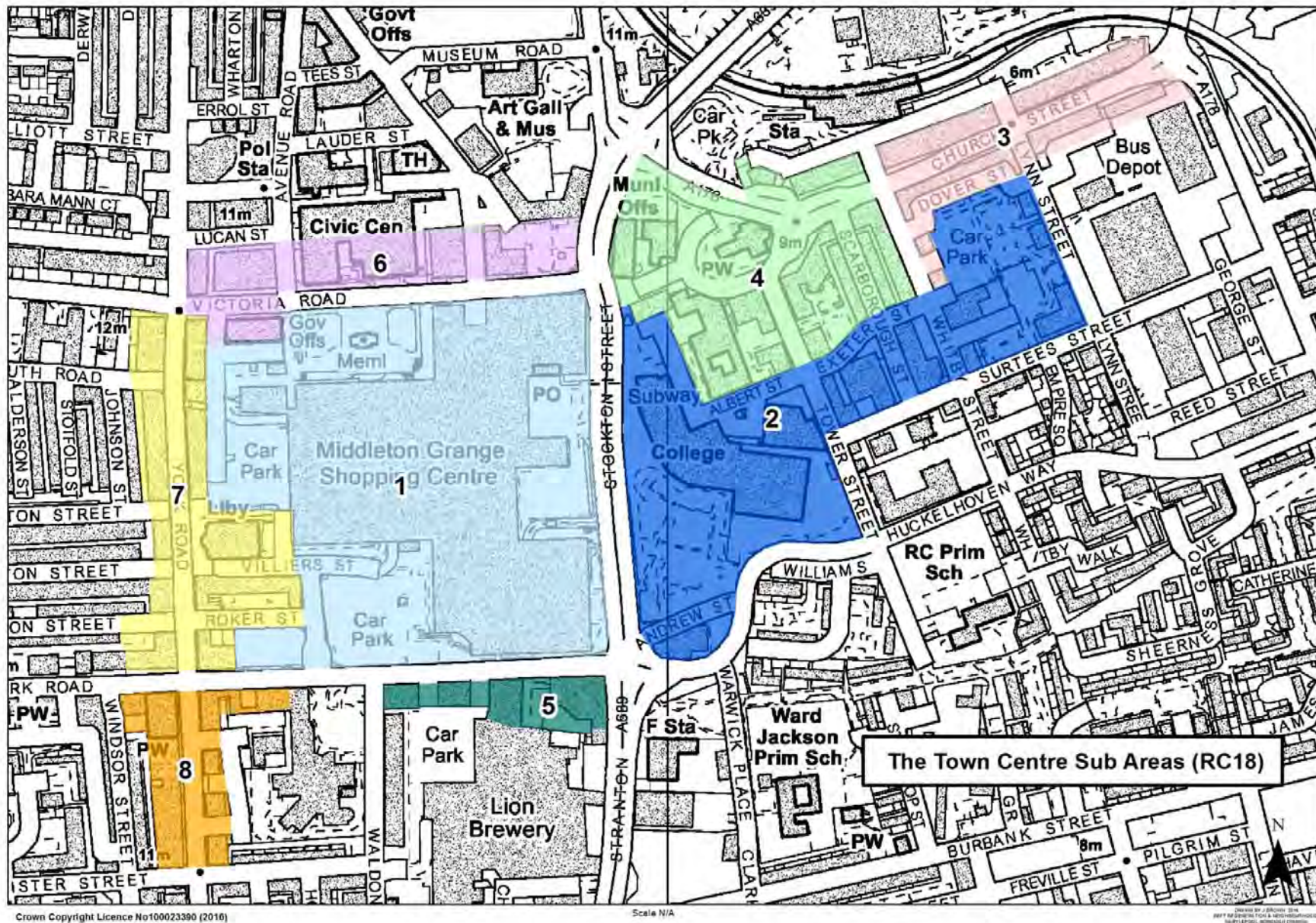
<sup>58</sup> NPPF paragraph 17(12) and NPPF paragraph 171.

which cause such illnesses. Being overweight or obese is one key factor. The Borough Council is aware that there are other factors that can lead to such illnesses, for example a lack of exercise and/or other underlying medical conditions, and some illnesses may be hereditary.

- 13.144 The Borough Council is aware that it can not control all the factors that can lead to obesity and the possible conditions related to being obese however, given that an unhealthy diet is a proven causal link for many illnesses, the Borough Council believes that limiting the number of fast food take-away outlets is one way to tackle the problem. Other measures to tackle ill health are related to the location of homes, employment opportunities and retail etc. along with the provision of open spaces and play/sports facilities. The Borough Council has a number of measures to tackle obesity, such as working with catering outlets to improve the nutritional value of foods, and providing awareness materials along with direct help and support to residents who may have obesity and/or other health related problems. The Borough Council is committed to improving the health of residents and this policy therefore adds to a package of measures that already exist.
- 13.145 To ensure that there is not a proliferation of hot food takeaways across the Borough the amount of permitted A5 floorspace in each centre will be strictly controlled by virtue of the policy stipulations below relating to a total ban in some areas or a maximum floor space threshold. If an application is likely to exceed the threshold then it will not be supported. The thresholds have been set by looking at current A5 occupation levels, current vacancy rates, ward level obesity data for adults and childhood obesity data for schools within the Borough and the proximity of each area to residential properties. Given the number of allocations within the town centre, Diagram 3 is included below to clearly illustrate the sub areas of the town centre.
- 13.146 If there is an extension to a retail and commercial area then the level of A5 floorspace will be re-assessed as in some instances additional A5 may be permissible but in other instances where the A5 floorspace is already comparatively high, further A5 floor space may not be appropriate.
- 13.147 The Borough Council also recognises that some hot food takeaways are on routes that students may walk along when coming home from school. In a bid to discourage students from purchasing hot food items on their walk home from school the Borough Council may seek to control the operational hours of businesses that are located on key transit routes from students.



### Diagram 3 – Town Centre Sub Areas



## **Policy RC18: Hot food takeaway policy**

The Borough Council seeks to protect the vitality and viability of the network of retail and commercial centres within the Borough along with seeking to protect the residential amenity of nearby residents. Furthermore, the Borough Council are committed to ensuring that Hartlepool residents have the best possible opportunities to live a healthy lifestyle and to ensure this, proposals relating to hot food takeaway uses will be strictly controlled in accordance with the criteria below.

### **Town centre sub area A5 thresholds**

The Town centre has been divided into eight sub areas as detailed on the proposals map, the level of A5 use for each sub area is detailed below.

- 1) Middleton Grange Shopping centre - no A5 uses will be permitted
- 2) Hucklehoven North sub area - no A5 uses will be permitted
- 3) Church Street east sub area - the amount of A5 floorspace should not exceed make this 10%
- 4) Church Street West - the amount of A5 floorspace should not exceed make this 5%
- 5) Park Road sub area - the amount of A5 floorspace should not exceed 4%
- 6) Victoria Road sub area - the amount of A5 floorspace should not exceed 2%
- 7) York Road North sub area the amount of A5 floorspace should not exceed 2%
- 8) York Road South sub area the amount of A5 floorspace should not exceed 3%

### **Edge of centre A5 thresholds**

Within the following edge of town centre locations the level of A5 use for each area is detailed below:

- 1) East of Stranton - no A5 uses will be permitted
- 2) Mill House - no A5 uses will be permitted
- 3) West Victoria Road - no A5 uses will be permitted
- 4) In Park Road West - no A5 uses will be permitted
- 5) Stranton and Brewery - no A5 uses will be permitted
- 6) Lynn Street North/Mainsforth Terrace North - no A5 uses will be permitted
- 7) In York Road edge of centre the amount of A5 floor space should not exceed 6%
- 8) In Avenue Road/Raby Road edge of centre the amount of A5 floorspace should not exceed 2%.

In York Road South and Avenue Road/Raby Road If an A5 uses ceases within this location then the threshold will be reassessed in a bid to reduce the overall A5 uses within the area. Ultimately no new A5 uses will be permitted.

### **Retail and Leisure Park A5 thresholds**

Within the following Retail and Leisure park locations the level of A5 use for each area is detailed below:



- 1) Trincomalee Wharf - no A5 uses will be permitted
- 2) Tees Bay - no A5 uses will be permitted
- 3) West of Marina Way - no A5 uses will be permitted
- 4) In The Marina the amount of A5 floorspace should not exceed 5%

#### **Local Centre A5 thresholds**

Within the following Local Centres the level of A5 use for each area is detailed below:

- 1) Claxton - no A5 uses will be permitted
- 2) Davison Road - no A5 uses will be permitted
- 3) Duke Street South - no A5 uses will be permitted
- 4) The Former Powlett Public House - no A5 uses will be permitted
- 5) Stockton Road/Spring Garden Road - no A5 uses will be permitted
- 6) Brierton Lane - the amount of A5 floorspace should not exceed 15%
- 7) Belle View Way - the amount of A5 floorspace should not exceed 7%
- 8) Brus Corner - the amount of A5 floorspace should not exceed 17%
- 9) Brenda Road/Sydenham Road - the amount of A5 floorspace should not exceed 3%
- 10) Catcote Road - the amount of A5 floorspace should not exceed 15%
- 11) Chatham Road the amount of A5 floorspace should not exceed 18%
- 12) Clavering Road - the amount of A5 floorspace should not exceed 10%
- 13) Duke Street North - the amount of A5 floorspace should not exceed 35%
- 14) Elizabeth Way - the amount of A5 floorspace should not exceed 10%
- 15) Fens Shops – the amount of A5 floorspace should not exceed 7%
- 16) High Tunstall - the amount of A5 floorspace should not exceed 10%
- 17) Jutland Road - the amount of A5 floorspace should not exceed 24%
- 18) King Oswy - the amount of A5 floorspace should not exceed 10%
- 19) Middle Warren - the amount of A5 floorspace should not exceed 17%
- 20) Murray Street - the amount of A5 floorspace should not exceed 13%
- 21) Miers Avenue - the amount of A5 floorspace should not exceed 20%
- 22) Northgate/Durham Street - the amount of A5 floorspace should not exceed 14%
- 23) Northgate/Union Street - the amount of A5 floorspace should not exceed 6%
- 24) Oxford Street - the amount of A5 floorspace should not exceed 10%
- 25) Powlett Road/Lancaster Road - the amount of A5 floorspace should not exceed 44%
- 26) Raby Road/Hart Lane Corner - the amount of A5 floorspace should not exceed 4%
- 27) Raby Road/ Brougham Terrace - the amount of A5 floorspace should not exceed 17%
- 28) Seaton Front - the amount of A5 floorspace should not exceed 10%
- 29) Stockton Road/Cornwall Street - the amount of A5 floorspace should not exceed 18%
- 30) The Former Saxon Pub – the amount of A5 floorspace should not exceed 15%
- 31) Warren Road - the amount of A5 floorspace should not exceed 13%
- 32) Wiltshire Way - the amount of A5 floorspace should not exceed 13%
- 33) Wynyard Road - the amount of A5 floorspace should not exceed 4%

<b>34) Wynyard Park - the amount of A5 floorspace should not exceed 10%</b>
<b>All other locations</b>
<b>Hot food takeaways will not be permitted outside of any designated retail or commercial centre.</b>
<b>General</b>
<p><b>Notwithstanding any proposals that can convert to an A5 use under permitted development rights then the above thresholds should not be exceeded.</b></p> <p><b>In applying the criteria within this policy the Borough Council will have regard to the length of time that a unit has been vacant and will seek to strike a balance between economic development, vitality and viability and residents health.</b></p> <p><b>Applicants are advised to liaise with Planning Policy for the most up to date statistics on each area.</b></p> <p><b>Applicants are advised to liaise with the public health team for advice relating to minimising the impact of A5 uses on the health of residents and visitors.</b></p> <p><b>Proposals that involve alterations to commercial fronts must be designed in accordance with the Shop Fronts SPD.</b></p>

#### **Main Town Centre Uses on Employment Land**

- 13.148 In order to protect the vitality and viability of the Town Centre and to protect industrial floorspace the Borough Council would wish to avoid the development of retail uses in industrial areas. The Borough Council will seek to concentrate main town centre uses in sequentially preferable locations. In most cases those that are readily accessible to the public by means of transport other than the private car. Most industrial locations are either set apart from, or on the periphery of, residential areas and are therefore often not conveniently accessible.
- 13.149 Locating main town centre use development on allocated industrial land could have the potential to prejudice the types of industrial developments that could be located in its vicinity. However some retail uses, such as those serving an ancillary function to the working population of the immediate area, may be appropriately located in industrial areas. In appropriate circumstances therefore ancillary retail uses may be permitted on industrial land. Other retail uses, notably motor vehicle dealerships, petrol filling stations and car washes, may not be conveniently located within the Town Centre and may therefore be suitably located on industrial land.

## **RC19: Main Town Centre Uses on Employment Land**

**The Borough Council will seek to ensure that main town centre uses are only permitted on industrial land where it can be demonstrated that development is in accordance with policy RC1 and:**

- 1) Is ancillary to the main use, or;**
- 2) Primarily serves trade customers or local employees, and;**
- 3) Is an appropriate use in an industrial area.**

**Proposals falling into the A3 use class may be appropriate on employment land providing the development predominantly serves the people working in the immediate area.**

**Proposals for A5 uses will not be permitted.**

**Businesses will not be permitted to operate between the hours of 11.30pm and 7am.**

**Proposals that involve alterations to commercial fronts must be designed in accordance with the Shop Fronts SPD.**

### **Business Uses in the Home**

- 13.150 Working from home enables residents to have a flexible working lifestyle. Not all residents lives are suited to going to a place of work each day often is it more convenient or makes economic sense to operate a business from the home.
- 13.151 Working from home can involve a range of activities from being an accountant, running a catalogue agency to childminding. Some may have little or no impact on surrounding properties however others may cause significant problems. Planning permission is often not required provided that there are no, or limited, adaptations to the property, the main use of the dwelling remains as a home and there are no additional employees frequenting the house.
- 13.152 Advice should first be sought with regard to whether or not permission is required. If by virtue of the type of business and its likely intensity permission is required then the Borough Council must consider the businesses impact on the property and surrounding area prior to approving an application.
- 13.153 Residential areas should be areas where residents can expect peace and quiet especially during certain times of the day i.e. early evening through to morning. If the business proposals are likely to have a negative impact upon the amenity of adjoining residents and give rise to issues such as noise and disturbance along with dust, smell, vibration or fumes and if no solution can be found to rectifying such impacts, then permission may be refused.
- 13.154 If the business proposal would alter the character of the area possibly dominating an area or becoming intrusive, for example by increasing the traffic level due to customers visiting the property leading to an increase of activity and possible congestion and/or parking issues and no appropriate solution can be found such as increasing the level of incutillage car parking or limiting the operational hours then permission may be refused.

- 13.155 The Council's Economic Development Team are available to provide advice regarding setting up a business and if it is not possible to work from home then the team may be able to direct residents to appropriate work spaces or advise in business diversification.

#### **Policy RC20: Business Uses In The Home**

**The Borough Council will seek to ensure many flexible options for employment are delivered across the Borough. The Borough Council will support residents who wish to run businesses from home providing that:**

- 1) The residential appearance of the property is not significantly altered.**
- 2) There is no significant detrimental effect on the amenities of the occupiers of adjoining or nearby properties.**
- 3) There is no significant detrimental impact upon highway and car parking provision.**
- 4) There is no significant detrimental effect on the on the character of the property or surrounding area.**

**Proposals for A5 uses will not be permitted.**

**Businesses will not be permitted to operate between the hours of 6pm and 8am.**

#### **Commercial uses in residential areas**

- 13.156 In the older areas of the town there are pockets of small industrial, business, shopping or other commercial uses sometimes intermingled with other uses. These are not of a sufficient intensity to be included within the defined local centres and are generally located within larger areas where housing predominates. An intensification of non-residential uses, for example, by large extensions to existing premises or new use of dwellings may cause difficulties relating to parking and servicing and may harm the amenities of the occupiers of residential properties in particular.
- 13.157 Policy RC16 seeks to concentrate commercial development in the defined local centres. The Borough Council will therefore in general support proposals involving the redevelopment or conversion to residential use of commercial properties located in housing areas except where, as in the case of 'corner shops' for example, they provide an essential local service (see policy Rur6).
- 13.158 Some larger non-residential properties located within their own grounds, however could be appropriately retained for commercial uses (including offices and smaller-scale leisure developments) subject to the potential impact on the amenities of the surrounding area and on its character. In this respect, such developments must be able to satisfactorily accommodate car parking and servicing requirements within the curtilage of the property.

## **RC21: COMMERCIAL USES IN RESIDENTIAL AREAS**

The Borough Council seeks to protect the vitality and viability of the designated retail and commercial centres within the Borough and the amenity of residents. Proposals for industrial, business, leisure, retail and other commercial development, or for their expansion, will not be permitted in predominantly residential areas outside the defined retail and commercial centres unless:

- 1) There is no significant detrimental effect on the amenities of the occupiers of adjoining or nearby premises by reason of noise, smell, dust or excessive traffic generation, and
- 2) The design, scale and impact is compatible with the character and amenity of the site and the surrounding area, and
- 3) Appropriate servicing and parking provision can be made.

Applications for hot food takeaways (A5 use class) will not be permitted.

Businesses will not be permitted to operate between the hours of 6pm and 8am.

Proposals that involve alterations to commercial fronts must be designed in accordance with the Shop Fronts SPD.

## 14. LEISURE AND TOURISM

- 14.1 Leisure and Tourism has a significant role to play in the growth of Hartlepool and is important for the sustainable development of the town. This is a key aspect of the Hartlepool Vision, the Council's strategic vision document. The provision of adequate leisure facilities is critical for residents whilst the tourism offer attracts visitors from further afield. The coastal location of Hartlepool has been intrinsic to the development of the town with the Borough's coastline important for its wildlife and its historic interest but it is also an important asset in terms of providing opportunities for leisure and tourism. Hence the sense of place and the image of the town have strong associations to the physical environment, both natural and created, linked to the coastal location as well as the cultural identity associated with a long and successful maritime heritage.
- 14.2 The value of leisure and tourism in today's society should not be underestimated. It plays an important role in mental and physical health, the economy, social inclusion and well-being. The provision of such facilities benefits residents and makes the area more attractive to visitors and investors. Culture, tourism, sport and recreation businesses account for the 5% of the sub-regional economy, contributing £1bn per year to the regional economy. There has been considerable investment and growth in this sector. The tourism industry, for example, is witnessing an increase in visitor numbers in general. It is anticipated that this growth and development will continue and therefore this area of investment remains a priority for the Local Authority.
- 14.3 The majority of visitors to the town are day visitors with the current leisure and tourism offer focused to accommodate this. However the number of overnight visitors is increasing year on year facilitated by an increase of the variety of accommodation available to visitors. This has a direct impact on economic expenditure within this sector associated with longer visitor stays<sup>1</sup>.
- 14.4 There has been a positive upward trend in visitor numbers to Hartlepool since 2009, over the same time period there has also been a general upwards trend in employment directly attributed to tourism<sup>59</sup>. However recent evidence<sup>60</sup> suggests that there has been a decline in tourism related employment, particularly for part time and seasonal jobs. This may be attributed to a variety of causes, however full time employment within the industry remains stable.

### ***Leisure***

- 14.5 Recreation and leisure infrastructure is critical for the sustainable future of Hartlepool, through ensuring and protecting a range of facilities for residents and visitors to encourage physical and cultural activity. There are various green spaces, parks and nature reserves across the Borough. In addition our cemeteries are being enhanced by being made into wildlife havens which make them interesting to visit. To the west Summerhill Country Park provides the provision of outdoor activities and is a principle gateway to the countryside. Ward Jackson Park preserves its Victorian heritage alongside

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<sup>59</sup> Scarborough Tourism Economic Activity Model (STEAM) Trend Report for 2009-2014 Global Tourism Solutions (UK) Ltd

<sup>60</sup> Tourism Supply - Value of Tourism Industries, ONS data 2011, Visit England available at <http://www.t-stats-uk.co.uk/visitengland/SummaryReport.aspx>

modern facilities whilst the traditional seaside resort of Seaton Carew offers a modern promenade stretching from the edge of the sand dunes to Newburn Bridge and then onwards to the Marina. It is extremely well used by walkers, cyclists and runners many of whom come from other areas. South of the promenade and village is the impressive Seaton Dunes these, together with Seaton Common, form a Site of Special Scientific Interest (SSSI). Nearby Seaton Golf Course offers a renowned leisure facility and has a complementary wildlife value and sense of space. All of this is bordered by miles of clean, sandy beaches. To the north the historic Headland is a key destination with its town moor and heritage features such as St Hilda's Church and the Heugh Battery. Beyond the Headland is Spion Cop Cemetery renowned for combining its historic value with preserving important coastal grassland. Further up the coast the Hart to Haswell Walkway is very popular with walkers, cyclists and naturalists. There are also smaller Local Wildlife Sites such as the Greatham Beck Local Nature Reserve as well as the smaller parks at Rossmere and Seaton. Just outside the Borough boundary is the Saltholme RSPB reserve and the Teesmouth National Nature Reserve in addition to extensive green spaces across the Borough. They are all of immense value to residents who live around them. Taken as a whole Hartlepool's combined assets of heritage, the rural area, abundant nature reserves and green spaces make it both a pleasant place to live and a very attractive proposition for visitors

- 14.6 This range of facilities is valued by local people with three in five visiting a natural space at least once a month; a quarter go for a country walk at least once a week and two fifths of young people visit natural spaces at least once a month<sup>61</sup>. The majority of visits to facilities are made by car with Summerhill by far the most popular site; this is a key recreational and leisure resource linking the town with the open countryside. The site provides a visitor centre, climbing facilities, cycling, horse riding, walking and other countryside activities in a location readily accessible to the Hartlepool community as well as to visitors to the town. There may be opportunities to extend the range of facilities provided although such development would exclude motor sports and other noisy activities as these are considered to be incompatible with the general nature of Summerhill.
- 14.7 As well as continued success of more traditional sports such as golf, rugby and football; noisy activities, including off-road motorised sports and clay pigeon shooting are, however, becoming increasingly popular. There is evidence of some motor cyclists and similar inappropriate vehicular use of the beaches, sand dunes and other large areas of open space within the town. These unauthorised uses cause problems of disturbance and damage to fragile areas, particularly important wildlife areas along the coast. In order to address these problems proposals for potentially disturbing outdoor activities will need to be carefully considered in the context of their potential impact on the environment, adjacent land uses and occupiers of nearby properties and land.
- 14.8 Indoor sports and leisure facilities include a wide variety of sporting, leisure, social, cultural and educational centres including sports halls, museums,

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<sup>61</sup>Open Space, Sport and Recreation Assessment - January 2015

cinemas and theatres. Existing sports hall provision in the public sector is concentrated at Mill House Leisure Centre (swimming baths and multi-purpose leisure centre) in the central area of the town with smaller multi-use facilities at the Headland, Belle Vue and Brierton. The Council is currently considering its medium/long term plans for the provision of wet and dry side sports provision within the Borough with the aspiration of providing a new swimming pool at the Brierton Sports Centre.

- 14.9 A modern seven-screen cinema is located at the Marina which is considered adequate for the town's needs. The Town Hall, within the town centre, has been converted and upgraded in recent years to provide a theatre which attracts national and local productions. There is also a cluster of leisure orientated uses at Navigation Point with cafes, bars, and restaurants located beneath residential apartments on the eastern edge of the Marina. The majority of commercial units at the Marina are occupied, the area is popular with both residents and visitors. There is a wide range of restaurants in the town mainly clustered along Church Street and at the Marina. There are opportunities to promote, enhance and develop this sector of the economy further (particularly with family orientated food and drink facilities).

### ***Tourism***

- 14.10 Tourism has become an integral part of the Hartlepool economy both directly, in terms of providing jobs and indirectly in terms of attracting visitors and income to the town. In 2011 the economic contribution of Tourism (Direct GVA)<sup>62</sup> across the Tees Valley and Durham was £250 million. The town's assets include: a range of attractions based on maritime heritage and the Marina, the beaches at Seaton Carew; green tourism with its internationally important nature conservation sites and Christian, historic and military heritage sites particularly on the Headland. Building on the positive impact of previous maritime festivals the contribution which the Tall Ships event in 2010 made to the local economy was extremely significant, not only in terms of the influx of expenditure but in providing a showcase for the town and its surroundings, stimulating improved skill levels and business capacity in the service sector.
- 14.11 Also located centrally within the town Christ Church has been converted into the town's Art Gallery, Exhibition Centre and Tourist Information Centre. Other museum related visitor facilities are located at the Marina, Headland within St Hilda's Church and the Heugh Gun Battery.
- 14.12 Green tourism relating to the natural environment offers much potential and if developed in a sensitive manner can be of significant benefit to the town. The Borough Council is committed to promoting green tourism. Hartlepool has a range of assets which can contribute to green tourism including a number of areas of ecological interest associated with the coast and rural area which are of particular importance for bird and seal watching and general quiet recreation. Enjoyment of these assets could be enhanced by improving access to the networks of paths and cycleways although it is important to ensure that this is carried out in a sensitive way so as to avoid damage to these areas.

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<sup>62</sup> Tourism Supply - Value of Tourism Industries, ONS data 2011, Visit England available at <http://www.t-stats-uk.co.uk/visitengland/SummaryReport.aspx>



### **Planning for Sustainable Leisure and Tourism Provision**

- 14.13 The strength of the tourism and leisure market in Hartlepool and the various economic, social and environmental benefits it has have been illustrated above. It is considered critical that the Local Plan puts in place the policy framework from which this sector will be able to develop further in the future, ensuring Hartlepool retains and develops its position as a regionally significant visitor destination.
- 14.14 For Hartlepool priorities include the ongoing regeneration in the Marina, Town Centre and Church Street provide a unique environment for entertainment, heritage and leisure activities. Such work should involve the full range of “place-shaping” activities, including enhancing connectivity, refreshing and adding to the existing portfolio of visitor attractions and the interpretation of tourism assets.
- 14.15 Future major leisure and tourism developments in Hartlepool will be expected to locate within the town centre or the Marina. There are however two other areas in the Borough where such developments could be located depending upon their scale and nature:
- Seaton Carew: appropriate for seaside based recreational and leisure facilities. Seaton Carew has an important supporting role especially in relation to the traditional seaside experience offered and its nature conservation value complementing the nearby Saltholme RSPB site within Stockton-on-Tees; the priority there is in strengthening physical, marketing and functional links with Saltholme as part of the wider nature-based tourism offer of the Tees Valley.
  - The Headland: appropriate for tourism-related projects related to its historic and cultural heritage;
- 14.16 The night time economy is a crucial part of the leisure industry in Hartlepool, However it is recognised that these activities must be closely managed to minimise the impact on nearby residential areas. As such the local authority will continue to identify the mixed use areas of Upper Church Street and Victoria Road for uses for uses which operate at times throughout the night and early morning such as bars, restaurants and nightclubs as covered in Policy RC17 (Night Time Economy).
- 14.17 The rural area of Hartlepool is one of the Borough’s greatest assets and presents opportunities for numerous leisure and tourism activities and potential development. At the same time the tranquillity and landscape value must be protected and therefore, whilst such development is encouraged, proposals will be carefully considered to ensure appropriateness within the setting.

## **LT1: Leisure and Tourism**

The Council will work with key partner organisations to continue to develop and protect leisure and tourism facilities including high quality accommodation and cultural assets to build on successful regeneration schemes.

Major leisure and tourism developments in Hartlepool which are likely to attract large numbers of visitors will be expected to locate within the Town Centre or the Marina.

However Seaton Carew and the Headland are also considered appropriate for such development depending upon their scale and nature:

- Seaton Carew: appropriate for seaside based recreational and leisure facilities.
- The Headland: appropriate for tourism-related projects related to its historic and cultural heritage.

Seaton Carew will be promoted and developed as a tourism destination which showcases and protects the EU designated bathing waters and Seaside Awards. Regeneration schemes which improve the vitality and viability of Seaton Carew whilst enhancing the settlement's open seaside character and protecting the Conservation Area will be promoted and actively supported by the Local Authority.

The Council will encourage schemes which would enhance the historic nature of the Headland. The historic environment and maritime, military and Christian heritage of the Headland will be protected from development which would be detrimental to the character and sustainability of the area.

Major leisure or tourism developments on sites elsewhere will only be approved where it has been demonstrated that:

- 1) All or part of the development could not be adequately accommodated on existing or potential sites in the above areas, and;
- 2) They will provide major tourism, leisure and/or regeneration benefits to the town, and
- 3) The proposal will not detrimentally affect the amenities of the occupiers of adjacent or nearby properties through noise, overlooking, overshadowing or by creating a poor outlook.

Summerhill will continue to be developed as a focus for access to the countryside, nature conservation and informal recreational and leisure activities such as walking, cycling and climbing. Proposals not relating to its future development as a country park will not be permitted.

The Council benefits greatly from the proximity of the Teesmouth National Nature Reserve, RSPB Saltholme Nature Reserve and Cowpen Bewley Woodland Park and will continue to promote, encourage and improve green tourism through the provision of facilities for the observation and interpretation of wildlife, habitats and the natural environment.

**Leisure and tourism activities will only be approved where recreational disturbance (e.g. walkers with dogs) is not identified as an issue impacting upon European Directives, Sites of Special Scientific Interest (SSSIs) and Special Protection Areas (SPAs), unless appropriate mitigation can be identified.**

**Leisure and tourism developments within the rural area will only be appropriate where it is compliant with the policies set out within the protecting, managing and enhancing the Rural Area chapter of this plan.**

**The development of land for noisy outdoor sports and leisure activities within the borough will only be approved where:**

- 1) The site is not in close proximity to housing;**
- 2) Measures are taken to minimise potential noise nuisance beyond the site boundaries, visual intrusion and overlooking.**

**Smaller scale proposals for leisure and tourism outside of the identified areas will only be approved where the developments benefit the local areas and there is no conflict with existing uses by way of use, amenity, noise or disturbance.**

### **The Marina**

14.18 The Marina area has developed significantly over the past two decades acting as a driving force behind the regeneration of Hartlepool and adding an extra dimension to the maritime heritage offer within Hartlepool. It will continue to be a major focus for tourism activity, the recent takeover of Hartlepool's Maritime Experience by the National Museum of the Royal Navy presents the next exciting step to development. This new home of HMS Trincomalee will accompany improved exhibition space and attractions and will provide a catalyst for growth of all attractions in Hartlepool; it is envisaged that the museum will act as a hub to attract and disperse visitors to other tourist destinations across the town. It is anticipated that this will maintain and improve visitor numbers to the Borough and will see significant investment into this sector. The positive policy set out below aims to support and facilitate this investment.

14.19 There are significant sites within the Marina area which offer opportunity for development, these are the former Jackson's Landing site at the centre of the Marina and Trincomalee Wharf which is a largely undeveloped site to the south of the Marina area. Both sites provide key investment opportunities for waterside development within the setting of the Marina and are priorities for the local authority to encourage future viable uses for these sites.

14.20 The wide range of restaurants available on Navigation Point and the nearby accommodation complement the town centre retail and leisure offer and attract customers from outside of the town. Supporting opportunities to further enhance the Marina's attractiveness to potential investors and tourists is a key priority for the Borough Council in the future. In this respect the protection of

waters within the Marina complex is important for the continued attractiveness of the area for recreation in the form of water sports and coastal wildlife conservation. It is therefore important to retain and enhance access to the water and Marina.

## **LT2: Tourism Development in the Marina**

**The Marina will continue to be developed as a major tourist and leisure attraction. Tourist related facilities will be encouraged to complement those attractions already in place to create a tourism hub.**

**Redevelopment of the former Jackson's Landing site presents the premium mixed use development opportunity within the Marina area as an exciting opportunity for tourism and leisure uses to be developed into a bespoke, high quality, mixed-used, waterside development.**

**In principle the following development would be supported on this site:**

- 1) Landmark development such as a major visitor attraction;**
- 2) Cultural offer such as museums, exhibitions and event space;**
- 3) Conferencing facilities;**
- 4) Educational uses;**
- 5) Hotels;**
- 6) Small scale retail and commercial development, providing an alternative offer to the town centre;**
- 7) Residential units as a small ancillary element of mixed use developments will be supported; flats and apartments will only be permitted in cases of exceptional design;**
- 8) Public realm, and**
- 9) High quality design which is complementary to and incorporates the Seaton High Light, enhancing the setting of the heritage asset within the site.**

**Redevelopment of Trincomalee Wharf as a mixed use site for residential, leisure, tourism, public realm, recreation and commercial uses will be supported. Proposals should complement development at the former Jackson's Landing site and take advantage to the pivotal location of this site linking development of the Marina and National Museum of the Royal Navy with Church Street and the wider town centre.**

**These developments should link to each other and to leisure and tourism attractions across the Borough by incorporating and encouraging sustainable transport links through the provision and enhancement of pedestrian and cycle routes, public realm and green infrastructure.**

**The Council will seek to protect the areas of water within the Marina from development retaining the ambience and attraction of the Marina development as a whole.**

### **Seaton Carew**

- 14.21 Seaton Carew is a traditional small seaside resort which attracts large numbers of day visitors all year round; particularly during the summer months. The promenade with easy access to the beach and sea remain central to the

popularity of Seaton Carew, this freely accessible natural asset is complemented by the historic nature of Seaton Carew. A number of major tourism and leisure projects have been developed in and around Seaton Carew in recent times, including the Sports Domes, Play Builder scheme and public realm improvements to promenade and park.

14.22 The resort is, however, in need of further investment to build on these improvements to increase the range of facilities available to further enhance the visitor offer and widen the visitor appeal of the resort. The built environment is also in need of investment. The external appearance of some of the properties requires enhancement and there are a number of vacant commercial buildings within Seaton Carew which have a detrimental impact on the streetscape, the most prominent of which is the Longscar Centre. The large building situated between The Front and the promenade occupies a pivotal location in the townscape, the underuse of and physical condition of the building has a significant detrimental impact on quality of environment and the experience of Seaton Carew as a quality seaside resort for residents and visitors.

14.23 The Borough Councils priority is to improve the quality and experience of the environment to encourage visitors. A masterplan has been developed for the area which sets out the following aims:

- To develop a clean, family friendly environment;
- To enhance public amenities, space and facilities for visitors and residents; and
- To support the economic vibrancy of the area.

The Seaton Carew Supplementary Planning Document is the basis for this masterplan setting out guidelines for the development of the area by securing a mix of commercial, leisure and housing in Seaton Carew. Improvements to the promenade and addressing problem buildings in Seaton Carew are key priorities.

14.24 In addition improvements to public open space, connectivity within Seaton Carew, use of the beach and wider natural environment, to meet its full potential and greater appreciation of the historic environment will build on and enhance the existing assets and provide key opportunities for enhancing the overall visitor offer of the town exists at Seaton Carew.

### **LT3: Development of Seaton Carew**

**Proposals for tourism and leisure developments within Seaton Carew, as identified on the proposals map, will be permitted where they complement the character of the area and are in keeping with the development of Seaton Carew as a seaside resort and promote opportunities for nature tourism.**

**The Seaton Carew SPD identifies sites for commercial, recreational and tourism facilities and residential development which will enhance the attraction of Seaton Carew for both residents and visitors.**

**The Front and former Fairground site (4.76 hectares) is the focus for regeneration of Seaton Carew as a seaside resort. Development of this site should promote leisure and tourism uses which enhance the range of**

services available in Seaton Carew and takes full advantage of the location adjacent to the beach and the open aspect of the promenade. Retention and enhancement of public realm within this area is essential and consideration must be given to the impact upon the Conservation Area and other heritage assets in the vicinity of the site. The Seaton Carew SPD sets out development and design principles; these should be reflected in development proposals. Residential uses are not considered to be appropriate in this location between The Front and the sea.

For the redevelopment of the Longscar Centre site, the Borough Council will support proposals which:

- 1) Reuse the current building with development appropriate to its beachside and open promenade setting. Development should enhance the current built form and improve connectivity with the adjacent public realm, or
- 2) Demolish and redevelop the site to enhance the quality of the environment and visitor experience of Seaton Carew.

Developments within, or which affect, the setting of the Conservation Area, including developments within the vicinity of a Conservation Area should take account of the character and setting of the Conservation Area through appropriate design, scaling, siting, use of materials and impact on the significance. Proposals for external development of shops within the Conservation Area will be encouraged where they enhance the heritage asset, guidance is set out within the Shop Front and Commercial Frontages Design Guide Supplementary Planning Document.

Development within Seaton Park is restricted to community, recreational and leisure uses only. Proposed development must be in keeping with the character of the park and should complement and enhance existing facilities and the open aspect of the park should be retained.

Further sports, leisure and recreational development may be appropriate at the Sports Domes site providing that connectivity to Seaton Carew is improved through the provision of enhanced pedestrian and cycle routes.

Where appropriate the Council will seek the provision of interpretation to increase public understanding of the Teesmouth and Cleveland Coast SPA and Ramsar.

#### **Tourist Accommodation**

- 14.25 Hartlepool has seen an increase in the range of accommodation available for tourists and other visitors. This is provided in several forms including hotels, guesthouses, self-catering facilities, holiday lodges/chalets and touring/static caravan sites. Despite a range of accommodation Hartlepool lacks a high-end tourism offer. The Council will encourage the establishment of further larger scale hotels and tourist accommodation within, primarily, the town centre and Marina. This will help to encourage the continued viability and vitality of these areas and, along with the improvement in visitor attractions, will encourage longer visitor stays.

- 14.26 Tourist accommodation at Seaton Carew will continue to cater for demand at the resort, primarily business tourism from the wider Tees Valley, and will also complement town-wide demand. The Headland is a suitable location for accommodation such as guest houses and small hotels. This level of provision should be in keeping with the character of the Headland. Care will need to be taken to ensure that hotel uses do not have an adverse effect on the surrounding neighbourhood. In addition there has been a significant increase in domestic overnight tourism for the purpose of business creating further demand for midweek residential accommodation<sup>63</sup>, this has resulted in new hotels being built / extended close to employment. The criteria set out in LT1 (Leisure and Tourism Policy) will be applied to new proposals for tourist accommodation.
- 14.27 Touring caravan sites, unless carefully sited and landscaped, can have a detrimental impact particularly on the visual environment. Care will need to be taken to ensure that adequate access can be provided. The Council has not been able to identify any suitable areas within the town which would be appropriate for the location of touring caravans. However there may be opportunities for a site, in the longer term, within the rural area. In addition the rural area offers opportunities for the development of self catering and bed and breakfast tourism accommodation and smaller scale caravan sites through farm diversification schemes.

#### **LT4: Tourist Accommodation**

**The Council will continue to encourage the enhancement of existing tourist accommodation and also the development of further tourist accommodation within the key tourist areas of the Borough (the Town Centre and Marina, the Headland, Seaton Carew and across the rural area).**

**Proposals for new, or the extension of existing, accommodation will be supported to maintain and enhance an attractive, vibrant and viable diverse tourism offer where they are:**

- 1) Of high quality design and materials in keeping with the character of the area;**
- 2) Of an appropriate scale in-keeping with surrounding buildings; and**
- 3) Located where the impact from increased visitors can be accommodated :**
  - By existing infrastructure capacity making best use of public transport provision and avoiding increased road congestion, and**
  - Without significant adverse impact upon the environment and biodiversity.**

**Where appropriate the Council will seek the provision of interpretation to increase public understanding of the Teesmouth and Cleveland Coast SPA and Ramsar.**

<sup>63</sup> Tourism Supply - Value of Tourism Industries, ONS data 2011, Visit England available at <http://www.t-stats-uk.co.uk/visitengland/SummaryReport.aspx>

#### **LT5: Caravan Sites and Touring Caravan Sites**

Proposals for static, touring caravan and camping sites will only be approved where they are well screened so as not to intrude visually into the landscape and provided that:

- 1) the surrounding infrastructure network is capable of accommodating the development;
- 2) it is accessible by a choice of means of transport to ensure sustainable linkages to amenities;
- 3) appropriate landscaping is provided;
- 4) adequate sewage and surface water disposal facilities are available; and
- 5) there are appropriate on-site amenity facilities for the scale of development to help minimise the need for travel.

Where appropriate the Council will seek the provision of interpretation to increase public understanding of the Teesmouth and Cleveland Coast SPA and Ramsar.

#### **Business tourism, events and conferencing**

- 14.28 Hartlepool has a range of conferencing and events facilities for business and leisure. The Borough Council will encourage further developments which cater for such events. More conference facilities and suitable accommodation within Hartlepool can contribute to the whole tourism package on offer in Hartlepool. The Historic Quay now part of the National Museum Royal Navy offers a key location for business tourism. However, as part of the development of the Marina is set to become a key tourism and leisure hub, the Council believes that additional, alternative and complementary facilities would offer a greater choice and increased attractiveness to potential conference and events clients. In addition to the Marina Hartlepool College of Further Education has state of the art conferencing facilities as well as offering business and tourism related courses. Therefore the Borough Council will look to encourage further developments which will create new facilities for and improve the business tourism and the conference offer of Hartlepool.

#### **LT6: Business Tourism, Events and Conferencing**

The Council will encourage and promote improvements to existing facilities and developments which complement the needs of business in terms of conferencing facilities and tourism.

Proposals for development should be in accordance with policies RC1 along with any other relevant policies on a case by case basis.



## 15. THE HISTORIC ENVIRONMENT

- 15.1 The Historic Environment is described as:  
*“All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.” (NPPF 2012)*
- 15.2 A Heritage Asset is a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest (NPPF Annex 2). *Heritage assets are of two types:*
1. *those which have been recognised as being nationally important and have been designated as such; these are designated heritage assets, and*
  2. *heritage assets that have not been designated, nevertheless some of which may be of national importance.*
- 15.3 Nationally there is high regard for the preservation and enhancement of the historic environment and heritage assets. As such this is an important component of the National Planning Policy Framework’s ambition to achieve sustainable development and the appropriate conservation of heritage assets forms one of the ‘Core Planning Principles’.
- 15.4 Hartlepool has a rich historic environment which makes a positive contribution to quality of life for residents. This fabric includes a variety of important designated heritage assets including conservation areas, listed individual and groups of buildings, Scheduled Monuments, a Protected Wreck, a registered park and garden and historic landscapes all of which are of special historic and architectural character on a local or national scale. In addition, there are Heritage Assets that have not been designated which include Locally Listed Buildings and Archaeological Sites and Monuments which are recorded on the Historic Environment Record (HER) for the area which is held by Tees Archaeology. The record is constantly changing and increasing as new information emerges.
- 15.5 The historic environment serves an important role in defining the town’s character, culture and heritage. It provides a direct reminder of the historical evolution of Hartlepool, intrinsic to the sense of place experienced today. As development creates a constant state of change, consideration of the impact of this on heritage assets and the historic environment is critical. When this is not carefully managed and protected there is a risk of negative changes upon the historic character of an area impacting upon the retention of heritage assets, an irreplaceable resource for the interest and enjoyment of current and future generations.
- 15.6 Opportunities for protection, enhancement and development can be aligned with heritage conservation as the historic environment and heritage assets have a positive role to play within the built environment contributing towards economic development, regeneration and the creation of sustainable communities. It helps promote Hartlepool as an attractive place in which to live, work and visit. A number of prominent visitor attractions in Hartlepool

have been developed on this ethos of using heritage to support economic regeneration, tourism development and cultural assets. For example Christ Church, a converted listed church, houses an art gallery and the Heugh Battery, a scheduled monument, is now a military museum.

### **Heritage Assets in Hartlepool**

- 15.7 The Designated Heritage Assets in the Borough of Hartlepool comprise eight Scheduled Monuments, 213 Listed Buildings, one Protected Wreck Site, one Registered Park and Garden and eight Conservation Areas.
- 15.8 The eight Scheduled Monuments include areas of land such as Low Throston deserted medieval village, structures like the Town Wall and occupied sites such as Heugh Battery. The Protected Wreck is located in Seaton Carew and was discovered in 1996 on the beach after the shifting levels in the foreshore sands exposed the outline of a wooden ship. It is thought to be the remains of an east coast collier brig and is an example of one of very few nationally.
- 15.9 The eight Conservation Areas are of varying character, including two located within the central commercial area of Hartlepool (Stranton and Church Street), two located within the rural villages on the outskirts of the town (Elwick and Greatham), two located on the coast (Headland and Seaton Carew), one centred around Ward Jackson Park, a registered park and garden (Park), and a further area located in the predominantly late 19<sup>th</sup> century residential area (Grange).
- 15.10 The full range of Heritage Assets for the area can be seen on the Tees Archaeology HER which is available [online](#) and includes records of shipwrecks in the area and the results of the 'Rapid Coastal Zone Assessment' funded by Historic England which identified additional sites along the English coastline.
- 15.11 Hartlepool Borough Council has also identified 186 locally listed buildings, which comprise buildings, structures, parks and open spaces that are considered to be of special local architectural or historic interest. These are included in the HER but a separate list of these can also be found on the Hartlepool Borough Council website.

### ***Heritage Strategy – Positive Approach***

- 15.12 In recognition of the value and important role the historic environment has to offer for the future of Hartlepool the Local Authority has developed a Heritage Strategy. This document gives further detail on the context of the historic environment, the challenges faced and details a positive and proactive action plan for addressing issues.
- 15.13 The Strategy also sets out monitoring and review procedures to ensure the continued protection and enhancement of all heritage assets. These include Conservation Area Appraisals in place for the Headland, Park and Grange Conservation Areas and visual assessments undertaken for Seaton Carew, Church Street, Elwick, Greatham and Stranton. In order to assess the impact of development on heritage assets the Borough Council is committed to systematically reviewing one conservation area a year based on the oldest first. Reviews will consider the appropriateness of Conservation Area boundaries and the effectiveness of Article 4 Directions. In addition two

Conservation Area management plans will be reviewed per year. The list of locally significant buildings is reviewed biennially and 'Heritage at Risk in Hartlepool' is regularly reviewed to ensure that the list continues to identify the rich heritage that local residents treasure and negative impacts on the historic environment are monitored and recorded.

- 15.14 The Borough Council's strategic approach strengthens communication of the significant consideration given to the historic environment by everyone concerned with development and place making, particularly those whose actions may affect it. This also raises awareness of heritage values. It is only through understanding the significance of a place that it is possible to assess how the qualities that people value are vulnerable to harm or loss. The approach in Hartlepool to monitoring and review set out in the Strategy strengthens communication. The Strategy for the Historic Environment details heritage assets within the vicinity of development sites allocated within this plan providing an evidential starting point for the consideration of the impact of development on heritage assets.
- 15.15 The combination of reviewing Conservation Areas, identifying locally significant buildings and the heritage at risk in the Borough aims to provide a comprehensive set of data on the character and appearance of the townscape which is held in the authority's Historic Environment Record. This record provides a sound basis not just for the conservation of the historic environment but also for developments which impact on heritage assets. It ensures that all development sustains and enhances the townscape of Hartlepool.
- 15.16 This strategic approach will continue to be guided by the Borough Council's Conservation Area Advisory Committee. The committee, comprising local residents associations, parish councils and amenity body's, acts as a sounding board highlighting topics relevant to local people that should be addressed. The Borough Council's Heritage Champion chairs this Committee; this ensures key links with Planning Committee.

#### ***Investment in the Historic Environment***

- 15.17 In recent years the authority has sought to consolidate its heritage assets through the provision of grants to improve the wider historic environment along with focusing on individual properties to accumulatively achieve a goal of enhancement. Significant schemes have included a £7.36 million Townscape Heritage Initiative Scheme in the Headland Conservation Area which tackled key buildings, individual housing grants and environmental improvements. More recently the authority provided grant assistance to residential properties that were listed or located in a conservation area for small schemes to make houses sound and restore traditional details. The total value of investment from the local authority in the Conservation Grant Scheme to date has been £535,905; this equates to 147 grants from 2006-2015 (no scheme in 2013).
- 15.18 The Borough Council continues to recognise the important role heritage has for future regeneration and economic prosperity of the town. A key area of focus within the Hartlepool Vision is the Church Street Conservation Area; In 2016 the local authority secured £1.2million in grant funding from the Heritage Lottery Fund to support a Townscape Heritage Scheme focusing on the improvement of buildings within, and the setting of, the Conservation Area.

This links directly to investment from the Cleveland College of Art and Design who are relocating and developing in the area and the wider Innovation and Skills Quarter, improving the historic environment can have a direct impact on economic viability and vitality by creating quality places where businesses want to locate and people want to live.

- 15.19 Heritage assets can offer interesting and flexible spaces for living, working and playing however due to protection requirements enhancements often require specialist expertise which can be expensive. This presents challenges for owners and potential occupiers as in some cases suitable uses can be limited; for this reason some heritage assets remain vacant. It is a key priority for the local authority to encourage suitable uses to ensure heritage buildings remain in active use consistent with their conservation. The Borough Council will continue to protect and will actively encourage the enhancement of heritage assets, acknowledging that sympathetic changes to heritage assets may be required from time to time to ensure such heritage assets remain used and valued. The use of constructive conservation approaches and positive use of planning powers will help achieve this.
- 15.20 The Borough Council will consider the future preparation of a Heritage Supplementary Planning Document (SPD) to provide further guidance and clarity on development relating to the historic environment and will take account of Conservation Area Appraisals, Visual Assessments, and Design Statements in determining applications for development, alteration and demolition. Consideration will be given to providing additional protection including the possible use of Article 4 Directions.
- 15.21 The Borough Council will draw on existing skills to investigate funding opportunities for the historic environment to continue this investment where possible and advise individual buildings owners of the opportunities that may be open to them to directly apply for financial assistance.

#### **HE1: Heritage Assets**

**The Borough Council will seek to preserve, protect and positively enhance all heritage assets. Proposals which will achieve this or better reveal the significance of the asset will be supported.**

**Proposals for any development (including change of use, extensions, additions, alterations, and demolition (partial or total)) which has an impact on a heritage asset (both designated and non-designated) and its setting will be required to:**

- 1) Preserve and /or enhance its special character, distinctiveness, setting and townscape or landscape value in a manner which is appropriate to its significance;**
- 2) Be of high quality design which has a positive impact on the heritage asset.**
- 3) Ensure the sensitive and viable use of the heritage asset.**

**The Borough Council will seek to refuse proposals which lead to substantial harm to, or result in the total loss of significance of, a designated heritage asset unless it is evidenced that the harm or loss is necessary to achieve**

**substantial public benefit<sup>64</sup>.**

**Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset it will only be permitted where that harm is outweighed by the public benefits of the proposal.**

**When assessing the impact of a proposal on a non-designated heritage asset a balanced judgment should be made. In all cases great weight will be given to the assets' conservation, protection and enhancement.**

**In exceptional cases where the loss of a heritage asset is justified based on the merits of development and public benefits of the proposal, the Borough Council will ensure, through appropriate planning conditions and obligations, that the development will be implemented as proposed.**

**Proposals should be in accordance with the Planning Obligations SPD and where appropriate mitigation towards enhancing / protecting a nearby asset by means of compensation for any loss may be required.**

**Where appropriate the Borough Council will seek the provision of interpretation both on and / or off site to increase public understanding of the heritage asset.**

**A Heritage Statement should be provided with all applications affecting a heritage asset. It should be proportionate to the significance of the heritage asset under consideration. This should detail the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it and demonstrate understanding of the potential impact of the proposal on the assets significance and setting. The Hartlepool HER should be referred to along with the Hartlepool Strategy for the Historic Environment.**

## **HE2: Archaeology**

**The Borough Council will seek to protect, enhance and promote Hartlepool's archaeological heritage and, where appropriate, encourage improved interpretation and presentation to the public.**

**Where development proposals may affect sites of known, or possible, archaeological interest an assessment from an appropriate specialist source**

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<sup>64</sup> Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework ([Paragraph 7](#)). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

Public benefits may include heritage benefits, such as:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation

**will be required prior to any planning application being determined (and may in some instances be required at validation stage determined on a site by site basis). This assessment must include consultation of the Historic Environment Record and should be carried out during an early stage of the planning process to identify the likely impact on known or potential heritage assets and assessment made in relation to their significance. The assessment will also provide the basis for potential mitigation strategies, including excavation and investigation, preservation in-situ of important remains and archaeological sites, provision of interpretation both on and / or off site to increase public understanding of the heritage asset.**

### **Planning for Sustainable Conservation Areas**

- 15.22 There are eight Conservation Areas across the Borough, five of which are located within the main built up area these include the historic part of the Headland, Church Street, Grange, Park and Stranton. The other three cover the historic parts of Seaton Carew and the villages of Elwick and Greatham. These areas have benefited from public sector investment in recent years in recognition of their intrinsic value and importance.
- 15.23 Each of these Conservation Areas has unique qualities and features which help to define their individual character. These may include groupings, orientation, massing and style of buildings; special architectural details such as windows, doors and shop front design; finishing materials, decoration and ornamentation; streetscape, trees, hedgerows, landscaping and boundary enclosure, views and vistas. In considering applications for development, alteration or demolition in these areas it is important that these special features are preserved and enhanced and that the quality of design is of a high standard. This does not mean that no changes will be permitted within Conservation Areas, but it does require that the significance of each element of the Conservation Areas is understood so that any works can be better informed. Potential harm to the Conservation Areas should be avoided but where harm cannot be avoided, such harm will be weighed against the wider public benefits.
- 15.24 Any development, alteration or demolition, should be carefully considered and designed to ensure that they are complementary to and positively enhance the character and setting of a Conservation Area and heritage assets within it. A high standard of design is expected for development in these areas and great care should be taken to ensure that unsympathetic design and incompatible changes of use do not occur.
- 15.25 The Borough Council is committed to its duty to effectively manage the Boroughs Conservation Areas, through the review of appraisals, visual assessments and management plans allowing the reassessment of priorities. Half of the Conservation Areas in Hartlepool (Church Street, Headland, Park and Seaton Carew) are currently 'at risk'; this highlights that these areas have been subject to neglect, decay or inappropriate development, with incremental and sustained change gradually weakening the character of these heritage assets.

- 15.26 The aim of identifying these Conservation Areas as 'at risk' is that the importance of preservation and enhancement of these heritage assets is highlighted publicly. The Borough Council is actively seeking to improve these areas to ensure that the character is preserved and enhanced for the benefit and enjoyment of future generations, ultimately with the aim of removing their at risk status.

### **HE3: Conservation Areas**

The Borough Council will seek to ensure that the distinctive character of Conservation Areas within the Borough will be conserved or enhanced through a constructive conservation approach. Proposals for development within Conservation Areas will need to demonstrate that they will conserve or positively enhance the character of the Conservation Areas.

In determining applications within Conservation Areas particular regard will be given to the following:

- 1) The scale and nature of the development in terms of appropriateness to the character of the particular conservation area;
- 2) The design, height, orientation, massing, means of enclosure, materials, finishes and decoration to ensure development is sympathetic to and/or complementary to the character and appearance of the conservation area;
- 3) The retention of original features of special architectural interest such as walls, gateway entrances and architectural details;
- 4) Retention of existing trees, hedgerows and landscape features and appropriate landscaping improvements incorporated into design proposals;
- 5) The protection of important views and vistas and settings within and into / out of the conservation area;
- 6) Car parking, where required, should be located, designed and landscaped in such a way as to minimise impact on the character and appearance of the heritage asset, and
- 7) Guidance provided in relevant Conservation Area appraisals, management plans, visual assessments, design statements and supplementary planning documents.

Proposals for demolition within Conservation Areas will be carefully assessed, the Borough Council will only permit the demolition of buildings and other features and structures in a Conservation Area if it can be demonstrated that:

- 1) The removal would help to conserve and/or enhance the character, appearance and significance of the Conservation Area,
- 2) Its structural condition is such that it is beyond reasonable economic repair, or
- 3) The removal is necessary to deliver a public benefit which substantially outweighs the impact on the significance of the heritage asset.

In the exceptional circumstances where any demolition is granted, the Borough Council will require that detailed proposals for the satisfactory re-development or after treatment of the site are secured before demolition

**takes place. This will include the requirement to record and advance understanding of the significance of the heritage assets to be lost (wholly or in part) in a manner that is proportionate to their importance.**

**Developments which affect the setting of a Conservation Area, including developments within the vicinity of a Conservation Area should take account of the character and setting of the Conservation Area through appropriate design, scaling, siting, use of materials and impact on the significance.**

**Where there are important views and vistas within and otherwise affecting the setting of a Conservation Area these should be protected or enhanced.**

**The Borough Council will protect and enhance Conservation Areas and their features as part of a development.**

**The Borough Council may consider the use of Article 4 Directions in order to protect the integrity of buildings within Conservation Areas.**

### **Listed Buildings and Structures**

15.27 There are over 200 buildings and structures which are listed as being of architectural or historic interest within the Borough. Listed buildings are an important part of Hartlepool's heritage and deemed of national importance. Each listed building has unique qualities and features which help to define their individual character; the process of listing has identified their significance to be celebrated and to ensure that these important components of our historic environment can be enjoyed by present and future generations. These may include building style, special architectural details, internal features, means of enclosure, and as with buildings in conservation areas, their massing, orientation and contribution as part of a group of buildings may help define the character of the area. It is important that these buildings and their special features are conserved and enhanced. This does not mean that no changes will be permitted to listed buildings but the quality of any alterations or additions needs to be of a high standard and of an appropriate design.

15.28 The Borough Council has for many years proactively supported and encouraged investment in listed buildings throughout the town aimed at conserving and enhancing their physical character and facilitating new uses for buildings at risk. Assistance has been both monetary and advisory towards restoration and replacement of important architectural features to large scale grants for structural repairs and comprehensive refurbishment to support restoration and reuse of larger key vacant or underused buildings. These have often formed part of wider regeneration programmes. Notable successes have included restoration and refurbishment of Christ Church to create a tourist information centre and art gallery, the former Co-op Central Stores within the town centre to residential and business use and the former Jesmond Road Primary School into residential apartments. The Heritage Lottery Funding secured in 2016 will support the restoration and refurbishment of buildings (including listed and locally listed) in the Church Street Conservation Area.



- 15.29 In recognition of their value and importance the Borough Council will continue to be proactive in protecting, enhancing and actively encouraging improvements to Listed Buildings and structures. Any development, alteration or demolition should be carefully managed and designed to ensure that they are in keeping with and positively enhance the assets significance, character and setting. The Borough Council recognises that the heritage assets are irreplaceable therefore the retention and enhancement is vital to ensure their preservation for future generations.

#### **HE4: Listed Buildings and Structures**

**The Borough Council will seek to conserve or enhance the town's listed buildings by resisting unsympathetic alterations, encouraging appropriate physical improvement work, supporting appropriate and viable proposals to secure their re-use and restoration.**

**In determining applications for listed buildings and structures proposals should:**

- 1) Use traditional materials in sympathetic and complementary designs which are in keeping with the character and special interest of the Heritage asset;**
- 2) Retain internal features and fittings which comprise an integral part of the character and special interest of the building, and;**
- 3) Support the enhancement or viable use/re-use of the building.**

**In the case of total demolition:**

- 1) There is no appropriate or viable use for the heritage asset and appropriate marketing has demonstrated this; and**
- 2) The fabric of the building is beyond reasonable economic repair; and**
- 3) Retention and restoration through some form of charitable or community ownership is not possible or suitable; and**
- 4) The harm or loss is outweighed by the benefit of bringing the site back into use.**

**In the case of partial demolition:**

- 1) The part of the building to be demolished is beyond economic repair, and;**
- 2) The partial loss of the structure and/or architectural features will not materially detract from the special character of the building causing substantial harm; and**
- 3) Evidence is provided to demonstrate that the demolition will safeguard and enhance the remaining element of the heritage asset.**

**Where any demolition is involved the Borough Council will require that detailed proposals for the satisfactory redevelopment or after treatment of the site are secured before demolition takes place. This will include the requirement to record and advance understanding of the significance of the heritage assets to be lost (wholly or in part) in a manner that is proportionate to their importance and the impact.**

#### **Setting**

To protect the significance of a listed building the Borough Council will ensure harm is not caused through inappropriate development within its setting. Design should be sympathetic to and take advantage of, opportunities to enhance the setting of the listed building or structure.

The Borough Council will seek to refuse developments to, or within the setting of, a listed building or structure which will result in the substantial harm or total loss of significance of a listed building unless it can be demonstrated that this loss and/or harm is necessary to achieve substantial public benefit which outweighs this loss and/or harm.

Where it is considered that a proposal will result in less than substantial harm to the significance of a listed building or structure this harm should be weighed against the public benefits of the proposals.

### **Locally Listed Buildings and Structures**

- 15.30 The Borough Council has put together a Local List to identify buildings, structures, parks, gardens and open spaces in Hartlepool which are thought to be of special local architectural or historic interest, these are non-designated heritage assets. These assets do not have statutory protection however their intrinsic value and contributions to the character of their locality and determination of the sense of place render their importance and every effort should be made to retain and where possible enhance them.
- 15.31 To identify and encourage the protection of locally important heritage assets as well as raise the profile of local history, heritage and conservation of local distinctiveness the compiled Local List will be regularly reviewed and updated. This will ensure all buildings which make a significant contribution to their locality and setting however are not considered of significance to be listed are included on the local list. Compilation of the list involves residents creating a sense of local ownership of the significance of these heritage assets.
- 15.32 In recognition of their contribution to the character of their locality there will be a presumption against the demolition or removal of important features of buildings included on the List of Locally Important Buildings.

### **HE5: Locally Listed Buildings and Structures**

The Borough Council will support the retention of heritage assets on the List of Locally Important Buildings particularly when viable appropriate uses are proposed.

In determining applications for planning permission that affect entries on the List of Locally Important Buildings particular regard to the following is necessary:

- 1) The historic or architectural importance of the building,
- 2) Features which contribute significantly to the character of the building,
- 3) The group value,
- 4) Their contribution to the appearance of the locality,
- 5) Their scarcity value to the Borough,

- 6) The design and means of enclosure of the proposal,
- 7) The scale, nature and importance of the proposed redevelopment which should clearly demonstrate how it would conserve or enhance the site or the setting of other buildings nearby,
- 8) The works would support the enhancement of viable use/re-use of the remaining part of the building, and;
- 9) Any redevelopment would result in a public benefit which outweighs the loss of any part of the building.

Where a proposal affects the significance of a non-designated heritage asset a balanced judgment should be weighed between the scale or the harm or loss against the public benefits of the proposal.

Where any demolition is involved the Borough Council will require that detailed proposals for the satisfactory redevelopment or after treatment of the site are secured before demolition takes place. This will include the requirement to record and advance understanding of the significance of the heritage assets to be lost (wholly or in part) in a manner that is proportionate to their importance and the impact.

The Borough Council may consider the use of Article 4 Directions in order to protect the integrity of buildings including on the List of Locally Important Buildings.

#### **Historic Shopping Parades**

- 15.33 There are a number of historic shopping parades within Conservation Areas in Hartlepool, those which are significant examples including multiple buildings with traditional shop fronts in:
- Stranton / Vicarage Gardens
  - The Front, Seaton
  - Church Street
- 15.34 Each of these areas has benefitted from significant grant investment where building owners have been encouraged to invest in the fabric of the building, reinstating traditional features such as shop fronts, windows and signage to improve the historic integrity of these heritage assets within the historic environment. Protecting investment from incremental negative changes is an ongoing priority for the Borough Council.

#### **HE6: Historic Shopping Parades**

The Borough Council will support the retention of historic shop fronts in the following shopping parades:

- 1) Stranton / Vicarage Gardens
- 2) The Front, Seaton
- 3) Church Street

Replacement shop fronts should respond to the context reinforcing or improving the wider appearance of the shopping parade within the street.

The preservation of traditional examples of shop frontages is important for maintaining our highly valued built heritage and links with the past however

**emphasis should also be placed on ensuring high standards of design for all shop fronts, be they traditional or contemporary in style.**

**Development proposals should be compliant with Shop Front and Commercial Frontages Design Guide Supplementary Planning Document.**

### **Heritage at Risk**

- 15.35 Heritage at Risk relates to those heritage assets which are most at risk of being lost as a result of neglect, decay or inappropriate development. This presents the key challenge to the local authority in managing the Historic Environment. In Hartlepool currently four of the boroughs eight Conservation Areas are classified as at risk by Historic England. There are also currently Scheduled Monuments and ecclesiastical buildings on the national register.
- 15.36 The local authority continues to proactively manage heritage assets throughout the Borough and in addition to those heritage assets identified as 'at risk' by Historic England the local authority has identified those at risk and placed these on a register. The register will be reviewed regularly to seek to accurately define the state of the Borough's heritage assets. The authority will work with owners to find solutions to remove buildings from the list, aiming to remove one building from the list each year. This work will include actively seeking uses for vacant buildings including, where appropriate, marketing buildings and directly finding potential occupiers. In addition the Borough Council will work closely with owners to advise them of the processes of making buildings sound and viable for future occupiers. To support this development of a Heritage at Risk Strategy as an addendum to the Hartlepool Heritage Strategy will be considered.
- 15.37 It is noticeable that whilst schemes have come forward for properties which have been vacant for a prolonged period across the town there has been less interest in structures within the town centre.
- 15.38 Buildings located within the town centre which have been vacant for a long period can become at risk as no suitable use can be found and, even if one is identified, there may be a conservation deficit which makes such buildings unattractive and unviable to investors. The investment generated by the Innovation and Skills Quarter and the Regeneration Master Plan, both of which focus on the town centre, should assist in funding for those assets at risk. This will specifically benefit heritage at risk in the Church Street Conservation Area as funding secured by the Borough Council for a Townscape Heritage Scheme will target grants at such properties.
- 15.39 The Borough Council is proactively looking at the powers available to ensure that development of such properties is encouraged. For example, the introduction of a Local Development Order in the Church Street Conservation Area will simplify planning permission requirements which will lead to a reduction to the perceived barriers to encouraging investment into the area.
- 15.40 A further issue for the local authority is preventative action to ensure further incremental negative changes to heritage assets do not occur, the aim of this is to ensure further heritage assets do not become 'at risk'. This is a particular issue impacting on Conservation Areas across the town and a key contributor

towards the Conservation Areas currently at risk in Hartlepool. Advice will be provided by the authority in the form of leaflets to owners of relevant buildings for the maintenance and improvement of their properties. Leaflets are already provided on replacement windows and doors and this suite of information will be expanded to include other topics such as maintenance of buildings, railings and shop fronts. This will provide building owners with sources of guidance when carrying out work to their property and assist in reinforcing the sense of place.

#### **HE7: Heritage at Risk**

**Retention, protection and enhancement of heritage assets classified as 'at risk' is a priority for the Borough Council. The Borough Council will support the development of heritage assets which will positively conserve and enhance these assets removing them from being classified as at risk and addressing issues of neglect, decay or other threat.**

**In exceptional circumstances where a heritage asset is at risk and requires significant repairs to maintain or enhance its heritage value and the cost for repair and/or investigation is undeliverable by any other means, the redevelopment of the wider site may be considered. However this will only be an option when the proposed development does not create substantial harm or total loss of significance of a heritage asset. In the case of less than significant harm to the heritage asset it must be demonstrated that any loss and/or harm is necessary and outweighed by the need to achieve substantial public benefit.**

**Such development will be assessed on a site by site basis to secure the long term future of a heritage asset. Any such scheme will also need to be supported by Historic England and any other relevant statutory agencies.**

**This policy should be read in conjunction with and in accordance with the Heritage Chapter of the Planning Obligations SPD to establish any requirement for mitigation against any harm to heritage assets.**

**Where the Borough Council considers that the condition of the heritage asset continues to deteriorate and positive action is not demonstrated by the owners to address this decline, use of Compulsory Purchase Powers will be considered to safeguard the future of the heritage asset.**

## **16. NATURAL ENVIRONMENT AND GREEN NETWORKS**

16.1 The Borough Council recognises the important role that Hartlepool's natural environment plays in enhancing people's quality of life and improving quality of place. The benefits of a high quality natural environment run as a cross-cutting theme through many of the policies and proposals of the Local Plan. A high quality environment can:

- Encourage more people to live and work in Hartlepool
- Complement efforts to attract new economic growth and investment
- Help to increase the number of visitors and boost the tourism economy
- Provide more opportunities for leisure and recreation with consequent benefits for people's health and well-being
- Support measures to adapt to and mitigate against the potential impacts of climate change

16.2 The natural environment and green network policies in the Local Plan are designed to:

- Protect and enhance the varied natural landscapes and geological features of the Borough
- Maintain and enhance biodiversity, including opportunities through development
- Develop a green infrastructure network that provides a wide range of benefits for local people and wildlife
- Ensure that there are sufficient more formal playing pitches and incidental open space to meet the needs of local communities, and that such green space is adequately protected

### **Hartlepool's Natural Environment and Green Networks**

16.3 The landscape character of Hartlepool's countryside consists of two distinct areas – the Durham Magnesian Limestone Plateau to the north and the Tees Lowlands in the west and south<sup>65</sup>. The Durham Magnesian Limestone Plateau is an open, agricultural landscape with sharply defined boundaries in the form of a steep limestone escarpment to the west and a coastline of cliffs and bays. The Limestone Plateau just reaches its southern and eastern extent within the northern part of Hartlepool Borough. An aquifer sits below the Magnesian Limestone Plateau which is an important source of drinking water for Hartlepool and other surrounding urban areas. The limestone escarpment is a prominent feature in the north west of the Borough and is the location of an active limestone quarry at Hart. In the north of the Borough the wooded Thorpe Bulmer Dene cuts into the landscape from the coast.

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<sup>65</sup> Detailed profiles of these Natural Character Areas can be downloaded from the Government's website: [www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles](http://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles).

- 16.4 The Tees Lowlands character area forms a broad, open plain dominated by the meandering River Tees and its tributaries, with wide views to distant hills to the south. Within Hartlepool the Tees Lowlands comprise broad low-lying and gently undulating farmland, and towards the south east of the Borough merges into the flat, estuarine landscape around the mouth of the River Tees.
- 16.5 In 2000 the Borough Council produced a Landscape Character Assessment<sup>66</sup> which contains a detailed analysis of the Hartlepool landscape and provides a tool that can assist with informed decision making regarding development proposals and in drawing up proposals to enhance the landscape and natural environment.
- 16.6 The Borough's coastline is important for its ecological and wildlife interest, particularly for internationally important populations of migratory and wintering water birds. The coastal strip also has areas of geological importance, including the nationally important Hartlepool Submerged Forest Site of Special Scientific Interest (SSSI). The coastline is also an important asset in providing opportunities for recreation and tourism – Seaton Carew and its beaches has long been a popular day visit attraction for people from Hartlepool and further afield.
- 16.7 The mosaic of intertidal and wetland habitats within the Tees Estuary are internationally designated as the Teesmouth and Cleveland Coast Special Protection Area (SPA) and a Ramsar site<sup>67</sup>, due to its importance for water birds. Part of Hartlepool's coastline is also designated as an SPA and currently there are proposals to extend the SPA designation to cover the whole of the coastline. Currently there are four nationally important Sites of Special Scientific Interest (SSSI) within the Borough, and four SSSIs partially located in the Borough. There is a National Nature Reserve designated on part of the Tees Estuary, and currently there are six local nature reserves, forty seven Local Wildlife Sites, and six Local Geological Sites within the Borough.
- 16.8 As a whole the Borough has relatively low tree cover compared to other areas of the Tees Valley. Notable exceptions are the Wynyard area in the south west of the Borough and Thorpe Bulmer Dene which forms most of the northern boundary of the Borough. In the 2006 Hartlepool Local Plan both these areas were designated as 'local' Special Landscape Areas to provide both additional protection from development and to encourage schemes for landscape enhancement. For a number of years most of the rural area of Hartlepool was included within the 'Tees Forest'<sup>68</sup>. Although the Tees Forest initiative no longer

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<sup>66</sup> Hartlepool Landscape Assessment; Landmark Partnership on behalf of Hartlepool Borough Council, 2000

<sup>67</sup> A Ramsar site is a wetland of international importance designated under the Ramsar Convention 1971

<sup>68</sup> The Tees Forest (formerly the Cleveland Community Forest) was originally designated in 1991/92.

operates most of the aims of the project<sup>69</sup> remain relevant and are reflected in local plan policies and other projects developed or supported by the local authority.

- 16.9 One of the features of Hartlepool, in common with other parts of the Tees Valley, is areas of open space extending from the countryside into the built-up area. These green wedges can consist of both formal and informal open space and offer benefits for wildlife and local communities as well as maintaining the separate identities of parts of the urban area.
- 16.10 The green wedges, along with other areas of green/open space such as playing fields, gardens, cemeteries, and incidental open areas all form part of Hartlepool's green infrastructure network. In 2014 the Borough Council adopted a Supplementary Planning Document<sup>70</sup> (SPD) and Action Plan<sup>71</sup> for green infrastructure. These documents set out a strategy and programme of action for the future development of the green infrastructure network in Hartlepool.

#### **Developing a strategy for the natural environment and green networks**

- 16.11 In the UK many aspects of the natural environment are in a declining or poor state. The National Ecosystems Assessment<sup>72</sup> found that around 30 per cent of the services provided by the natural environment are in decline. Similarly, the recent 'State of Nature' report<sup>73</sup> indicated that of over 3,100 plants and animals monitored over the last 50 years some 60 per cent have declined.
- 16.12 The Government's Natural Environment White Paper<sup>74</sup> recognises the economic and social benefits of the natural environment as well as its intrinsic value and sets out an agenda to achieve the recovery of nature moving from net loss to net gain. Key points in this agenda have been to reform the planning process to enable development to enhance natural networks while retaining emphasis on protection and improvements, and establishing Local Nature Partnerships (LNP) to strengthen and coordinate local action across administrative boundaries.

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<sup>69</sup> The Tees Forest initiative sought to achieve a range of environmental and community benefits including tree planting, landscape improvement, nature conservation, agricultural diversification, recreation provision and employment generation.

<sup>70</sup> Hartlepool Green Infrastructure – Supplementary Planning Document; Hartlepool Borough Council, February 2014

<sup>71</sup> Hartlepool Green Infrastructure – Supplementary Planning Document – Action Plan; Hartlepool Borough Council, February 2014

<sup>72</sup> UK National Ecosystem Assessment; Defra and others, 2011. The Ecosystem Assessment was the first analysis of the UK's natural environment in terms of the benefits it provides to society and continuing economic prosperity. It was an inclusive process involving many government, academic, NGO and private sector institutions

<sup>73</sup> State of Nature - a collaboration between 25 UK conservation and research organizations, 2013. The report can be downloaded at [www.rspb.org.uk/stateofnature](http://www.rspb.org.uk/stateofnature)

<sup>74</sup> The Natural Choice: securing the value of nature; Department for Environment, Food and Rural Affairs, 2011.



16.13 The Tees Valley Local Nature Partnership (TVNP) was formally recognised by Government in July 2012 and covers the administrative areas of the five Tees Valley local authorities. Hartlepool Borough Council is a partner in the TVNP and has played an active role in its development. As well as coordinating actions and developing priorities within the Tees Valley the TVNP also plays a valuable role in cross-boundary initiatives with adjoining LNPs. In Hartlepool's case this is the Three Rivers LNP which covers County Durham, including most of the Durham Magnesian Limestone Plateau landscape character area.

***Biodiversity and designated sites***

16.14 Local Plan policy reflects the hierarchy of international, national, and locally designated sites and the differing levels of protection afforded by national policy and relevant legislation<sup>75</sup>. The hierarchy and protection levels are summarised in the box below.

***Table 15 – Hierarchy of International, national and locally designated sites***

<p><b>Internationally important sites</b> (Special Protection Areas designated under the EU Birds Directive; wetland sites designated under the Ramsar Convention)</p> <ul style="list-style-type: none"> <li>• Development likely to have a significant effect on the interest features of the site, alone or in combination with other plans and projects, or will adversely affect the integrity of the site, will not be permitted unless there are overriding reasons of public interest</li> </ul> <p><b>Nationally important sites</b> (Sites of Special Scientific Interest, National Nature Reserves)</p> <ul style="list-style-type: none"> <li>• Development on land within or outside a designated site likely to have an adverse affect (either individually or in combination with other developments) on the interest features of the site should not be permitted. Where an adverse affect is likely, any exception should only be made where the benefits of the development clearly outweigh both the impact it is likely to have on the features of the site and any broader impacts on the network of nationally important sites</li> </ul> <p><b>Locally important sites</b> (Local Wildlife Sites; Regionally Important Geological/Geo-morphological Sites)</p> <ul style="list-style-type: none"> <li>• Development will not be permitted, unless the reasons for the development clearly outweigh the harm to the conservation interest of the site. Where development is approved compensatory measures will be required to maintain/enhance nature conservation interest</li> </ul>
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<sup>75</sup> See National Planning Policy Framework, paragraph 113; Department for Communities & Local Government, March 2012; and ODPM Circular 06/2005: Biodiversity and Geological Conservation – Statutory Obligations and their impact with the planning system, August 2005.

- 16.15 While the protection of internationally and nationally important nature conservation sites is clearly set out in existing legislation and guidance, the Borough Council will have regard to the indirect effects of developments proposed beyond the boundaries of these designated sites. For example a housing development could result in increased numbers of uncontrolled visits for dog walking or other activities which in turn could have a detrimental impact on the interest features of the site. In such cases it may be possible for example, to make alternative provision for such activities, reducing pressure on and potential damage to, nature conservation interests. The Borough Council will therefore adopt a precautionary approach to such proposals.
- 16.16 A number of designated sites in Hartlepool form part of the wider Teesmouth and Cleveland Coast Special Protection Area (SPA) which itself comprises a number of individual Sites of Special Scientific Interest. While the Tees Estuary as a whole continues to support certain bird species in internationally and nationally significant numbers, the overall numbers of birds in the estuary and surrounding areas has declined over recent years for reasons that are not fully understood. Natural England is currently reviewing evidence with a view to recommending to Government an extension of the Teesmouth and Cleveland Coast SPA. If accepted by Ministers for formal consultation the extended SPA will become a 'potential' SPA with the same level of protection as the existing, designated SPA.
- 16.17 There are six sites (see appendix 6) within the Borough designated as Local Nature Reserves (LNRs) under the National Parks and Access to the Countryside Act 1949 (as amended). These sites have geological or wildlife features that are of special local interest. Some of these sites are owned and/or managed by the local authority and where appropriate the Borough Council will support the designation of other sites as Local Nature Reserves.
- 16.18 The wider Tees Estuary is an area of significant economic importance, not only for the Tees Valley but also within a national and international context. The area is of particular importance to the chemical and processing sectors and provides access to deep water port facilities. The Borough Council, along with other local authorities in the Tees Valley, will continue to support further growth and investment in the area, while recognising the national and international importance of the Estuary and its surroundings for nature conservation.
- 16.19 The Borough Council is a member of the Tees Estuary Partnership<sup>76</sup> (TEP) which has set a vision to "create an estuary that is an exemplar for nature conservation with thriving habitats and populations of birds

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<sup>76</sup> The Tees Estuary Partnership was formed in January 2016 to coordinate the preparation of a Strategic Master Plan for the estuary. The Partnership is coordinated by the Tees Industry Nature Conservation Association (INCA) and membership includes relevant local authorities, the Local Enterprise Agency, the Local Nature Partnership, statutory agencies, private sector businesses, and wildlife groups

and animals, and which drives sustainable economic growth and business investment in the area. All users of the estuary will have a common understanding of the environmental and socio-economic value of the Tees and the needs of other stakeholders. This promotes integrated and sustainable development of the estuary alongside improvement of the habitats and infrastructure.”

- 16.20 The TEP is currently in the process of producing a Strategic Master Plan for the estuary with key components relating to economic development and improving the environment where economic development takes place, and to habitat creation and enhancement opportunities. The TEP is also working with regulators and businesses to produce a Memorandum of Understanding in relation to the provision of advice, consents and assent.
- 16.21 The Borough Council supports the production of a Strategic Master Plan and Memorandum of Understanding for the Tees Estuary and will have regard to these when implementing Local Plan policies.
- 16.22 The concept of biodiversity accounting or offsetting may offer a future role in providing compensation for development which results in a loss of nature conservation value. Biodiversity accounting is a methodology offering potential to recognise and quantify the environmental impact of development, and generating extra investment for habitat creation by appropriate compensation schemes. A key principle of biodiversity accounting is that it is only after avoidance, mitigation and on-site compensation have been fully investigated that any residual environmental damage can be considered for compensation off-site. Biodiversity accounting needs to show measurable outcomes that are sustained over time. A pilot scheme has been operating with six local authorities in England and the evaluation of this pilot has provided some encouraging lessons for applying biodiversity accounting in practical situations.

### ***Ecosystem services***

- 16.23 The concept of ecosystem services has been gaining recognition and support over recent years as an aid to understanding the use and management of natural resources. Everyone’s health and wellbeing depends upon the services provided by ecosystems and their components: water, soil, nutrients, and organisms. Therefore ecosystem services are the processes by which the environment produces resources utilised by people such as clean air, water, food and materials. The UK National Ecosystems Assessment<sup>77</sup> identified a framework to help understand the different elements of ecosystem services:

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<sup>77</sup> UK National Ecosystem Assessment; Defra and others, 2011. The Ecosystem Assessment was the first analysis of the UK’s natural environment in terms of the benefits it provides to society and continuing economic prosperity. It was an inclusive process involving many government, academic, NGO and private sector institutions.

- **Provisioning services** – products obtained from ecosystems such as fresh water, food, fuel, medicines and pharmaceuticals
- **Regulatory services** – benefits obtained from the regulation of ecosystem processes, including air quality, flood regulation, erosion control, and carbon sequestration
- **Cultural services** – non-material benefits that people obtain from ecosystem services such as enjoyment and recreation, mental and physical health, employment, and sense of place/community
- **Supporting services** – services necessary for the production of other ecosystem services such as soil formation, primary production and water cycling

**Table 16 - Example of ecosystem services applied to an area of woodland**

- |  |
|--|
| <ul style="list-style-type: none"> <li>• Provide timber for building and fuel, and potentially food with cover for game birds (Provisioning services)</li> <li>• Influence rain water run-off into surrounding land reducing flood risk, and regulate air quality by removing pollutants (Regulatory services)</li> <li>• Provide opportunities for leisure and recreation, and contribute to appreciation of the landscape (Cultural services)</li> </ul> |
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16.24 The Government's 'What nature can do for you' publication<sup>78</sup> has usefully summarised the key ecosystem services provided by the natural environment that benefit people:

- Resources for basic survival, such as clean air and water;
- Contribution to good physical and mental health, through for example access to green space, and genetic resources for medicines;
- Protection from natural hazards, through regulation of our climate;
- Support for a strong economy, through raw materials for industry and agriculture, or through tourism and recreation, and
- Social, cultural and educational benefits, including personal wellbeing and interaction with nature

16.25 The National Planning Policy Framework (NPPF) states that the planning system should recognise the wider benefits of ecosystem services<sup>79</sup>. There is no single methodology or process in applying an ecosystem services approach to local planning. However a broad appreciation of the concept of ecosystem services can help in understanding the implications for the natural environment through the implementation of land use planning policies and planning decisions.

<sup>78</sup> What nature can do for you: a practical introduction to making the most of natural services, assets and resources in policy and decision making; Department for Environment, Food & Rural Affairs, updated January 2015.

<sup>79</sup> National Planning Policy Framework paragraph 109; Department for Communities and Local Government, March 2012.

- 16.26 As part of the Local Plan preparation the concept of ecosystems services is helpful in assessing the impact of policies and proposals on the natural environment. This includes:

Sustainable development – an ecosystems services approach can be important in drawing out the less obvious impacts on the natural environment and achieving a balance alongside social and economic considerations

Climate change – as well as the impact on habitats and species, an ecosystems approach can highlight the affect of climate change on the role of the natural environment in supporting economic activity and the need to develop sustainable ways of adapting to climate change

Sustainability appraisal – a sustainability appraisal/strategic environmental assessment is an integral part of local plan preparation. An ecosystems approach can allow greater appreciation of the role of the natural environment and developing options for its protection and enhancement.

### ***Woodland and Trees***

- 16.27 Woodland and trees are an important element of the natural capital of the Borough. They perform many functions ranging from filtering out pollutants and storing carbon to providing habitats for wildlife and being a fundamental element of the landscape. There is now plenty of evidence to show that an environment with woodland and trees is a better place to live and work.
- 16.28 Tree cover in Hartlepool is low compared to many other areas. Only 4.2% of the Borough is woodland compared to an average of 13% in the UK. In the urban area of Hartlepool the mean tree canopy cover is 2.6% compared to 8.2% for the UK.
- 16.29 The Borough Council has developed a Tree Strategy<sup>80</sup> with the following objectives:
- Retain and protect existing trees;
  - Maintain publically owned trees using good arboriculture management and ensure the safety and wellbeing of the public through the assessment and management of risk associated with trees, and
  - Increase the number of trees by planting more, and encouraging others to plant more
- 16.30 Some of the most important areas of woodland are those classed as Ancient Semi-Natural Woodland (ASNW) and Plantation on Ancient Woodland Sites (PAWS). Planning Practice Guidance states that both should be considered equally in terms of the protection given to ancient

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<sup>80</sup> Hartlepool Tree Strategy 2011-2016: Hartlepool Borough Council, 2011.

woodland in the National Planning Policy Framework and that the Forestry Commission should be consulted on developments involving new or extended buildings within 500 metres of ancient woodland. The Borough Council will ensure that there is no loss or deterioration of ancient woodland caused by development, including implementation of a buffer between development and ancient woodland.

- 16.31 In some cases development proposals may affect existing trees worthy of protection, either on the site itself or on adjacent sites. The use of Tree Preservation Orders will be considered when necessary to protect such trees. If the loss of trees through development cannot be avoided then their replacement by trees/shrubs/hedges of an appropriate scale and species for the area will be sought where practical.

### ***Agricultural Land***

- 16.32 A key element of ecosystems services is the condition of the soil. Local authorities are required to protect the best and most versatile land in their area. Agricultural land is graded on a scale of 1 to 5, with the best and most versatile land defined by the National Planning Policy Framework as grades 1, 2 and 3a. There is no grade 1 agricultural land in Hartlepool but there are pockets of grade 2 land in an area stretching from north west of Hart village, through Dalton Piercy towards Greatham. There is currently no information for Hartlepool on the subdivision of grade 3 land into grades 3a and 3b. Development will not be permitted on agricultural land classed as grade 2 unless it can be demonstrated that it will have no adverse impact on the agricultural land and its quality, and there are no material consideration that would outweigh the loss of agricultural land. Use of areas of poorer quality land will be sought in preference to land of higher quality.

### ***Brownfield land***

- 16.33 The National Planning Policy Framework encourages the re-use of brownfield land provided that it is not of high environmental value<sup>81</sup>. The value of brownfield land can vary greatly but it has been recognised that certain types of brownfield land can be of great importance for biodiversity. Usually this is where the underlying substrates from the previous use have resulted in various types of sparse vegetation intermixed with open areas. This mix of habitats can provide suitable conditions for specialist plant and invertebrate species, including some that are rare on a national or regional scale and its importance has been recognised as 'Open Mosaic Habitat', a UK Priority Habitat. In Hartlepool several sites of brownfield land have been identified as meeting the criteria to be designated as Local Wildlife Sites<sup>82</sup>. Some other areas of brownfield land, while not meeting the

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<sup>81</sup> National Planning Policy Framework, paragraph 111; Department for Communities and Local Government, March 2012

<sup>82</sup> Criteria for the selection of Local Wildlife Sites have been agreed by the Tees Valley Nature Partnership. A copy of the selection criteria is available on the Partnership website

specific criteria for designation, also have value for biodiversity. Although an area of brownfield land may have some biodiversity value it does not necessarily prevent development. In some cases it will be possible to retain the biodiversity interest and part of the development site, and in others recreate interest of equal value on an adjoining area. Brownfield sites with biodiversity value are included within the lists of existing and potential ecological network sites in appendix 10.

### ***Aquifers***

- 16.34 Parts of the Borough are underlain with the Magnesian Limestone and Sherwood Sandstone Principal Aquifers. The Magnesian Limestone is a highly permeable rock formation capable of supporting large groundwater abstractions and is the most important aquifer in the Tees Catchment Abstraction Management Strategy area, providing an important source of potable water. Water is abstracted from the aquifer for public supply at several places in the Borough.
- 16.35 Aquifers are vulnerable to various forms of pollution. Proposed developments should therefore ensure that suitable pollution prevention measures are in place to protect the water supplies from pollution. In particular any future development that requires piling, deep foundations or removal of soil and clay cover should be suitably managed so that they do not produce new pathways for contaminants to enter the underlying groundwater. In addition, creation of new pathways which would allow high groundwater to inundate land causing localised groundwater flooding should be prevented.

### ***Watercourses***

- 16.36 Watercourses throughout Hartlepool, in both rural and urban areas, can play a valuable role as wildlife corridors, assisting in the movement of species between different habitats. There may be opportunities as part of development and/or redevelopment proposals to improve watercourses through measures such as de-culverting and maintaining open buffers from nearby development.

### ***Special Landscape Areas***

- 16.37 Two areas in Hartlepool continue to be identified as Special Landscape Areas and these need to be protected through the Local Plan policies:
- The wooded area of Thorpe Bulmer Dene in the extreme north of the Borough, and
  - The woodland in the Wynyard area, together with other woodland pockets and farmland running north from Wynyard along the western fringe of the Borough.
- 16.38 The Hartlepool Landscape Assessment<sup>83</sup> confirms the special features of these two areas:

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<http://teesvalleynaturepartnership.org.uk/about-us/local-wildlife-and-geological-sites-in-the-tees-valley>.

<sup>83</sup> Hartlepool Landscape Assessment; Landmark Partnership on behalf of Hartlepool Borough Council, 2000.

- Thorpe Bulmer Dene – the wooded landscape is generally of high visual quality, diversity and accessibility
- Wynyard and the extreme rural west of the Borough – in terms of visual quality, higher value farmland areas only occur in small clusters including the Coal Lane area north of Crookfoot Reservoir, Amerston Beck/Pudding Poke Farm, Amerston Hill, and Wynyard. In these areas the field units largely retain their original form and layout, making them extremely visually attractive with surviving examples of ridge and furrow evident in some locations. The visual contribution of the forest belts along the Wynyard transport corridor is extremely important.

### ***Coastal Change and Marine Planning***

- 16.39 As a coastal town changes in coastal processes and the impact of climate change could have significant effects over the plan period and beyond. Rising sea levels will have implications for flood defences and coastal erosion which in turn will impact on designated sites of international and national importance for nature conservation. The Borough Council's Shoreline Management Plan II addresses these issues, considering the evolution of the coast over time and how to manage coastal change to ensure the greatest environmental, social and economic benefit.
- 16.40 The Government is currently bringing forward a new system of marine planning. The Marine Management Organisation (MMO) will produce marine plans the whole of England's coastline, and it has now commenced work on the production of a North East Marine Plan. The aim is to have an adopted North East Marine Plan by 2019/2020. The Borough Council has already been involved in providing evidence for the Marine Plan and will continue to liaise with the MMO during the Local Plan process. In the meantime the Government has issued a UK Marine Policy Statement<sup>84</sup> which explains the links with terrestrial planning and identifies the objectives. The Local Plan should be consistent with marine policy documents and guidance. With regard to the natural environment one of the key objectives is 'living within environmental limits' which includes:
- Ensuring that biodiversity is protected, conserved and where appropriate recovered, and loss has been halted
  - Ensuring healthy marine and coastal habitats across their natural range that are able to support strong, diverse biological communities and the functioning of healthy, resilient and adaptable marine ecosystems
- 16.41 A particular concern for designated nature conservation sites is 'coastal squeeze'. This is caused when the inter-tidal area becomes narrower (due for example, to rising sea level) and is squeezed between the sea and the land. In order to compensate for future loss of inter-tidal habitat

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<sup>84</sup> UK Marine Policy Statement; HM Government, March 2011.



a large area of pasture land north of Greatham Creek has been reconnected to tidal waters, creating some 20 hectares of new inter-tidal habitat.

- 16.42 The Borough Council will ensure that development has regard to the evolution of the coast over time and the need to avoid exacerbating coastal squeeze, incorporating measures to mitigate this where appropriate.
- 16.43 The Borough Council will continually seek to improve bathing water quality by ensuring that new development and associated sewerage and treatment facilities have sufficient capacity without compromising environmental quality. Sustainable drainage systems can also help to improve bathing water quality and reduce the impact of domestic wrong connections.

### **NE1: Natural Environment**

**The Borough Council will protect, manage and enhance Hartlepool's natural environment and will ensure that:**

- 1) Development proposals are in accordance with the locational strategy outlined in policy LS1.**
- 2) Sites designated for nature conservation as shown on the Proposals Map will be protected and, where appropriate enhanced, taking into account the following hierarchy:**
  - a) Internationally designated sites:** these sites receive statutory protection. Development not connected to or necessary for the enhancement and/or management of the site will not be permitted unless it meets relevant legal requirements; A precautionary approach will be taken towards developments that may have indirect impacts on internationally designated sites and appropriate mitigation measures or contributions to avoid detrimental impacts will be sought.
  - b) Nationally designated sites:** these sites also receive statutory protection. Development that would have an adverse affect on these sites will not be permitted unless it meets the relevant legal requirements; A precautionary approach will be taken towards developments that may have indirect impacts on nationally designated sites and appropriate mitigation measures or contributions to avoid detrimental impacts will be sought.
  - c) Locally designated sites:** development which would adversely affect a locally designated site, which is not also allocated for another use in the Local Plan, will not be permitted unless the reasons for the development clearly outweigh the harm to the conservation interest of the site. Where development on a locally designated site is approved, including sites that are also allocated for other

uses, compensatory measures may be required in order to make development acceptable in planning terms and to mitigate against any loss of interest.

Biodiversity accounting/offsetting may be considered as part of compensatory measures where on-site compensation is not possible.

- 3) Designated Local Nature Reserves are protected, managed and enhanced as sites with geological and/or wildlife features that are of special local interest. Where appropriate the Borough Council will support the designation of further sites as Local Nature Reserves.
- 4) Where appropriate an ecosystems services approach will be used to assess the impact of development proposals on the natural environment and the benefits it provides, including resource use, health and well-being, protection from the affects of climate change, economic growth, and culture
- 5) Ecological networks are enhanced and green infrastructure is protected and enhanced
- 6) Development avoids harm to and, where appropriate, enhances the natural environment. This could include, for example, creating and/or enhancing habitats to meet the objectives of the Tees Valley Biodiversity Action Plan. In seeking to avoid harm development should follow the sequence of avoidance, mitigation, compensation. Where sufficient on-site mitigation and/or compensation are demonstrably not possible, then off-site compensation will be considered. Where significant harm from a development cannot be avoided (through locating on an alternative site), adequately mitigated or, as a last resort compensated for, the Borough Council will refuse planning permission. The Borough Council will consider the potential for a strategic approach to biodiversity accounting in conjunction with the Tees Valley Local Nature Partnership and in line with the above hierarchy
- 7) Existing woodland and trees of amenity value and nature conservation value are protected, and an increase in tree cover will be sought in appropriate locations in line with the Borough Council's Tree Strategy. Areas of ancient woodland, including ancient semi-natural woodland (ASNW), plantations on ancient woodland sites (PAWS), and aged or veteran trees outside ancient woodland, will be protected unless there are exceptional circumstances. The Borough Council will also ensure that development does not result in the loss of or damage to ancient woodland (including ASNW and PAWS) by requiring the implementation of a buffer of at least 15 metres between development and the ancient woodland site (depending on the size of the site).
- 8) Where appropriate Tree Preservation Orders will be used to protect trees under threat from development proposals. Where the loss of significant trees/hedgerows cannot be avoided their

- replacement by trees/shrubs/hedgerows of an appropriate scale and species for the area will be sought where practical.
- 9) Development avoids the best and most versatile agricultural land – identified as grades 1, 2 and 3a in the National Agricultural Land Classification – unless it can be demonstrated that there will be no impact on the agricultural land and its quality and there are no material consideration that outweigh the loss of such land.
  - 10) In prioritising the re-development of brownfield land, areas that are important for biodiversity will be retained or recreated within the site, and remediation of contaminated land will be pursued.
  - 11) The major/principal aquifers underlying Hartlepool along with watercourses and other surface and coastal waters will be protected from over abstraction and contamination from pollutants and saline intrusion resulting from development. Developments will be required to demonstrate that they do not impact on the major/principal aquifer underlying Hartlepool, along with watercourses and other surface and coastal waters and they can achieve access to a sustainable water supply prior to approval.
  - 12) Opportunities are taken to retain, restore and de-culvert watercourses to improve their role and value as wildlife corridors and habitats.
  - 13) All development proposals must have regard to the landscape character of the Borough. Any development within the Special Landscape Areas as defined on the Proposals Map or which will have a visual impact on those areas will be required to demonstrate that they are in keeping with the area and will not have an adverse impact on the area's landscape character.
  - 14) Development has regard to coastal change, bathing water quality, and coastal processes over time, and in particular the need to avoid exacerbating coastal squeeze and incorporate measures to mitigate this where appropriate.

Where appropriate Supplementary Planning Documents will be prepared to provide more detailed guidance on safeguarding and enhancing Hartlepool's natural environment and biodiversity.

#### **Green Infrastructure**

- 16.44 Green infrastructure is now widely recognised as an essential core component underpinning the function, health and character of urban areas and communities. Green infrastructure is a strategically planned and delivered network of high quality green spaces and environmental features including parks, open spaces, watercourses, trees and woodland, allotments, and private gardens. Green infrastructure should be designed and managed as a resource that provides a wide range of environmental and quality of life benefits for people who live, work, visit and invest in Hartlepool. Some of the key benefits of a well planned,

high quality green infrastructure network are highlighted in the box below.

**Table 17 – Benefits of High Quality Green Infrastructure Network**

<p><b>Climate change adaptation and mitigation</b> Green space in towns is effective in reducing surface temperatures and trees can perform cooling and sheltering functions, as well as carbon sequestration.</p> <p><b>Health and wellbeing</b> Opportunities for exercise, reducing stress levels, improving mental health, and better air quality.</p> <p><b>Economic growth and investment</b> Green infrastructure can improve the quality and image of an area, encouraging new investment and employment opportunities.</p> <p><b>Recreation and leisure</b> Enhanced access to natural green space and more opportunities for both formal and informal recreation.</p> <p><b>Flood alleviation and water management</b> Green space allows natural filtration of surface water, and Sustainable Drainage Schemes (SuDS) include elements of green infrastructure; wetlands can store water and provide a buffer against flooding.</p> <p><b>Biodiversity</b> Green space in towns provides habitat and migration routes for many species, and increased opportunities for nature study.</p>
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16.45 The Tees Valley Green Infrastructure Strategy<sup>85</sup> provides a strategic approach to developing a network of green corridors and high quality green space across the Tees Valley. The Strategy focussed particularly on the relationship between environmental quality and economic growth/regeneration, and how developing a well planned green infrastructure network can complement and support inward investment initiatives.

16.46 This approach is reflected in Hartlepool where the challenge is to create attractive places and an environment that will encourage people to live, work, visit and invest in the town. Green infrastructure planning for Hartlepool includes the provision of a planned network that links existing and proposed green spaces by way of green corridors running through urban, suburban, urban fringe and rural areas. These green corridors include the coastal fringe, green wedges, wildlife sites, tree lined streets and roads, land used for recreation and leisure, and other green areas such as amenity open space, cemeteries and parks. The

<sup>85</sup> Tees Valley Green Infrastructure Strategy: Enhancing the environment and delivering the economic and sustainable vision; Tees Valley Joint Strategy Unit, Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland, and Stockton-on-Tees Borough Councils, North East Community Forests, Natural England, CABI Space, Environment Agency, 2008.

multi-functional role of green infrastructure is also reflected in the Borough Council's Sustainable Community Strategy<sup>86</sup> where the provision of high quality open space, recreation and leisure facilities are key priorities.

16.47 In 2014 the Borough Council produced a Green Infrastructure Supplementary Planning Document (SPD).<sup>87</sup> The vision of the SPD is that "By 2028 Hartlepool will have a high quality, multifunctional, accessible green infrastructure network which enhances the community's quality of life and also of wildlife". The SPD lists 10 objectives which will help to deliver the vision. As all objectives are interrelated, delivery of one objective will help to deliver benefits elsewhere. The Borough Council will ensure that the SPD stays relevant and up to date through monitoring and review.

16.48 The SPD is accompanied by an Action Plan<sup>88</sup> which describes current or proposed projects that the Borough Council and its partners are working towards. The Action Plan will be updated on a regular basis to reflect works being carried out or where new schemes and improvements are identified. The Borough Council will ensure that green infrastructure contributions, where they are required from developments, will be used to meet the objectives of the SPD.

16.49 Key elements to the green infrastructure policy include:

Alleviating flood risk – green infrastructure can include planned new flood facilities such as balancing ponds and water storage areas. These can be valuable habitats which support biodiversity, as well as providing recreation opportunities. Undeveloped greenfield areas often have water flow pathways or watercourses running through them. These watercourses should be retained and where heavily modified, returned to a natural open channel where practical. Sustainable Drainage Systems (SuDS) can also provide green infrastructure elements as well as addressing surface water drainage issues. Further detail on the application of SuDS and how it can be incorporated into a green infrastructure network can be found in the Hartlepool Strategic Flood Risk Assessment (SFRA).<sup>89</sup>

Accessibility - to maximise the benefits of green infrastructure it is important that it is easily accessible to all sections of the community, including those with mobility and visual impairments, through a sustainable access network. Consultation during the Local Plan process has highlighted this as an issue, and priority areas for improved

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<sup>86</sup> Hartlepool's Ambition: The Sustainable Community Strategy for Hartlepool 2014-2020; Hartlepool Borough Council.

<sup>87</sup> Hartlepool Green Infrastructure – Supplementary Planning Document; Hartlepool Borough Council, February 2014.

<sup>88</sup> Hartlepool Green Infrastructure – Supplementary Planning Document – Action Plan; Hartlepool Borough Council, February 2014.

<sup>89</sup> Strategic Flood Risk Assessment Level 1, Volume 3 – SFRA guidance for Spatial & Development Management; JBA Consulting for Hartlepool Borough Council, May 2010.

access include along the A178 Tees Road west of Seaton Carew, between Hartlepool and Elwick, and west of the A19. Opportunities will be taken to expand the rights of way network, making it accessible for all.

A recent development has been the enactment of the Marine and Coastal Access Act 2009; Part 9 of the Act has placed a duty on Natural England and the Secretary of State to create a path along the whole of the English coastline. A section of the England Coastal Path is now in place between North Gare car park, just south of Seaton Carew, and Sunderland. The next section south of North Gare car park running to Filey (Yorkshire) has been approved, although the stretch between North Gare and the River Tees has been put on hold due to ownership and access issues. However the Borough Council will support initiatives to resolve these issues and implement the coastal path.

Outdoor play space – the provision of outdoor playing space within developments and the retention, protection and management of green space are important as further housing growth takes place. Sufficient high quality green space within or near housing areas helps reduce the need to travel. Protecting and enhancing smaller areas of green space and landscaped thoroughfares, which may not currently be linked into the green network, can help maintain and develop pedestrian and wildlife links to other parts of the green network and enhance connectivity.

- 16.50 The NPPF makes provision for the designation of ‘Local Green Spaces’ which provide special protection against development for green spaces that are of particular importance and value for local communities. The Borough Council will assist with designation of these green spaces where appropriate, supported through the Local Plan or a neighbourhood plan.
- 16.51 The Borough Council has undertaken an Open Space Assessment (see paragraph 16.72) to identify current and future open space requirements in the Borough. As part of the Assessment a community needs consultation was carried out. Although concluding that the majority of residents considered that open space provision was satisfactory, there was strong support for additional park provision in the north/central area of the town. This is being addressed through the development of the ‘North Linear Park’ concept which seeks to link and enhance open space to provide a “park” experience distributed across various sites.
- 16.52 The Borough Council’s overarching approach is to protect, manage and enhance the green infrastructure network throughout the Borough, and to develop links between and within existing and new areas of development. Green infrastructure will be safeguarded from inappropriate development and the Borough Council will actively

improve the quantity and quality of open space, landscape corridors, parks, and recreation/leisure facilities. This approach is in line with the findings and recommendations of the Open Space Assessment and the strategic objectives of the Tees Valley Green infrastructure Strategy.

## **NE2: Green Infrastructure**

The Borough Council will safeguard green infrastructure within the Borough from inappropriate development and will work actively with partners to improve the quantity, quality, management and accessibility of green infrastructure and recreation and leisure facilities, including sports pitches, cycle routes and greenways throughout the Borough based on evidence of local need. The Borough Council will address identified shortfalls in the amount or quality of existing green infrastructure, and enhance green infrastructure management and maintenance so that users can safely access it.

Green infrastructure includes:

- 1) Strategic green corridors – the River Tees; the coast/coastal fringe; Saltholme to Cowpen Bewley, Wynyard and Hartlepool; Saltholme to Hartlepool Coast; and Marina/Town Centre to Summerhill and north west Hartlepool and Hartlepool Western Fringe.
- 2) Green spaces identified on the proposals map:
  - a) Green wedges
  - b) Parks and gardens
  - c) Children's playing space/areas
  - d) Outdoor sport including playing fields
  - e) Local green corridors
  - f) Civic spaces
  - g) Churchyards and cemeteries
  - h) Allotments and community gardens
  - i) Amenity open space
  - j) Natural and semi-natural green space
  - k) Other public open space not identified in the Open Space Assessment

The Borough Council will support the development of the North Linear Park, and will assist with the designation of Local Green Spaces where these have been identified by local communities and/or as part of a neighbourhood plan.

The Borough Council will investigate the potential for improving access to open spaces and the countryside and will seek opportunities to expand and improve the Rights of Way network, making it accessible to sections and groups in the community in accordance with policy QP3. In particular the Borough Council will support initiatives to extend the England Coastal Path south from North Gare.

In accordance with policies CC1 and CC2 the Borough Council will support and encourage green infrastructure initiatives that can help alleviate flood

risk and address surface water drainage issues by incorporating Sustainable Drainage Systems (SuDS) including:

- 1) Physical mitigation measures that reduce flood risk such as watercourse improvements and wetland creation to be used for flood attenuation
- 2) Schemes that address surface water drainage issues in critical drainage areas
- 3) Measures to naturalise heavily modified watercourses

The loss of green infrastructure components will generally be resisted. Proposals affecting the green wedges will be assessed against policy NE3. Proposals affecting playing fields will be assessed against policy NE5. Development that results in the loss of churchyards and cemeteries will not be permitted. In exceptional circumstances other green infrastructure will only be considered for other uses where:

- 1) it can be demonstrated to be surplus to needs, or
- 2) it has no other recreational, nature conservation or amenity function, or
- 3) it is in an area where the local need has already been met elsewhere, or
- 4) it can be demonstrated that the area of open space is detrimental to the amenity of neighbours, or
- 5) it is too small or difficult to maintain.

Where an area of open space is lost to development, the Borough Council will impose planning conditions or a legal agreement as appropriate, to ensure compensatory provision of an alternative site or enhancement of adjoining open space.

The Borough Council will seek to ensure that the development of a high quality green infrastructure network complements high quality design in the built environment in accordance with policies QP4 and QP5, and will also seek to ensure that sufficient green space is provided as part of development on a case by case basis, and that where appropriate new development incorporates measures to enhance biodiversity.

### **Green Wedges**

16.53 Green wedges have been a key element of spatial planning for many years, not only in Hartlepool but throughout the urban areas of the Tees Valley. They are wedges or fingers of open space extending from the countryside well into the urban areas. They provide convenient and often extensive amenity open space and in many cases easy access to the countryside. They also offer opportunities for improving and greening the wider environment, providing recreational opportunities and creating wildlife links as part of an ecological network. Green wedges can also help to delineate distinct parts of an urban area and develop a sense of community and identity among local residents.



- 16.54 The following green wedges are identified on the proposals map:
- How Beck, Middle Warren;
  - Burn Valley;
  - Owton Manor;
  - Greatham Beck, South West Extension;
  - High Tunstall, and
  - Wynyard.
- 16.55 How Beck green wedge has been developed as an integral part of the Middle Warren housing development. It divides the strategic housing area into two distinct entities, providing a high quality environment with footpaths and cycle ways linking into the adjacent housing.
- 16.56 Burn Valley green wedge is well established, providing a green corridor running towards the town centre. It provides links to Summerhill Country Park at the western end and there is potential to enhance links from the eastern end into the town centre and the marina as part of a developing green infrastructure network.
- 16.57 Owton Manor green wedge is also well established and extends from the open countryside through housing development to Catcote Road and on to Rossmere Park. A number of environmental improvements have been made over recent years and a cycle route and footpaths have been provided.
- 16.58 A major extension to the urban area – South West Extension – received planning consent in October 2015<sup>90</sup> (full permission for 144 dwellings; outline permission for 1,116 dwellings). A green wedge is proposed as an integral part of this development. The green wedge will be focussed along the route of Greatham Beck extending from the south of the site to the north west. As well as providing a high quality environment for the new housing, the green wedge will also provide opportunities for recreation and leisure. As part of a developing green infrastructure network, it will ultimately provide enhanced links towards Saltholme and the River Tees to the south east, as well as into the countryside to the west of Hartlepool.
- 16.59 An extension to the urban area is also proposed at High Tunstall. A green wedge will form an integral part of this development extending in from the adjacent open countryside.
- 16.60 As part of the housing and business development at Wynyard, a green wedge is identified extending from the open countryside to the west, principally along the south side of the A689 towards the A19 junction but also including an extension north through the Wynyard development toward the North Burn valley and out into the open countryside to the north. As well as protecting areas of valuable green space, the green

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<sup>90</sup> Minded to approve by Committee with decision notice yet to be issued at time of writing – October 2016.

wedge will also provide good opportunities for enhancing footpath and cycle way links both into the open countryside and towards adjacent urban areas, help to improve wildlife habitats, provide more opportunities for leisure and recreation, and provide a high quality environment to encourage new investment.

- 16.61 All green wedges will be retained as tracts of predominantly open land and will be enhanced as part of the green infrastructure network. Development involving new buildings or structures will not generally be permitted within the delineated green wedge areas. However, because of their multi-functional role, there may be a need to provide ancillary buildings in connection with existing or proposed uses in the area which are compatible with the designation as a green wedge. These could include for example, extensions to school premises or the provision of buildings or facilities in connection with recreation/leisure activities.

### **NE3: Green Wedges**

**The Borough Council will seek to protect, maintain, enhance and, where appropriate, increase the number of green wedges to provide a wide range of benefits for the town. Development within the following green wedges, as shown on the proposals map, will be strictly controlled:**

- 1) How Beck, Middle Warren;**
- 2) Burn Valley;**
- 3) Owton Manor;**
- 4) Greatham Beck, within the South West Extension housing site (policy HSG4);**
- 5) High Tunstall, within the proposed housing area (policy HSG5) , and**
- 6) Wynyard, as part of the new housing and business park (policies HSG6 and EMP1)**

**Approval will only be given for the development of buildings or structures which:**

- 1) comprise extensions to existing premises located within a green wedge, or**
- 2) provide facilities ancillary to existing or proposed recreation, leisure, sporting or other uses compatible with the open nature of the green wedge, or**
- 3) relate to the provision, enhancement or management of areas of biodiversity value, and**
- 4) there is no significant adverse effect on the overall integrity of the green wedge.**

**Proposals for landscape design, planting and other features within green wedges should be in accordance with policy QP5, and should also address the need for long term maintenance. Where an integral part of development green wedges should be implemented at an early stage in the development process.**

**Where appropriate interpretation should be provided for natural and historic features within green wedges.**

### **Ecological Networks**

- 16.62 While it remains critically important to continue to protect existing sites and areas of wildlife value, it has been recognised over recent years that this will not be sufficient to halt and reverse the loss of biodiversity. In the 2010 Defra report 'Making Space for Nature'<sup>91</sup> it was concluded that England's wildlife sites are generally too small and too isolated, leading to declines in many characteristic species. With climate change likely to exacerbate the situation, the report concluded that that England's ecological network needed to be enhanced and that this enhancement could be summed up by the words, "more, bigger, better and joined".
- 16.63 The Government responded to 'Making Space for Nature' in 2011<sup>92</sup> and this was reflected in the Natural Environment White Paper<sup>93</sup>. One of the key strands of the Government's response in the White Paper was to retain the protection and improvement of the natural environment as core objectives of the planning system.
- 16.64 The National Planning Policy Framework<sup>94</sup> makes a number of references on how planning policies can enhance ecological networks. These include identifying and mapping existing components of ecological networks and areas of habitat creation that can connect them, planning for biodiversity across local authority boundaries, and identifying indicators to monitor biodiversity.
- 16.65 An early attempt at identifying strategic wildlife corridors was made in the Cleveland Wildlife Strategy<sup>95</sup> in the 1980s. These corridors were also identified through policies in the Tees Valley Structure Plan<sup>96</sup> and the relevant corridors in Hartlepool were:
- the coastline;
  - the Tees Marshes south towards Port Clarence;
  - Greatham Creek to Crookfoot Reservoir, and
  - Wynyard to Greatham Creek via Claxton

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<sup>91</sup> Making Space for Nature: A review of England's Wildlife Sites and Ecological Networks; chaired by Professor Sir John Lawton, submitted to the Secretary of State, Department for Environment, Food & Rural Affairs, 16<sup>th</sup> September 2010.

<sup>92</sup> Government Response to the Making Space for Nature Review; Department for Environment, Food & Rural Affairs, June 2011.

<sup>93</sup> The Natural Choice: securing the value of nature; Department for Environment, Food and Rural Affairs, 2011.

<sup>94</sup> National Planning Policy Framework, paragraph 117; Department for Communities & Local Government, March 2012.

<sup>95</sup> Cleveland Wildlife Strategy, Cleveland County Council and English Nature, 1989

<sup>96</sup> Tees Valley Structure Plan; Tees Valley Joint Strategy Unit on behalf of Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland, and Stockton-on-Tees Borough Councils, adopted February 2004.

- 16.66 These strategic wildlife corridors remain largely relevant and functional today, and are able to form the basis of an ecological network in Hartlepool. The Borough Council is aware of the key ecological networks and features within the Borough, and has sought to ensure that they are maintained and not harmed through development. However securing improvements to the network has been more difficult. In view of national guidance the Borough Council will seek to ensure that all major developments take responsibility for not only protecting what currently exists but also improves upon it. While ecological networks exist at a landscape scale, they are composed of elements of varying size and scale, and even small features such as a pond could have a significant effect on the viability of the network. All major developments therefore have the potential to enhance the network.
- 16.67 Hartlepool currently has 47 Local Wildlife Sites but a significant number of these are small and isolated, making them vulnerable to external factors including climate change. This can result in some species being unable to move between sites and increases the chances of losing species from particular sites, leading to a continuing decline in biodiversity value. Adopting a positive approach to the creation of areas of habitat that enhance or expand existing wildlife sites, or which can form and improve links between sites, is essential in enhancing biodiversity.
- 16.68 Hartlepool's ecological network does of course form links with neighbouring areas. These ecological links depend to some extent on the history of land management, but also align with the natural character areas including north to the Durham Magnesian Limestone Plateau and south and west to the Tees Lowlands, as well as the coastal fringe.
- 16.69 The Borough Council has prepared an inventory of areas/sites within Hartlepool, both designated and non-designated, which currently have wildlife interest. The inventory has also looked at other areas which could provide potential functional ecological links between the existing wildlife sites. The inventory has looked at the Borough as a series of ecological networks based on similarities of existing habitats and suites of species, and on the potential for enhancements to link those habitats and species into a more resilient network. Appendix 10 provides brief descriptions of the sites and potential links on which the network is based. This is of course a simplification of what is a complex and fluid situation with regard to ecological networks. However it does enable some indication of where there is potential for ecological enhancements and habitat creation through development plan policy and through development schemes.
- 16.70 The Tees Valley Local Nature Partnership has undertaken a similar exercise with its 'Natural Networks and Opportunity Mapping' project. This was a Tees Valley wide exercise and therefore less detailed than

the Borough Council's inventory. However it did identify ecological links beyond Hartlepool, and helped to confirm a number of the key ecological links within the Borough. Diagram 4 shows priority and potential ecological networks in Hartlepool.

16.71 Key components of Hartlepool's ecological network Include:

- The coastal fringe, which for over half its length is designated as part of the Teesmouth and Cleveland Coast Special Protection Area/Ramsar site, but almost all of the coastal fringe has some ecological or geological designation;
- Brownfield sites within the Tees Road/Brenda Road area in south east Hartlepool; the area already has ecological interest and there are opportunities to connect and enhance these features;
- The riparian corridor<sup>97</sup> running along Dalton Beck near Elwick in the north down towards Greatham Beck and the coast; this area still retains a number of locally significant habitats and species that could be enhanced through further habitat creation, and
- A corridor running along the western fringe of the Borough from the Wynyard area, which has some of the highest levels of tree cover in the Borough, to the Thorpe Bulmer Dene/Crimdon Dene area. There is potential to improve biodiversity interest as part of new developments in the Wynyard area and there are opportunities for habitat creation and enhancement at and around a number of isolated sites within the wider agricultural landscape

#### **NE4: Ecological Networks**

**The Borough Council will seek to maintain and enhance ecological networks throughout the Borough. Priority sections of the network are:**

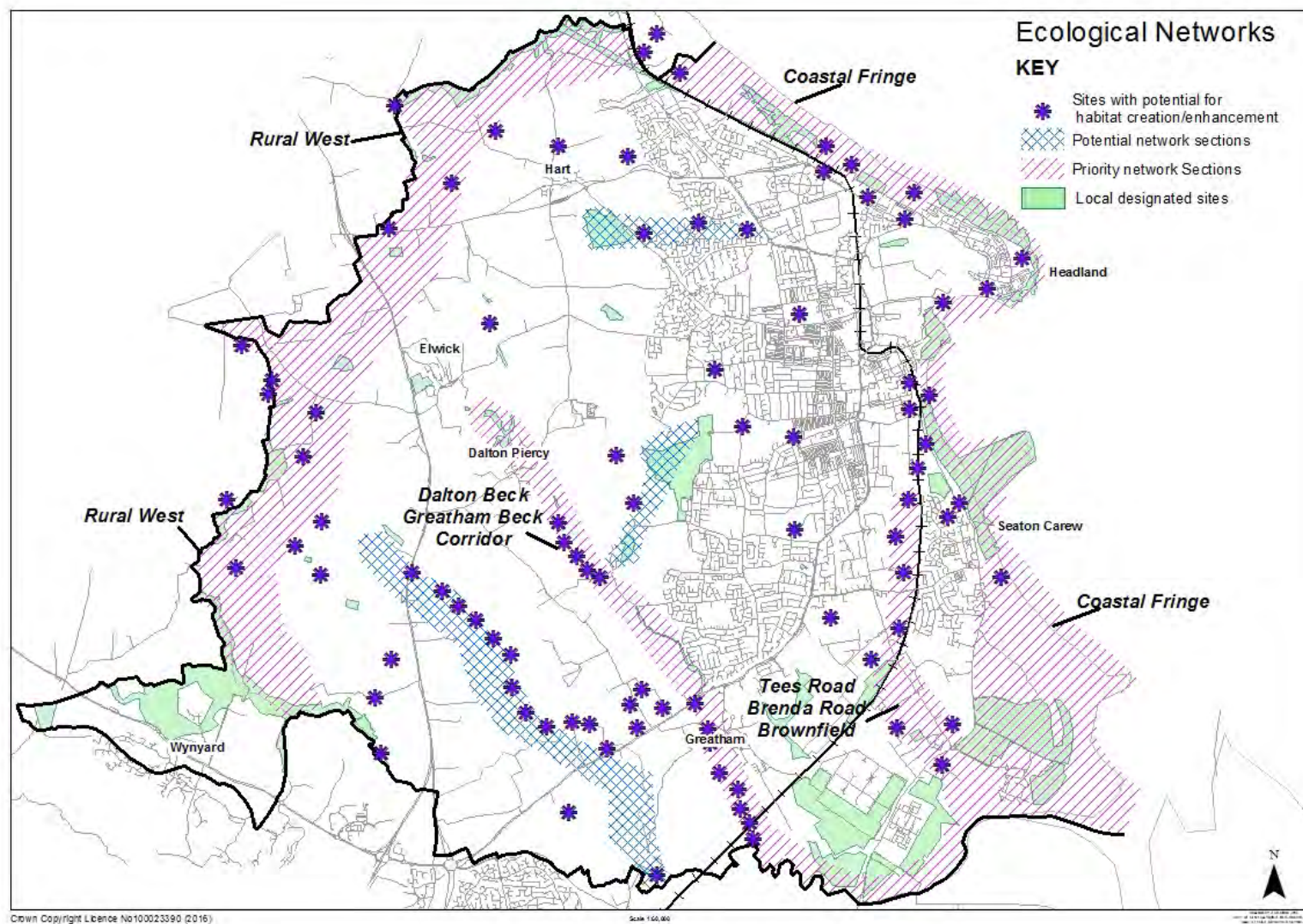
- 1) Coastal fringe**
- 2) Tees Road/Brenda Road brownfield land**
- 3) Dalton Beck/Greatham Beck riparian corridor**
- 4) Rural west from Wynyard to Thorpe Bulmer and Crimdon Denes**

**The Borough Council will also work with the Tees Valley Local Nature Partnership and adjoining Local Nature Partnerships to maintain and enhance ecological networks at a landscape scale across the Borough boundary.**

**Where appropriate all developments will be required to maintain and enhance ecological networks in the vicinity of the proposal, complying with policy QP5. Where enhancements cannot be incorporated within the site then an off-site contribution may be sought, in accordance with policy NE2 and policy QP1.**

<sup>97</sup> Riparian refers to land adjoining a watercourse or land with a watercourse running through it

Diagram 4 – Ecological Networks



### **Playing Fields, Tennis Courts and Bowling Greens**

- 16.72 In 2014 the Borough Council commissioned an Open Space, Sport and Recreation Assessment<sup>98</sup>. The Assessment identified deficiencies and surpluses, and set locally derived open space and recreation provision standards, addressing accessibility, quality and quantity.
- 16.73 Standards and recommendations from the Assessment with regard to playing fields are:
- Quality standard – 0.9 hectares per 1000 population.
- Accessibility standard – new facilities should focus development around existing club bases, avoiding the provision of dispersed pitches. Provision required for new housing development should be located off site, or in conjunction with the development of a new club or satellite club to an existing facility.
- 16.74 The Assessment concluded that a minimum level of 75.82 hectares is required to meet baseline demand. When account is taken of the need to add in space for changing accommodation and parking, plus a strategic reserve to maintain the level of facilities, the overall standard for playing fields equates to 0.9 hectare per 1000 population.
- 16.75 Additional playing fields and other facilities required as part of strategic housing developments should be concentrated together as a hub to facilitate effective use by clubs and organisations as well as the wider community.

### **NE5: Playing Fields, Tennis Courts and Bowling Greens**

**The Borough Council will protect existing playing fields, tennis courts and bowling greens. Loss of these facilities will only be acceptable in the following circumstances:**

- 1) where they are replaced by new provision which is at least comparable in terms of facilities, amenity and location, or**
- 2) where they can best be retained and enhanced through the redevelopment of a small part of the site, or**
- 3) where there is up to date, robust evidence (through for example an Open Space/Recreation Assessment that demonstrates an excess of provision of playing fields, or their re-location achieves a better dispersal of provision which meets the requirements of users and the local community, or**
- 4) where school expansion or re-building takes place and the loss of some playing fields does not adversely affect the quantity, quality or use of those playing fields.**

**Where playing fields, tennis courts and bowling greens are lost to development, the Borough Council will seek a planning obligation or**

<sup>98</sup> Open Space, Sport and Recreation Assessment, Ashley Godfrey Associates on behalf of Hartlepool Borough Council, December 2014.

**condition to secure replacement or enhancement of such land remaining.**

**When additional facilities are required to serve new housing developments and/or to meet an increase in demand for an activity, they should be concentrated together as a hub to ensure effective use by clubs and organisations as well as the wider community.**

### **Incidental Open Space**

16.76 There are a number of small areas of incidental open space scattered throughout the built-up areas and villages. These areas are an important element of the Borough's green infrastructure network, and are often regarded as extremely valuable by local communities, particularly in areas where there are few private gardens. Such areas can provide visual amenity or separate different buildings/land uses for environmental, visual or, sometimes, safety reasons. Incidental open space often occurs in and around housing areas and can offer opportunities for informal activities such as play and dog walking. Such areas can also have value as wildlife habitats.

### **NE6: Protection of Incidental Open Space**

**The loss of incidental open space will be resisted except where:**

- 1) it can be demonstrated that the area of open space is detrimental to the amenity of neighbours or is too small or difficult to maintain, or**
- 2) it does not contribute significantly to visual or recreational amenity, and where the need and function of the open space is met elsewhere in the locality.**

**If an area of incidental open space is lost to development, the Borough Council will impose planning conditions and/or seek obligations to ensure compensatory provision of an alternative site or enhancement of nearby open space; this is in addition to any green infrastructure contribution required by policies NE2 and QP1. Where developments incorporate areas of incidental open space, such areas will be protected through the use of conditions.**

### **Main Transport Corridors**

16.77 The main road and rail corridors and their frontages can be an important part of the green network and it is also important that they give a good impression to both residents and visitors. High standards of landscaping, planting and design will be sought from new developments along the main transport corridors.

### **NE7: Landscaping along main transport corridors**

**Main road and rail corridors are considered to be an integral part of the green infrastructure network, and a particularly high standard of landscaping, tree planting and design will be required from developments adjoining the main communication corridors which include:**

- 1) A179 from the A19 to the town centre**
- 2) A1086 from Co. Durham and the A1048/A1049 approaches to the**



#### **Headland**

- 3) A178 Tees Road from Greatham Creek through Seaton Carew to the town centre**
- 4) A689 from the A19 and Billingham to the town centre and Marina**
- 5) B1276/B1277 in Seaton Carew and the south east Hartlepool industrial area**
- 6) Hart Lane in north west Hartlepool, and**
- 7) the main coast rail line.**

## APPENDIX 1: GLOSSARY OF TERMS

Term	Definition	Abbreviation
<b>Active Frontage</b>	The front of a building used for a shop, café or another service used by the public. It will usually include a display window and a public entrance.	
<b>Adopt</b>	To formally approve. Adoption often relates to Local Development Framework documents. They are formally approved by the Borough Council and become part of the planning policy framework for the Borough.	
<b>Affordability</b>	Whether or not there are sufficient funds to purchase something. Affordability can often be referred to in housing terms, as it is a measure of what housing is affordable to certain groups of households.	
<b>Affordable Housing</b>	Affordable housing is housing designed for those whose income generally deny them the opportunity to purchase houses on the open market as a result of the difference between income and the market cost of housing. For further definition see NPPG.	
<b>Allocated</b>	Lands which has been identified on the Proposals Map for a specific type of development.	
<b>Amenity</b>	The pleasant or normally satisfactory aspects of a location which contributes to its overall character and its enjoyment. Amenity is often a material consideration in planning decisions.	
<b>Ancient Woodland</b>	An area that has been wooded continuously since at least 1600 AD. Ancient woodland is divided into ancient semi-natural woodland (ASNW) and plantations on ancient woodland sites (PAWS). Both types of stand are classed as ancient woods.	
<b>Aquifer</b>	Underground layer (stratum) of rock in which water naturally occurs. Water for human use may be extracted by wells or boreholes.	
<b>Ancillary Uses</b>	A use which forms a small part of a larger use. For example, a factory may include a small shop selling items made in the factory. The shop is ancillary to the main use of the site as a factory.	

Term	Definition	Abbreviation
<b>Article 4 Direction</b>	A direction under Article 4 of the the Town & Country Planning (General Permitted Development) Order 1995 that allows the Secretary of State or Local Planning Authority to require a planning application for development that would normally not need one because it would be covered by permitted development rights. Local Planning Authorities need the approval of the Secretary of State in most cases.	
<b>Associated infrastructure</b>	Also see infrastructure. Associated infrastructure is the infrastructure that would typically be expected on new developments such as roads, paths, cycle ways, pockets of incidental open space and landscaping such as trees and shrubs.	
<b>Biodiversity</b>	All living things including trees, plants, animals and insects (including protected species).	
<b>Biodiversity Action Plan</b>	A plan which sets out proposals to protect and improve the places where trees, plants, animals and insects live.	BAP
<b>Biomass</b>	Plants and trees when used to create energy.	
<b>Boundary Treatments</b>	The way the edges of developments are designed and enclosed. For example, the boundary treatment around a house will usually be a fence, wall or hedge.	
<b>Brownfield Land/ Previously developed land</b>	Previously developed land, also known as brownfield land which is or was occupied by a permanent structure (and the remains of such structure are visible).	
<b>Building regulations</b>	Building Regulations apply in England & Wales and promote standards for most aspects of a building's construction, energy efficiency in buildings, the needs of all people, including those with disabilities, in accessing and moving around buildings.	
<b>Built Environment</b>	Surroundings which are generally built up in character. The collection of buildings, spaces and links between them form such an area.	
<b>Catchment Area</b>	The area around a town or village. The people in this area will look to the town or village to provide services. For example, people who live in villages in the west of the Borough may go to Hartlepool to do their shopping or to go to school. Their village is in the catchment area of Hartlepool.	

Term	Definition	Abbreviation
<b>Change of Use</b>	Buildings are classified as having a use for example retail use. Planning permission is required for material change of use to building or land.	
<b>Coastal Squeeze</b>	Coastal habitats that are trapped between a fixed landward boundary such as a sea wall, and rising sea levels and/or increased storminess. The habitat is effectively 'squeezed' between the two forces and diminishes in quantity and/or quality.	
<b>Code for Sustainable Homes</b>	A national standard for sustainable design and construction of new homes.	CfSH
<b>Commencement of Development</b>	The date at which work begins on site.	
<b>Community Infrastructure Levy</b>	Introduced in the Planning Bill in 2007 and empowers Local Planning Authorities to make charges on new developments to help finance the infrastructure needed to support growth.	CIL
<b>Community Facilities</b>	Services available to residents within the immediate area to provide the day to day needs of the community, this can include village halls, community centres, doctors, dentists, places of worship, recycling facilities and libraries.	
<b>Community Strategy</b>	Provides the broad framework for all services in Hartlepool. It sets out a long term vision for Hartlepool and details the principles and seven priorities necessary to achieve the vision and improve services.	
<b>Commuted Sum</b>	A sum of money paid by a developer to the Borough Council to provide a service or a facility, rather than the developer providing it direct.	
<b>Comparison Goods</b>	Things we buy which are not food and which are not bought every day or every week, for example clothes, furniture, computers and cars.	
<b>Compulsory Purchase</b>	When land is taken without the agreement of the owner. Borough Council, housing authorities and highway authorities are among the bodies that have compulsory purchase powers.	
<b>Connectivity</b>	The degree to which something has connections, for example road connections, footway connections or the connection between area A and area B.	
<b>Conservation Area</b>	An area of special historical and/or architectural interest which is designated by the Local Planning Authority as being important to conserve or enhance.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Convenience Goods</b>	Widely distributed and relatively inexpensive goods which are purchased frequently and with minimum of effort, such as newspapers and most grocery items.	
<b>Curtilage</b>	The area of land associated with development. The curtilage of a dwellinghouse is normally its garden, the curtilage of commercial unit is normally its ancillary open areas used for parking, servicing and landscaping. Buildings within the curtilage of a listed building are also considered to be listed.	
<b>Deliverability</b>	The likelihood of a proposal for example, a housing site happening. The cost of developing a site, how desirable the area is, and the availability of funding all affects deliverability.	
<b>Density (Housing)</b>	A measure of the number of dwellings which can be accommodated on a site or in an area.	
<b>Design and Specification</b>	Provides precise and explicit information about the requirements for a development design.	
<b>Designated Heritage Assets</b>	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated as such under relevant legislation.	
<b>Developer Contributions</b>	Relate to the provision of those items outlined within the Section 106 Legal Agreement or through the CIL charging schedule ie those things that the developer is required to provide to make the development acceptable in planning terms.	
<b>Development</b>	Defined in planning law as “the carrying out of building, engineering, mining or other operations, in on or under land, or the making of a material change of use of any building or land.”	
<b>Development Plan</b>	See also Development Plan Document. The Development plan for Hartlepool is currently the 2006 Local plan and the 2008 North East Regional Spatial Strategy. The development plan for the Borough sets out where development should be located and what principles it should conform to. In the future the development plan for the Borough will be the Core Strategy, any other DPDs and SPDs, these may include Tees Valley wide DPDs and SPDs.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Development Plan Document</b>	A local development document in the local development framework which forms part of the statutory development plan for the Borough. The Core Strategy, documents dealing with the allocation of land, Action Area Plans and the Proposals Map are all Development Plan Documents.	DPD
<b>Dwelling</b>	A self-contained building or part of a building used as residential accommodation, and usually providing a home for a single household. A dwelling may be a house, bungalow, flat, maisonette or residentially converted farm building.	
<b>Economic Viability Assessment</b>	A means by which to assess the profitability of a proposed development.	EVA
<b>Employment Allocations</b>	Sites specifically set aside for employment development. Employment in this context mainly refers to offices development, industry, storage and distribution, but can include other uses.	
<b>Employment Area</b>	Industrial estates or other areas which are used primarily for warehousing, office or other business uses falling within use class B1, B2 and B8 Use Classes Order and/or where such uses are proposed.	
<b>Employment Development</b>	Within the Core Strategy this type of development mostly relates to office and industrial type of employment. It does not specifically relate to other types of employment such as shop working or hospital staff although technically they are both a form of employment and building a new retail area could be employment development. Employment development mainly occurs in key employment areas as identified on diagram 3.	
<b>Employment Use</b>	Industrial, warehousing, office or other business uses falling with class B1, B2 and B8 of the Use Classes Order.	
<b>Energy performance</b>	Energy performance of a building means the calculated or measured amount of energy needed to meet the energy demand associated with a typical use of the building, which includes, energy used for heating, cooling, ventilation, hot water and lighting.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Enterprise Zones</b>	Enterprise Zones are specific geographical areas, designated by the government, that benefit from certain tax incentives/breaks. Businesses within the Enterprise Zone are entitled to receive various types of financial aid. These include tax benefits, special financing and other incentives designed to encourage businesses to establish and maintain a presence within the identified zone.	EZ
<b>Environmental Impact Assessment</b>	By law some planning applications for larger developments need to be accompanied by a detailed document (EIA) which looks at the effects the proposal will have on wildlife, water quality, air quality and living conditions.	EIA
<b>Environmental Statement</b>	A report submitted by the developer that sets out the elements of the scheme that address sustainable development issues, including the positive environmental, social and economic implications.	ES
<b>Evidence Base</b>	The information gathered by a planning authority to support the preparation of development documents. It includes quantitative (numerical values) and qualitative (feelings and opinions) data.	
<b>Examination or Examination in Public</b>	An independent process where formal objections to a Development Plan Documents are considered by a government inspector. The Examination itself will be run by a government inspector. Many objections to DPDs will be considered through written comments made by objectors. However, objectors have a right to make their case in person at the Examination if they choose.	EIP
<b>Executive Housing Areas</b>	Executive housing areas are areas of high quality homes which are well designed, predominantly detached dwellings, with 4 or more bedrooms that are set in generous grounds within an attractive setting and the overall development is of a low density no greater than 10 dwellings per hectare.	
<b>Farm Diversification</b>	This is where a farm is used for other types of business as well as agriculture. Bed-and-breakfast accommodation or farm shops are an example of this.	
<b>Financial Contribution</b>	A specific amount of money paid to the Borough Council.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Floodplain</b>	Generally low lying areas adjacent to a watercourse, tidal lengths of the river or sea, where water flows in times of flood or would flow but for the presence of flood defences.	
<b>Footprint</b>	The amount of land a development takes up. The footprint of a building is the amount of land it takes up.	
<b>Form</b>	The shape of buildings and structures.	
<b>Geodiversity</b>	A term to describe the wealth and variety of geological layers represented in the land underlying the district.	
<b>Green Infrastructure</b>	The physical environment within and between our cities, towns and villages. It is a network of multi-functional open spaces, including formal parks, gardens, woodlands, green corridors, waterways, street trees and open countryside. It comprises all environmental resources, and thus a green infrastructure approach also contributes towards sustainable resource management.	
<b>Green Space</b>	Includes open spaces, country parks, formal gardens, cemeteries, allotments, woodlands, wildlife areas, recreation grounds, sports pitches and parks.	
<b>Greenfield Land</b>	Land that has not been built upon, or that has no remains of any precious building works. These areas of land can be large, such as vast open fields or small pockets of green space in urban areas and play a multifunctional role in society. (source: Green Infrastructure Planning Guide; Northumbria University, North East Community Forests, University of Newcastle upon Tyne, Countryside Agency, English Nature, Forestry Commission, Groundwork, 2005).	
<b>Hartlepool Local Plan (2006)</b>	A Local Plan is a statutory document containing all the planning policies and standards that will be used to determine planning applications received by the Development Control Section. The plan is also intended to highlight areas where the Borough Council is seeking to encourage new development within the Borough.	



Term	Definition	Abbreviation
<b>Hazardous Substances Consultation Zones</b>	By law, the Health and Safety Executive must keep lists of certain potentially dangerous materials. These are usually materials used in industry. They Borough Council will assess any Hazardous Substances applications for new development planned in the area near to where these materials are stored. This area is known as a consultation zone. The list of hazardous substances is kept by the Health and Safety Executive, which is part of national government.	
<b>Hectare</b>	A unit of land area equivalent to 10,000 square meters or 0.01 square kilometers. One hectare is approximately equivalent to 2.5 acres.	
<b>Heritage</b>	The collective value inherited and passed on from one generation to another through representative artifacts or remains, qualities which are worthwhile preserving for posterity.	
<b>Heritage Assets</b>	<p>A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment.</p> <p>Heritage assets are of two types,</p> <ol style="list-style-type: none"> <li>1. Those which have been recognised as being nationally important and have been designated as such; these are designated heritage assets, and</li> <li>2. Heritage assets that have not been designated, nevertheless some of which may be of national importance.</li> </ol> <p>Significance - The value of a heritage asset to this and future generations because of its heritage interests. That interest may be archaeological, artistic or historic. Another definition states that historic interest can include emotional meaning for communities derived from collective experience of a place.</p> <p>Setting - The surroundings in which the heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate the significance or may be neutral."</p>	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Historic Environment</b>	All aspects of the environment resulting from the interaction between people and place through time, including all surviving physical remains of past human activity whether visible, buried or submerged and landscaped and planted or managed flora. Those elements of the historic environment that hold significance are called heritage assets.	
<b>Homes and Communities Agency</b>	The Homes and Communities Agency is the national housing and regeneration delivery agency for England. The role is to create thriving communities and affordable homes.	HCA
<b>Housing Market Renewal</b>	An initiative for improvements to the housing stock either by demolition and rebuild or by refurbishment.	HMR
<b>Inclusive Design</b>	Inclusive design is design that address the needs of the widest possible audience, irrespective of age or ability. Inclusive design is imperative to ensure that development can be used all people, to the greatest extent possible.	
<b>Infrastructure</b>	Includes roads, rail, pipelines etc or social provision such as schools and community centres.	
<b>Infrastructure Plan</b>	A Plan which demonstrates what infrastructure is required to support planned growth and development, how much it will cost, where the money will come from to provide infrastructure, and who will be responsible for its delivery.	
<b>Intermediate Tenure</b>	This type of housing, also known as Shared Ownership or Shared Equity, enables people to privately buy a share of a property being sold and pay a subsidised rent on the remainder.	
<b>Land fill</b>	The practice of disposing of domestic and commercial waste in large holes in the ground.	
<b>Landscape</b>	The appearance of land, including its shape, form, colours and elements, the way these components combine in a way that is distinctive to particular localities, the way they are perceived, and an area's cultural and historical associations.	
<b>Landscape Capacity Studies</b>	Studies carried out to assess the sensitivity and capacity of the landscape to incorporate development for example wind farms and turbines.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Landscape Character Assessment</b>	A tool to identify and understand the factors that give character to the landscape and to help inform policy and decisions about how the landscape may change in the future.	
<b>Land use</b>	The use that exists on a certain area of land, various land uses could be residential, agricultural, open space etc.	
<b>Layout</b>	The way and which building relate to each other.	
<b>Lifetime Homes</b>	Lifetime Homes are ordinary homes incorporating 16 design criteria that can be universally applied to new homes. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life.	
<b>Limits to Development</b>	The boundary (outlined on the proposal map) outside of which very little development should take place. The urban area is located within the limits to development; the rural area is located beyond the limits.	
<b>Listed Building</b>	A building of special historical and /or architectural interest considered worthy of special protection which is listed and described in the statutory list of such buildings published by the Department for Culture Media and Sport.	
<b>The Localism Act</b>	The Localism Act was introduced to Parliament in December 2010. The Act received Royal Assent on 15 <sup>th</sup> November 2011. The Act includes information with regard to Neighbourhood Planning and gives Ministers delegated powers to abolish regional planning and establish neighbourhood planning. HBC have to conform to the requirements of the Act.	
<b>Local Area Agreement</b>	LAA's are a three year agreement, based on local Sustainable Community Strategies, that set the priorities for a local area between the Council and other key partnerships.	LAA
<b>Local Centre</b>	Local centres include a range of small shops of a local nature, serving a small catchment. Typically, local centres might include services such as a supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and launderette.	

Term	Definition	Abbreviation
<b>Local Development Framework</b>	The overarching term given to the collection of Local Development Documents which collectively will provide the Boroughs policies for meeting the community's economic, environmental and social aims for the future of the area where this affects the development and use of land and buildings. The LDF also includes the Local Development Scheme, the Statement of Community Involvement and the Annual Monitoring Report.	LDF
<b>Local Distinctiveness</b>	Local distinctiveness is the physical, environmental, economic or social factors that characterise an area (and most likely a combination of all four), as well as how an area interacts with others.	
<b>Local Highway Network</b>	All the roads within the Borough excluding the A19. (See strategic highway network).	
<b>Local Infrastructure Plan</b>	See Infrastructure Plan.	LIP
<b>Local List of Locally Listed Buildings</b>	List to identify buildings, structures, parks, gardens and open spaces in Hartlepool which are thought to be of special local architectural or historic interest.	
<b>Local Transport Plan</b>	Describes the long-term transport strategy for the Borough and sets out a programme of improvements to address the identified local transport problems.	LTP
<b>Maintenance</b>	The repair and upkeep of a product.	
<b>Major Development</b>	<ul style="list-style-type: none"> <li>• Housing developments of 10 or more dwellings or</li> <li>• consideration of the principle of residential development on a site of at least 0.5ha, and</li> <li>• other development with a floor area of 1000 m<sup>2</sup> or</li> <li>• a site area of 1 ha or more and</li> <li>• any development that requires the submission of an Environmental Assessment.</li> </ul>	
<b>Market Conditions</b>	The prevailing performance of the economy across all sectors.	
<b>Masterplan</b>	A detailed plan of a site and the type of development that the Borough Council would seek to achieve for the whole site.	
<b>Mitigation</b>	The term mitigation is used to refer to the full range of responses used to counter significant and unavoidable adverse impacts.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Monitoring</b>	The regular and systematic collection and analysis of information to measure policy implementation. Planning authorities are required to produce an annual report covering the monitoring of policies in the Local Development Framework that they are responsible for preparing.	
<b>National sustainable building standard</b>	At present there are three separate sets of regulations which influence national sustainable building standards. These are: CfSH, BREEAM and Building Regulations. These current mechanisms could be subject to change therefore policy criteria needs to be is flexible.	
<b>Off-Site</b>	An area not within the planning application boundary.	
<b>On-Site</b>	An area within the planning application boundary.	
<b>Open Market Value</b>	The value of a product if advertised on the open market.	OMV
<b>Open Space Assessment</b>	An assessment of the quality and availability of open space within Hartlepool.	
<b>Pepper Potting</b>	The principle of ensuring there is a spread of affordable housing throughout an overall development rather than all being provided in one specific area.	
<b>Permitted development</b>	Types of development which do not need planning permission.	
<b>Piecemeal</b>	Development that is carried out in an unplanned manner.	
<b>Planning Condition</b>	A requirement attached to a planning application to ensure that the development is of a high standard and to help mitigate against any implications an application may have. Conditions can relate to types of materials or assessments that may have to be carried out. Conditions can only be enforced through the planning enforcement regime.	
<b>National Planning Practice Guidance</b>	An online Government Guide to provide further guidance to support the NPPF.	NPPG

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Planning Obligation</b>	A legally binding agreement between the Borough Council and developers. Planning obligations are used to secure funds or works for significant and essential elements of a scheme to make it acceptable in planning terms. Planning obligations are set out in an agreement often known as a 'section 106 agreement'.	
<b>Port Related Development</b>	Development that relies on access to the port for imports and exports of products and materials.	
<b>Pre-Application</b>	The stage referred to prior to submission of an application.	
<b>Proposals Map</b>	A plan which shows policies and proposals for specific sites and locations. These are shown on an Ordnance Survey map.	
<b>Public realm</b>	This is the space between and surrounding buildings and open spaces that are accessible to the public and include streets, pedestrianised areas, squares, river frontages etc.	
<b>Ramsar sites</b>	An ecological site designated under the Ramsar Convention. Ramsar Convention (Iran 1971) is an intergovernmental treaty that embodies the commitments of its member countries to maintain the ecological character of their wetlands of International Importance and to plan for the "wise use" or sustainable use, of all of the wetlands in their territories.	
<b>Regeneration</b>	Carrying out works in order to make an area a better place to live and work in.	
<b>Regional Spatial Strategy</b>	Formerly part of the Development Plan and prepared by the Regional Planning Body, Regional Spatial Strategies have now been abolished by the Government.	RSS
<b>Registered Social Landlord's / Registered Providers</b>	Registered Providers are government-funded not-for-profit organisations that provide affordable housing. They include housing associations, trusts and cooperatives. They work with local authorities to provide homes for people meeting the affordable homes criteria. As well as developing land and building homes RSLs undertake a landlord function by maintaining properties and collecting rent.	RSL / RP's
<b>Renewable Energy</b>	Energy generated from sources which are non - finite and can be replenished, including solar power, wind energy and power generated from waste, biomass etc.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Residential Amenity</b>	Qualities of life enjoyed by people which can be influenced by the surrounding environment. For example a reasonable degree of privacy, freedom from noise, air pollution etc. normally expected at home.	
<b>Rights of Way</b>	Public footpaths and bridleways as defined in the Countryside and Rights of Way Act 2000, also where there is no legal right of way but where access is permitted by the landowner.	
<b>Rights of Way Improvement Plan</b>	A long term spatial plan setting out actions that will improve the Local Access Network (including all public and permissive rights of way).	ROWIP
<b>Safeguarded Land</b>	Land which is set aside in case it is needed for development in the long term. It is not available for development in the short term because of the possible long term need.	
<b>Saved Policies</b>	Policies from the 2006 Local Plan that have been saved and are a material consideration in determining planning applications.	
<b>Scale</b>	The size of buildings.	
<b>Scheduled Ancient Monument</b>	Ancient structure, usually unoccupied, above or below the ground which is protected by order of the Secretary of State.	
<b>Section 106 Legal Agreement</b>	Legally binding agreement entered into between a developer and the Borough Council. (See also Planning Obligations).	s.106
<b>Section 278 Agreement</b>	Where a development requires works to be carried out on the existing adopted highway an Agreement will need to be signed between the developer and the Borough Council under Section 278 of the Highways Act 1980.	
<b>Intertidal Areas/Sensitive Intertidal areas</b>	The intertidal area is the portion of coastline between the point of the highest high tide on the shore and the point of the low tide. Sensitive intertidal areas are areas of special nature designation that are most under threat.	
<b>Sequential Approach</b>	Considering options for sites for development in a particular order. For example, in terms of new shops, we would first look for sites within a shopping centre Sequential approach and then for sites on the edge of the shopping centre before looking at sites outside the centre.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Sites of Special Scientific Interest</b>	Site or area designated as being of national importance because of its wildlife plants or flower species and/or unusual or typical geological features. They are identified by Natural England and have protected status under the Wildlife and Countryside Act.	SSSI
<b>Social Inclusion</b>	Making sure that everyone has access to services and opportunities no matter what their background or income.	
<b>Social Rented</b>	Housing that is rented to a tenant by a Registered Social Landlord.	
<b>Specialist Industries</b>	Activities which handle or produce goods and services that are potentially polluting and hazardous both to humans and the environment	
<b>Special Landscape Areas</b>	Areas where the landscape characteristics give the area sufficient importance to warrant special recognition.	
<b>Special Protection Areas</b>	A site designated under the European Commission Directive on the Conservation of Wild Birds.	SPA
<b>Stakeholder</b>	Any individual or organisation that have an interest in development matters with Hartlepool.	
<b>Statutory</b>	Something required by law (statute), usually through an Act of Parliament or Statutory Instrument.	
<b>Statutory Agencies</b>	Government agencies that are established by statute, or law. Statutory Agencies include the Highway Agency, Historic England, the Environment Agency, the Health and Safety Executive, Natural England and Sport England.	
<b>Street Furniture</b>	Lamp posts, signs, seats, bins, phone boxes and other fixed items in streets, roads and public spaces.	
<b>Strategic Bus Corridors</b>	Bus routes with frequent and regular bus services.	
<b>Strategic Environmental Assessment</b>	Strategic environmental assessment is a system of incorporating environmental considerations, where there is likely to be significant effect, into policies, plans, programmes and strategies. It is sometimes referred to as strategic environmental impact assessment. The specific term strategic environmental assessment relates to European Union policy (European Union Directive on Environmental Impact Assessments (85/337/EEC).	SEA



<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Strategic Flood Risk assessment</b>	Assessments that provide an overview of flood risk from all sources within the Borough. This provides the Borough Council, developers and other interested parties with general guidance on flood risk and issues associated with flooding.	SFRA
<b>Strategic Gaps</b>	A strategic gap is an area identified in the Local Plan to achieve the following strategic planning objectives: 1) To maintain the separate identity and amenity of settlements. 2) To prevent settlements coalescing.	
<b>Strategic Housing Market Assessment</b>	Identifies the current and future housing need and demand in the Borough of Hartlepool and the Tees Valley.	SHMA
<b>Strategic highways/ Strategic highway Network</b>	The A19 forms the Strategic Highway Network within the Borough and is managed by the Highway Agency.	
<b>Sustainable Communities</b>	A sustainable community is one in which most of the services and facilities people need, including schools and shops, are easy to get to, preferably without the need to use a car.	
<b>Subsidy</b>	A form of financial assistance paid to a business or economic sector.	
<b>Sui Generis</b>	So unique that it is in a use class of its own and can not be categorised with other uses such as A1 shops, B1 businesses.	
<b>Supplementary Note</b>	Information which supports the development plan.	
<b>Supplementary Planning Document</b>	A local development document providing further detail of policies in development plan documents or of saved Local Plan policies.	SPD
<b>Sustainability Appraisal</b>	Identifies and evaluates social, environmental and economic effects of strategies and policies in an LDF document from the outset of the preparation process. It incorporates the requirements of the Strategic Environmental Assessment (SEA) Directive.	SA
<b>Sustainability Statements</b>	Outlines the elements of the scheme that address sustainable development issues including the positive environmental, social and economic implications.	
<b>Sustainable</b>	To maintain the vitality and strength of something over a period of time without harming the strength and vitality of anything else.	

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Sustainable development</b>	Development that meets the needs of the present, without compromising the ability of future generations to meet their own needs.	
<b>Sustainable community</b>	Sustainable communities meet the diverse needs of existing and future residents, their children and other users, contribute to a high quality of life and provide opportunity and choice. They achieve this in ways that make effective use of natural resources, enhance the environment, promote social cohesion and inclusion and strengthen economic prosperity.	
<b>Sustainable Drainage Systems</b>	Efficient drainage systems which seek to minimise wastage of water including the use of groundcover to enable maximum penetration of run off into the ground and, where appropriate recycling grey water within the development.	SuDS
<b>Tandem housing development</b>	Where a dwelling is located to the rear of another dwelling and they share the same access.	
<b>Tees Valley</b>	Stockton, Hartlepool, Middlesbrough, Redcar & Cleveland and Darlington Borough Council areas collectively known as the Tees Valley.	
<b>Tenure</b>	Tenure refers to the arrangements under which the household occupies all or part of a housing unit.	
<b>Threshold</b>	A level or point at which something would start or cease to happen or come into effect. An example of this would be a size of development at which a contribution may be sought, for example if the threshold is 15 and a developer has a scheme for 15 houses they may be required to contribute for affordable housing etc.	
<b>Topography</b>	The gradient and variations in height within a landscape.	
<b>Transfer Price</b>	The discounted price at which a developer would transfer a property to a Registered Provider.	
<b>Transport Assessment</b>	A Transport Assessment is a comprehensive and systematic process that sets out at an early stage transport issues relating to a proposed development and identifies what measures will be taken to deal with the anticipated transport impacts of the scheme.	TA

<b>Term</b>	<b>Definition</b>	<b>Abbreviation</b>
<b>Transport Statement</b>	A transport statement is appropriate when a proposed development is expected to generate relatively low numbers of trips or traffic flows and would have only a minor impact on the transport network, the TS sets out how the developer will address the impacts that the development will have on the transport network.	TS
<b>Travel Plans</b>	A Travel Plan is a package of measures to assist in managing the transport needs of an organisation. The main objective of a Travel Plan is to provide incentives for users of a development to reduce the need to travel alone by car to a site.	
<b>Tree Preservation Order</b>	A TPO (Tree Preservation Order) is an order made by a local planning authority which in general makes it an offence to cut down, top, lop, uproot, willfully damage or willfully destroy a tree without the local planning authority's permission.	TPO
<b>Urban fence</b>	A term given to the boundary outlined on the proposal map outside of which the Borough Council propose that very little development should take place.	
<b>Urban fringe</b>	Predominantly open land on the edge of a settlement.	
<b>Use Classes Order</b>	The Town and County Use Classes Order, 1987, a statutory order made under planning legislation which groups land uses into different categories.	UCO
<b>Veteran Trees</b>	Trees that are or look old relative to others of the same species. Their characteristics include: <ul style="list-style-type: none"> <li>• Vary large girth for the species</li> <li>• Hollow or hollowing trunk</li> <li>• A large quantity of deadwood in the canopy.</li> </ul>	
<b>Viable</b>	A term used if the total value of a development scheme minus total costs is greater than the existing use value of the land.	
<b>Village Envelope</b>	Boundaries on a map beyond which the Council proposes that a village should not be allowed to extend.	
<b>Voltage Optimisation Units</b>	Is a term given to the systematic controlled reduction in the voltages received by an energy consumer to reduce energy use, power demand and reactive power demand.	

## APPENDIX 2: LIST OF KEY NATIONAL GUIDANCE, PLANS, POLICIES AND STRATEGIES

National Guidance, Plans, Policies and Strategies	Publisher	Year
Active Design, Planning for health and wellbeing through sport and physical activity	Sport England	2015
Planning Policy for traveller sites	CLG	2015
Planning healthy weight environments – a Town and Country Planning Association reuniting health with planning project	TCPA	2014
Public health and landscapes creating healthy places landscape institute position statement	Landscape Institute	2014
National Planning Policy Framework	CLG	2012
NPPF technical guidance	CLG	2012
Hills Fuel Poverty report, Centre for Analysis of Social Exclusion		March 2012
Letter To Chief Planning Officers: Advertising Control – Provision Of DCLG Guidance	CLG	16 <sup>th</sup> August 2011
Stemming the Flow - the Role of Trees and Woodland in Flood Protection	Woodland Trust	2014
Letter To Chief Planning Officers: Design And Planning	CLG	20 <sup>th</sup> May 2011
Natural Environment White Paper, Natural Choice, securing the value of nature	Government	2011
Code For Sustainable Homes – Technical Guide	CLG	2010
Planning For Places: Delivering Good Design Through Core Strategies	CABE	2009
UK Climate Projections 2009 (Ukcp09)	Defra	2009
The UK Low Carbon Transition Plan	DECC	2009
Making Space for Nature – a review of England's wildlife sites and ecological networks	Defra	2010
Lifetime Homes, Lifetime Neighbourhoods – A National Strategy For Housing In An Ageing Society	CLG	2008
Outdoor Advertisements And Signs: A Guide For Advertisers	CLG	2007
Circular 01/2006 Design And Access Statements	CLG	2006
Building For Life	CABE	2008

Conservation Principles policies and guide	English Heritage	2008
Manual For Streets i & ii	DFT	2007
The Urban Design Compendium	English Partnerships	2000/2007
Good practice guide on Planning for Tourism	CLG	2006
Design Review, How CABE Evaluates Quality in Architecture and Urban Design	CABE	2006
Safer Places: The Planning System and Crime Prevention	DCLG	2004
Planning Policy Statement 22 companion guide	CLG	2004
By Design: Urban Design in the Planning System – Towards Better Practice	DETR and CABE	2000
By Design: Urban Places in the Planning System, Towards Better Practice,	CABE	2000
Secure by design	ACPOS	1989
UK Marine Policy Statement	HM Government	2011

### APPENDIX 3: LIST OF REGIONAL PLANS, POLICIES, GUIDANCE AND STRATEGIES

Regional Guidance, Plans, Policies and Strategies	Publisher	Year
River Tyne to Flamborough Head Shoreline Management Plan	North East Coastal Authorities Group	2008
The North East England Climate Change Adaptation Study	Climate NE	2008
Summary of Climate Change Risks for North East England To coincide with the publication of the UK Climate Change Risk Assessment (CCRA)	Cllmateuk	2012
North East Renewable Energy Strategy	North East Assembly	2005
Wind Farm Development and Landscape Capacity Studies: East Durham Limestone and Tees Plain	North East Regional Assembly	2007 (Addendum 2009)
Landscape Appraisal for Onshore Wind Farm Development	North East Assembly	2003
<b>Other Relevant Sub-regional, guidance, plans, policies and strategies:</b>	<b>Publisher</b>	<b>Year</b>
Tees Valley Economic and Regeneration Statement of Ambition	TVU	2010
Tees Valley Investment Plan (Draft)	TVU	2010
Creating Thriving Communities in Tees Valley: Tees Valley Living A strategy for housing regeneration in the Tees Valley 2010/2020 (Draft)	Tees Valley Living (TVL)	2010
Tees Valley Climate Change Strategy	Tees Valley Climate Change Partnership	2010
Tees Valley Housing Growth Point	TVU and TVL	2008
Programme of Development	Tees Valley Local Authorities	2008
Tees Valley Empty Property Strategy	Tees Valley Local Authorities	2008

Tees Valley Green Infrastructure Strategy	TVU	2008
Tees Valley City Region Multi Area Agreement	Tees Valley Unlimited (TVU)	2008
Tees Valley City Region Business Case City Region Development Programme	Tees Valley Joint Strategy Unit (now TVU)	2006
Tees Valley Biodiversity Action Plan	Tees Valley Biodiversity Partnership	1999
Tees Valley Strategic Economic Plan	Tees Valley Unlimited	2014
Tees Valley European Structural and Investment Funds Strategy 2014-2020	Tees Valley Unlimited	2014
Tees Valley Strategic Infrastructure Plan	Tees Valley Unlimited	2014

#### APPENDIX 4: LIST OF LOCAL PLANS, POLICIES, GUIDANCE AND STRATEGIES

Other Relevant Sub-regional, Guidance, Plans, Policies and Strategies	Publisher	Year
Hartlepool declaration on climate change	HBC	2004
Hartlepool climate change strategy	HBC	2007-2012
Hartlepool Healthy Weight Strategy	HBC	ongoing
Hartlepool Healthy Weight Action Plan	HBC	Ongoing
Local Flood Risk Management Strategy for Hartlepool Borough Council.	HBC	Ongoing



## APPENDIX 5: LIST OF EVIDENCE BASE DOCUMENTS

Local Evidence Base Documents	Year
Hartlepool Local Infrastructure Plan	2016
Hartlepool Heritage Strategy	2016
The Hartlepool Retail Study	2015
Hartlepool Open Space Assessment	2015
Strategic Housing Market Assessment	2015
Strategic Housing Land Availability Assessment	2015
Hartlepool Regeneration Masterplan	2015
Hartlepool Vision	2014
Hartlepool Employment Land Review	2014
Locally Listed Buildings in Hartlepool	2014
Heritage at Risk in Hartlepool	2012
Church Street Conservation Area Management Plan	2011
Seaton Carew Conservation Area Management Plan	2011
Hartlepool Economic Regeneration Strategy 2011-21	2011
Seaton Carew Coastal Strategy	2010
Hartlepool Strategic Flood Risk Assessment Level 2	2010
Elwick Conservation Area Visual Assessment	2010
Greatham Conservation Area Visual Assessment	2010
Stranton Conservation Area Visual Assessment	2010
North and South Tees Industrial Development Framework	2009
Grange Conservation Area Character Appraisal November	2009
Church Street Conservation Area Visual Assessment June	2009

Seaton Carew Conservation Area Visual Assessment	2009
Hartlepool Central Investment Framework	2008
Southern Business Zone Study	2008
Park Conservation Area Character Appraisal September	2008
Headland Conservation Area Character Appraisal	2007
Local Economic Impact Scenarios Arising from Decommissioning and Potential New Build of Hartlepool Nuclear Power Station (2000)	2000
Hartlepool Landscape Assessment	2000

## APPENDIX 6: NATURE CONSERVATION SITES

<b>Ramsar Site</b>
Teesmouth and Cleveland Coast (part within Hartlepool)
<b>Special Protection Area</b>
Teesmouth and Cleveland Coast SPA (part within Hartlepool)
<b>National Nature Reserve</b>
Teesmouth NNR (part within Hartlepool)
<b>Sites of Special Scientific Interest</b>
Seaton Dunes and Common
Hartlepool Submerged Forest
Hart Bog
Seal Sands (part within Hartlepool)
Cowpen Marsh (part within Hartlepool)
Tees and Hartlepool Foreshore and Wetlands (part within Hartlepool)
Durham Coast (part within Hartlepool)
<b>Local Wildlife Sites</b>
North Burn Marsh
The Howls Woodland
Hart to Haswell Walkway & Easington Road Verge
Hart Warren Railway Embankment Grassland
Naisberry Quarry Grassland
Black Wood Marsh
Pawton Hill Gill Grassland
Beacon Hill Marsh
Carr House Sands and West Harbour
Crookfoot Reservoir
Amerston Gill Woodland
Hartlepool Power Station Wetland
Thorpe Bulmer Dene
Greenabella Marsh
Close Wood Complex
Bellows Burn Fen
Whelly Hill Quarry Grassland
Greatham Beck
Hart Quarry
Gunnersvale Marsh
The Slake Saltmarsh
Brierton Quarry Grassland
Tilery Gill Grassland
Elwick Hall Grassland
Greatham Creek North Bank Saltmarsh
West Carr Plantation
Saltern Wetlands
Phillips Tank Farm Grassland
Tot Fenny's Field Grassland

Spion Kop Cemetery Grassland
North Hartlepool Dunes
Brenda Road Brownfield
Craddon Bank Grassland
Hart Cutting Grassland
Rossmere Park Island
Hartville Meadow
High Stotfold Gill Grassland
Queen's Meadow Wetland
High Newton Hanzard Verges
Char Beck Grassland
Zinc Works Field
Butts Lane Field Margins
Central Park Grassland
Summerhill Country Park
Seaton Common
Brenda Road Sewage Works Grassland
Coronation Drive Orchid Embankment
<b>Local Nature Reserves</b>
Spion Kop Cemetery Grassland (also LWS)
Summerhill Country Park (also LWS)
Hart to Haswell Walkway & Easington Road Verge (also LWS)
Hart Warren Railway Embankment Grassland (also LWS)
Greatham Beck (also LWS)
Seaton Dunes & Common SSSI

## APPENDIX 7: REGIONALLY IMPORTANT GEOLOGICAL/ GEOMORPHOLOGICAL SITES

Local Geological Sites
Long Scar and Little Scar Rocks
Dalton Batts Rivercliff
Hartlepool Headland
Whelly Hill Quarry (also LWS)
Naisberry Quarry (also LWS)
West Crimdon Dene

## **APPENDIX 8: BUILDINGS OF SPECIAL ARCHITECTURAL OR HISTORICAL INTEREST.**

This following list is for guidance only. As it is revised periodically those seeking confirmation of the listed status of a particular property are advised to contact the Borough Council's Conservation Officer.

### **HARTLEPOOL**

#### **Grade I**

- High Street, St. Hilda's Church.
- Town Wall, Sandwell Gate and Town Wall

#### **Grade II\***

- Church Square Christ Church (now Hartlepool Art Gallery)
- 2&3 Church Walk , Duke of Cleveland's House
- Stranton, All Saints Church

#### **Grade II**

- 1-7 Albion Terrace
- 8,9,10,11,12 & 14 Albion Terrace
- 16A Baptist Street
- Bath Terrace, Sebastopol Gun
- 3 Barkers Place & adjoining wall
- Brougham Terrace St. Oswald's Church
- Church Square, Monument to Sir William Gray
- Church Square, Municipal Buildings
- 16 Church Street, The Shades Hotel
- 17,18 & 19 Church Street, The Athenaeum
- 38 Church Street Midland Bank (now HSBC)
- Church Street, Monument to Ralph Ward Jackson
- 42-46 Church Street, Church Square Chambers
- 71-72 Church Street, Bank Chambers (now the Lighthouse PH)
- Church Street, Royal Hotel & Public House
- Clarence Road, Drinking Fountain (south east of William Gray House)
- Clarence Road, Former Central Library (now Leadbitter Buildings)
- Clarence Road, Old Registrar's Office (now Council Offices)
- Durham Street, St. Mary's Church
- Durham Street, Former United Reform Church (previously the Independent Chapel).
- Elwick Road, Meadowcroft & Meadowsides
- Elwick Road, Tunstall Hall Farmhouse
- Elwick Road, Park Lodge , Ward Jackson Park
- Elwick Road, Greystones

- Friar Street, Old Manor House
- Friar Terrace, Moor House
- Friar Terrace, Mayfield House
- Grange Road, St Paul's Church
- Grange Road, Wilton Grange
- Grange Road, East & West Lodges and attached screen walls, Tunstall Court
- High Street, St Hilda's churchyard, wall and gate piers
- High Street, Water Pump
- High Street, Wayside Cross
- Hutton Avenue, St. Joseph's Church
- Jesmond Road Primary School, Masters House, Play Shed and Surrounding Wall
- Lynn Street, The New Market Hotel
- Middlegate, Borough Buildings and Borough Hall.
- 27&29 Middlegate,
- Northgate, Former Public Library and House, (now Carnegie Buildings)
- Old Cemetery Road, Throston Engine House
- Oxford Street, St Aidan's Church
- Park Avenue, Pangbourne, Parkfield, Wrenwood, Parkside, Beechwood, Highnam & Jesmond
- Park Avenue, Clock Tower, Ward Jackson Park
- Park Avenue, Bandstand Ward Jackson Park
- Park Avenue, South African War Memorial Ward Jackson Park
- Park Avenue, Fountain Ward Jackson Park
- 125 & 127 Park Road
- Raby Road, Odeon Cinema
- 81-87 Raby Road
- Raby Road, Town Hall & telephone Kiosk
- Radcliffe Gardens, War Memorial in Redheugh Gardens.
- 1-8 Regent Square
- 9,10 & 11 Regent Square
- 1-7, 9-21& 23 Regent Street
- 10 & 12 Regent Street
- 6 Scarborough Street,
- 1-7 South Crescent
- South Crescent, Remains of Town Wall
- Speeding Drive Tunnel
- 62 Southgate & walls & railings
- Southgate, Union House
- Stockton Road, Strathmore House
- Stranton, Former North Eastern Cooperative Stores
- Stranton, Bollards
- Stranton, Lion sculpture and gate pier
- Swainson Street, Grand Hotel
- 31& 33,34,35,36 36A Town Wall
- The Vale, Low Tunstall Farmhouse & wall

- Victoria Road, Wilkinson's (former Binns Department Store)
- Victoria Road, Former Wesley Methodist Church, lamp standard and walls
- Victoria Road, War Memorial in Victory Square
- 2 Middlegate / Victoria Street, Victoria Buildings
- Victoria Terrace, Old Dock Offices & walls
- Victoria Terrace, Old Customs House
- Westbourne Road, Steelworkers War Memorial
- West Harbour (North Pier)- beacon tower
- 13-17 Whitby Street, Former Post Office
- 14-16 Whitby Street, former Constitution Club
- York Place, St Andrew's Church

## **SEATON CAREW**

### **Grade II**

- Church Street, Holy Trinity Church
- Church Street, Seaton Hotel
- 6, The Front, Marine Hotel
- The Front, The Bus Station (including clock tower)
- 7,8,9,10,11,12,13 The Green.
- The Green, Telephone Kiosk
- 18 & 19 The Green
- 2 Green Terrace
- 5,6,7,8 South End

## **DALTON PIERCY**

### **Grade II**

- College Farmhouse & cottage
- Manor Farmhouse & cottage & outhouse
- Priory Farmhouse & cottage
- Rose Cottage & outhouse.

## **ELWICK**

### **Grade II\***

- St Peter's Church

### **Grade II**

- Benknowle Lane, Elwick Windmill
- Church Bank, Elwick Hall & flats
- 29 The Green, The Forge
- Wilton Cottage



## **GREATHAM**

### **Grade II\***

- West Row, St John the Baptist Church

### **Grade II**

- 2, 4, 6, 10, & 12 Front Street
- 16 & 18 Front Street
- Front Street, Dormer Parkhurst almshouses
- Front Street, Greatham Hospital of God, Almshouses
- Front Street, Greatham Hospital of God, Chapel
- Front Street, Barn
- 5 High Street
- High Street, Briarmead & stable & wall
- High Street, St Francis Cottage & coach house & wall
- High Street, Prospect Farm storage building (now Prospect Cottage)

## **HART**

### **Grade I**

- Butts Lane, St Mary Magdalene Church

### **Grade II\***

- Butts Lane, Medieval Wall

### **Grade II**

- Butts Lane, Brus Wall
- 5, Front Street
- Off Front Street, Voltigeur Cottage
- Front Street, Home Farmhouse & cottage
- Old School Lane, Hart Windmill

## **NEWTON BEWLEY**

### **Grade II**

- Mill House

## **APPENDIX 9: LIST OF LOCAL CENTRES IN HARTLEPOOL**

1. Belle Vue Way
2. Brenda Road/Sydenham Road
3. Brierton Lane
4. Brus Corner
5. Catcote Road
6. Chatham Road
7. Clavering Road
8. Claxton
9. Davison Road
10. Duke Street North
11. Duke Street South
12. Elizabeth Way
13. Fens Shops
14. High Tunstall
15. Jutland Road
16. King Oswy
17. Middle Warren
18. Murray Street
19. Miers Avenue
20. Northgate/Durham Street
21. Northgate/Union Street
22. Oxford street
23. Powlett Road East Raby Road/Hart Lane Corner
24. Raby Road/Hart Lane Corner
25. Raby Road/Brougham Terrace
26. Seaton Front
27. Springwell Road/Stockton Road
28. Stockton Road/Cornwall Street
29. The Former Powlett Public House
30. The Former Saxon Pub
31. Warren Road
32. Wiltshire Way
33. Wynyard Park
34. Wynyard Road

## APPENDIX 10 - EXISTING AND POTENTIAL COMPONENTS OF AN ECOLOGICAL NETWORK

**Table 1: Rural West – East of A19**

Site	Existing interest features or potential for habitat improvement/creation
Elwick Hall Grassland LWS	Species rich grassland and seasonal water bodies
Tilery Gill Grassland LWS	Small area of marsh/species rich neutral grassland; potential for extending interest features along the Gill
Tilery Gill to Elwick Road	Potential for creation of marshy areas and increasing farmland bird populations through appropriate planting and management regimes
Craddon Bank Grassland LWS	Small area of marsh and species rich grassland
Char Beck Grassland LWS	Species rich neutral grassland; potential through management to allow grassland species to expand
The Howls Woodland LWS	Ancient woodland
Dalton Batts LGS	Geological exposure, old hedge; potential for pond & meadow creation
Brierton North Farm	Potential for pond/wetland creation
Brierton Farm	Young woodland & fishing ponds
Brierton Shooting Lodge	Wetland feature
Brierton Quarry Grassland LWS	Some species rich grassland; potential for improvement through vegetation removal on sand exposures
Claxton	Some ponds and good number of farmland birds; potential for creation of new wetland habitats as part of green wedge within new development
Claxton Grange Farm	Existing ponds
Sandpit Bungalow Pond	Wetland habitat
Claxton Tip	Species rich grassland and young woodland
Claxton Beck/North Burn	Significant watercourse and riparian features
Greatham Beck LWS	Tree-lined beck; some invasive vegetation requires removal
South of A689, between public right of way & Greatham Beck	Arable area prone to flooding; potential to develop into an extensive wetland
Greatham Wood	Mature woodland
Queen's Meadow Wetland LWS	Wetland and species rich grassland with good numbers of amphibians; potential for further ponds and/or improvement to existing ponds
South of Greatham village towards railway line (fields immediately either side of Greatham Beck)	Former inter-tidal area, now arable but prone to flooding; could be converted to inter-tidal habitat subject to consideration of flooding issues, or allowed to become freshwater marsh
Cowpen Marsh SSSI/SPA	Mainly inter-tidal habitat important for birds & seals; also extensive area of saltmarsh
Saltern Wetlands LWS	Small area of saltmarsh, now converted to large inter-tidal habitat with freshwater ponds on higher ground

Greatham to Cowpen Bewley Woodland Park	Potential for ponds/small wetlands on low lying areas
Tot Fenny's Field Grassland LWS	Species rich grassland with pond and wetland area
Faith Wood	Young woodland
Cowpen Bewley Woodland Park LWS (within Stockton-on-Tees)	Young woodland, lake, ponds and species rich grassland
Dalton Gorse Bushes	Scrub area with potential for enhancement
Blue House Pond	

**Table 2: Rural West – West of A19**

<b>Site</b>	<b>Existing interest features or potential for habitat improvement/creation</b>
Beacon Hill Marsh LWS	Wet flush containing a diverse flora, also acid grassland
Tilery Plantation (within Co. Durham)	Mature woodland
Pawton Hill Gill Grassland LWS	Diverse grassland flora
Scotland Wood (within Co. Durham)	Mature woodland
High Wood	Mature woodland
Cow Pasture Wood	Wood pasture and some marshy areas; some protection from grazing required
Crookfoot Wood	Mature woodland
Crookfoot Reservoir LWS	Large water body supporting bat and bird populations
Amerston Gill Woodland LWS	Mature woodland and diverse ground flora
Close Wood Complex LWS	Mature woodland, part ancient semi-natural; supports important bird populations
High Stotfold Gill Grassland LWS	Species rich neutral grassland, managed under stewardship
Black Wood	Mature woodland
Black Wood Marsh LWS	Small marsh; potential to raise water level to prevent drying out
Gunnersvale Marsh LWS	Large marsh, with potential to expand due to natural spring
Amerston woodland planting	Young woodland which will improve with maturity
Amerston Moor	Low intensity grazing land, with potential for increasing farmland bird interest
Gunnersvale Wood	Mature woodland
Sunderland Lodge	Mature woodland and pond
North Burn Marsh LWS	Large marsh in valley bottom that appears to be expanding naturally
North Burn Valley	Low lying area with potential to create further marshy areas
North Burn/Close Beck	Water course

**Table 3: Hart area**

<b>Site</b>	<b>Existing interest features or potential for habitat improvement/creation</b>
Crimdon House Farm (Co. Durham)	Species rich meadow
Crimdon Dene (Co. Durham)	Mature woodland and watercourse
Crimdon Road verge (part in Co. Durham)	Species rich grassland; could be improved with scrub and young tree clearance
Hart to Haswell Walkway & Easington Road Verge LWS	Mature woodland and patches of species rich grassland; requires annual management of grassland areas
Hartville Meadow LWS	Species rich grassland
West Crimdon Dene LGS	Exposures of limestone cliff
Thorpe Bulmer Dene LWS	Ancient woodland with associated ground flora
Springwell Wood	Young woodland; potential for new wetland area and improved access
Hart Reservoirs	Two large water bodies; support good numbers of bats
Hart Quarry LWS	Species rich grassland, important for bird populations
Hart Cutting Grassland LWS	Diverse grassland on exposed limestone
Butts Lane Field Margins LWS	Important for small mammals; need to maintain areas of long grassland
Hart Moor Woodland	Young woodland – will improve as it matures
Hart Bog SSSI	Nationally important mire
Bellows Burn Fen LWS	Marsh surrounded by conifer plantation; potential to expand wetland area
East Grange Woodland	Young woodland – will improve as it matures
Whelly Hill Quarry LGS and Whelly Hill Grassland LWS	Exposure of geological features, and small area of species rich grassland

**Table 4: Coastal area**

<b>Site</b>	<b>Existing interest features or potential for habitat improvement/creation</b>
Hart Warren Dunes SSSI	Active dune system & coastal grassland
Tees & Hartlepool Foreshore & Wetland SSSI	Important for breeding and wintering water birds
North Hartlepool Dunes LWS	Active dune system & coastal grassland
Britmag Coastal Fringe	Potential for creation of additional areas of coastal grassland as part of new housing development
Spion Kop Cemetery Grassland LWS	Active dune system & coastal grassland
West View Road	Potential to create coastal grassland
Old Cemetery Road	Existing cover useful for migrant birds
Central Park Grassland	Urban & coastal grassland and other features of

<b>LWS</b>	botanical interest
Spoin Kop Grassland	Botanical interest and some use of SPA birds at high tide; potential to enhance with coastal grassland species
Town Moor	Some use by SPA birds at high tide
Central Park	Potential to diversify habitats
Fish Sands	Some feeding by SPA birds at low tide
Victoria Harbour	Used by wintering water birds
Victoria Docks	Some use by roosting birds
<b>The Slake Saltmarsh LWS</b>	Relic upper saltmarsh
Middleton Beach	Inter-tidal sand but little use by SPA birds
<b>Carr House Sands &amp; West Harbour LWS</b>	Used by SPA birds
Coronation Drive Promenade	Some use by SPA birds at high tide
<b>Coronation Drive Orchid Embankment LWS</b>	Part designated as LWS for urban grassland flora
Seaton Sands	Inter-tidal sand flat
<b>Seaton Dunes and Common SSSI</b>	Active dune system & coastal grassland
Mayfair Centre	Amenity grassland with some use by wintering water birds; value could be increased if grassland kept short and disturbance minimised in winter
<b>North Gare Sands (compartment of Seal Sands SSSI)</b>	Inter-tidal sand flat
<b>Zinc Works Field LWS</b>	Grazed grassland which can support high numbers of passage migrants and low to moderate numbers of wintering wildfowl
<b>Greenabella Marsh LWS</b>	Freshwater pools & ditches; potential for further wetland features or to manage grassland areas
<b>Tees and Hartlepool Foreshore &amp; Wetlands SSSI (Greenabella compartment)</b>	Brackish lagoons behind sea wall
<b>Greatham North Saltmarsh LWS</b>	Saltmarsh creation project
<b>Cowpen Marsh SSSI</b>	Saltmarsh and areas of inter-tidal habitat
<b>Seal Sands SSSI</b>	Inter-tidal mud flats

**Table 5: Urban area**

<b>Site</b>	<b>Existing interest features or potential for habitat improvement/creation</b>
West View Cemetery	Mature trees; potential to diversify tree stock & structure
Middle Warren Green Wedge	Young woodland with stream & small ponds
Phoenix Centre	Moderately species rich grassland and pond
North Cemetery	Mainly mature trees with some areas of long grass; potential to diversify structure

Ward Jackson Park	Ornamental park with small lake and wetland area
Family Wood West	Young woodland
Summerhill Hill Lane	Herb rich horse paddock with potential for enhancement
Summerhill Country Park LWS	Mixed woodland and grassland habitat
Burn Valley Gardens	Young woodland, and wetland grading into mature parkland
Stranton Cemetery	Potential to increase tree cover
Rossmere Park	Mature trees & small lake
Golden Flatts	Grazed area with small ponds; potential for substantial new woodland
Tata Steel bund	Large woodland area; potential to diversify structure by thinning & planting
Brenda Road mounds	Currently poor species diversity, but potential to increase species richness of grassland and create more open areas
Sovereign Park	Rank grassland/ditches; potential for small wetland area
Salt Barn Ponds	Newly created ponds which should improve with maturity
Autoglass site	Moderately diverse grassland with potential for further diversification
Brenda Road Brownfield LWS	Wetland and grassland areas; potential for pond improvement
Graythorp North	Rank grassland with small pond; potential for additional pond
Brenda Road Sewage Works Grassland LWS	Urban grassland important for butterflies
Seaton Meadows	Landfill site with agreed restoration scheme
Power Station Field	Rank grassland and scrub
Phillips Tank Farm Grassland LWS	Wetland area important for amphibians, butterflies and SPA birds
Queen's Meadow Wetland LWS	Wetland areas important for amphibians; potential to create additional ponds

#### Colour key

	Designated sites
	Sites with existing biodiversity interest but which do not currently meet criteria for designation
	Sites which have no significant nature conservation value but have potential for habitat creation and forming ecological links between existing areas of habitat

## APPENDIX 11a: COMPATIBILITY OF LOCAL PLAN ALLOCATIONS WITH HEALTH AND SAFETY EXECUTIVE CONSULTATION ZONES OF MAJOR HAZARD ESTABLISHMENTS AND MAJOR ACCIDENT HAZARD PIPELINES

In accordance with the advice of the Health and Safety Executive received during consultation on the Hartlepool Local Plan Preferred Options, an assessment has been made of land allocations in the Local Plan and their compatibility with the consultation zones of major hazard establishments and major accident hazard pipelines. The assessment is based on the Health and Safety Executive's Land Use Planning Methodology document. Maps showing major hazard establishment consultation zones and major accident hazard pipeline routes are included as diagrams 2 and 3 in the Local Plan. In the HSE advice column in the tables below:

DAA = Do not advise against development

AA = Advice against development

### Major Hazard Establishments

Baker Hughes, Tekchem Works, Tofts Farm Industrial Estate, Brenda Road (HSE Ref: H0569)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner Zone	General Employment Land (EMP3)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Local Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA – by applying straddling rule
Middle Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Local Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
Outer Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Local Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA

Eastman Chemicals, Hunter House Industrial Estate, Brenda Road (HSE Ref: H02079)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner Zone	General Employment Land (EMP3)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
Middle Zone	General Employment Land (EMP3)	DT1.1	1	DAA



		Workplace		
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA

Owen Corning's Polyfoam Ltd, Hunter House Industrial Estate, Brenda Road (HSE Ref: H3301)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner Zone	General Employment Land (EMP3)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
Middle Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
Outer Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA

Phillips Petroleum Co. (UK) Ltd (HSE Ref: H1279)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner Zone	General Employment Land (EMP3)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	Local Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA – by applying straddling rule
Middle Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Local Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
Outer Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Local Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA

Tioxide Europe Ltd, Greatham Works, Tees Road (HSE Ref: H0571)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner Zone	Specialist Employment Land (EMP4)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA

	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA – by applying straddling rule
Middle Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Underground Storage (EMP6)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
Outer Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
	Green Infrastructure – Outdoor Sports (NE2)	DT2.5 Outdoor use by public	2	DAA

SABIC UK Petrochemicals Ltd, Seaton Road, Port Clarence (HSE Ref: H0402)

N.B. This site is within Stockton-on-Tees BC area but Consultation Distance extends into Hartlepool

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Middle Zone	Underground Storage (EMP6)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
Outer Zone	Underground Storage (EMP6)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA

Norsea Pipeline Ltd, Teesside Operations, Seal Sands (HSE Ref: H4311)

N.B. This site is within Stockton-on-Tees BC area but Consultation Distance extends into Hartlepool

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner Zone	Specialist Employment Land (EMP4)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	General Employment Land (EMP3)	DT1.1 Workplace	1 (assumes less than 100 occupants in each building)	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA - by applying straddling rule
	Green Infrastructure – natural & semi-natural green space (NE2)	DT2.5 Outdoor use by public	2	DAA – by applying straddling rule

Middle Zone	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Underground Storage ((EMP6)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
	Green Infrastructure – natural & semi-natural green space (NE2)	DT2.5 Outdoor use by public	2	DAA
Outer Zone	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Underground Storage (EMP6)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
	Green Infrastructure – natural & semi-natural green space (NE2)	DT2.5 Outdoor use by public	2	DAA

Fine Organics Ltd, Seal Sands Road (HSE Ref: H1875)

N.B. This site is within Stockton-on-Tees BC area but Consultation Distance extends into Hartlepool

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Middle Zone	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA
Outer Zone	Underground Storage (EMP6)	DT1.1 Workplace	1	DAA
	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Green Infrastructure - outdoor sport and natural & semi-natural green space (NE2)	DT2.5 Outdoor use by public	2	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA

### Major Accident Hazard Pipelines

Northern Gas Networks Cowpen Bewley/Warden Law (Transco Index No. 2741)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
No Local Plan allocations are affected by the route/consultation distances of this pipeline		n/a	n/a	n/a

Northern Gas Networks Cowpen Bewley/Naisberry (HSE Ref: 7820; Transco Index No. 2077)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
No Local Plan allocations are affected by the route/consultation distances of this pipeline		n/a	n/a	n/a

Northern Gas Networks Cowpen Bewley/Naisberry (HSE Ref: 7823; Transco Index No. 2080)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner/Middle/Outer Zones (15m for all)	High Tunstall Strategic Housing Site (HSG5)	DT2.1 Housing	2	AA

zones)	South West Extension Strategic Housing Site (HSG4)	DT2.1 Housing	2	AA
	Green Wedges (NE3)	DT2.5 Outdoor use by public	2	AA

An outline planning application (which has not been determined by the local planning authority) has been submitted for the High Tunstall strategic housing site. Plans submitted as part of this application indicate the route of this pipeline running along the eastern edge of the proposed development. The route is shown with an open space buffer on either side of the pipeline itself. This open space buffer will be indicated on the Local Plan Proposals Map and reflected in any Master Plan or Development Brief for the layout and development of the site.

The South West Extension strategic housing site has planning approval (detailed for 144 dwellings, outline for 1,116 dwellings) and the overall development scheme for the site takes into account the route of the high pressure pipeline, principally through the identification of a strategic green wedge through the site.

Northern Gas Networks Valley Drive Spur (HSE Ref: 7826; Transco Index No. 2083)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner/Middle/Outer Zones (15m for all zones)	High Tunstall Strategic Housing Site (HSG5)	DT2.1 Housing	2	AA
	Green Wedges (NE3)	DT2.5 Outdoor use by public	2	AA

No residential development will be allocated on the Local Plan Proposals Map within the consultation distance zone for the Valley Drive spur

Northern Gas Networks Macrae Road Spur (HSE Ref: 7825; Transco Index No. 2082)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner/Middle/Outer Zones (15m for all zones)	Green Wedges (NE3)	DT2.5 Outdoor use by public	2	AA

Northern Gas Networks Hall Farm/Brenda Road (HSE Ref: 7821; Transco Index No. 2078)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner and Middle Zones (both 15m)	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA – by applying straddling rule
Outer Zone (22m)	Specialist Employment Land (EMP4)	DT1.1 Workplace	1	DAA
	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA
	Local/National Wildlife Site (NE1)	DT2.5 Outdoor use by public	2	DAA

Northern Gas Networks Brenda Road/Tioxide (HSE Ref: 7827; Transco Index No. 2084)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner/Middle/Outer	Specialist Employment Land	DT1.1	1	DAA

Zones (3m for all zones)	(EMP4)	Workplace		
	General Employment Land (EMP3)	DT1.1 Workplace	1	DAA
	Wind Turbine Area (CC4)	DT1.1 Workplace	1	DAA

National Grid Gas Little Burdon/Billingham 6 Feeder Pipeline (HSE Ref: 7858; Transco Index No. 2115)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
Inner Zone	Prestige Employment Site Wynyard Business Park (EMP1)	DT1.1 Workplace	2	AA
Outer Zone	Prestige Employment Site Wynyard Business Park (EMP1)	DT1.1 Workplace	2	DAA

The inner consultation distance zone impinge marginally on the allocation for Wynyard Business Park. The Borough Council will therefore consult with the Health & Safety Executive on proposals to develop this site for employment purposes.

National Grid Gas Cowpen Bewley/Bishop Auckland 13 Feeder Pipeline (HSE Ref: 8206); Transco Index No. 2471)

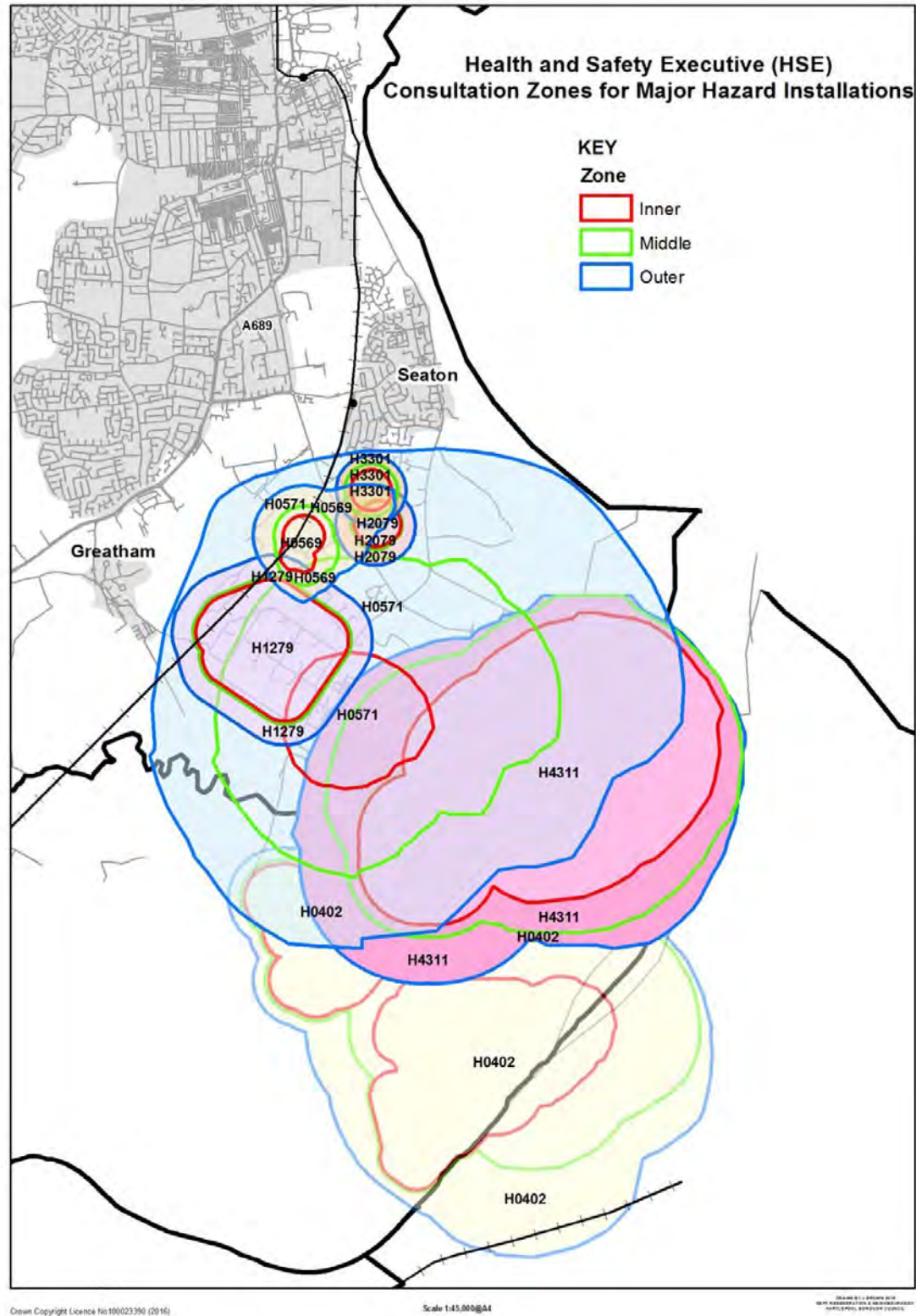
Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
No Local Plan allocations are affected by the route/consultation distances of this pipeline		n/a	n/a	n/a

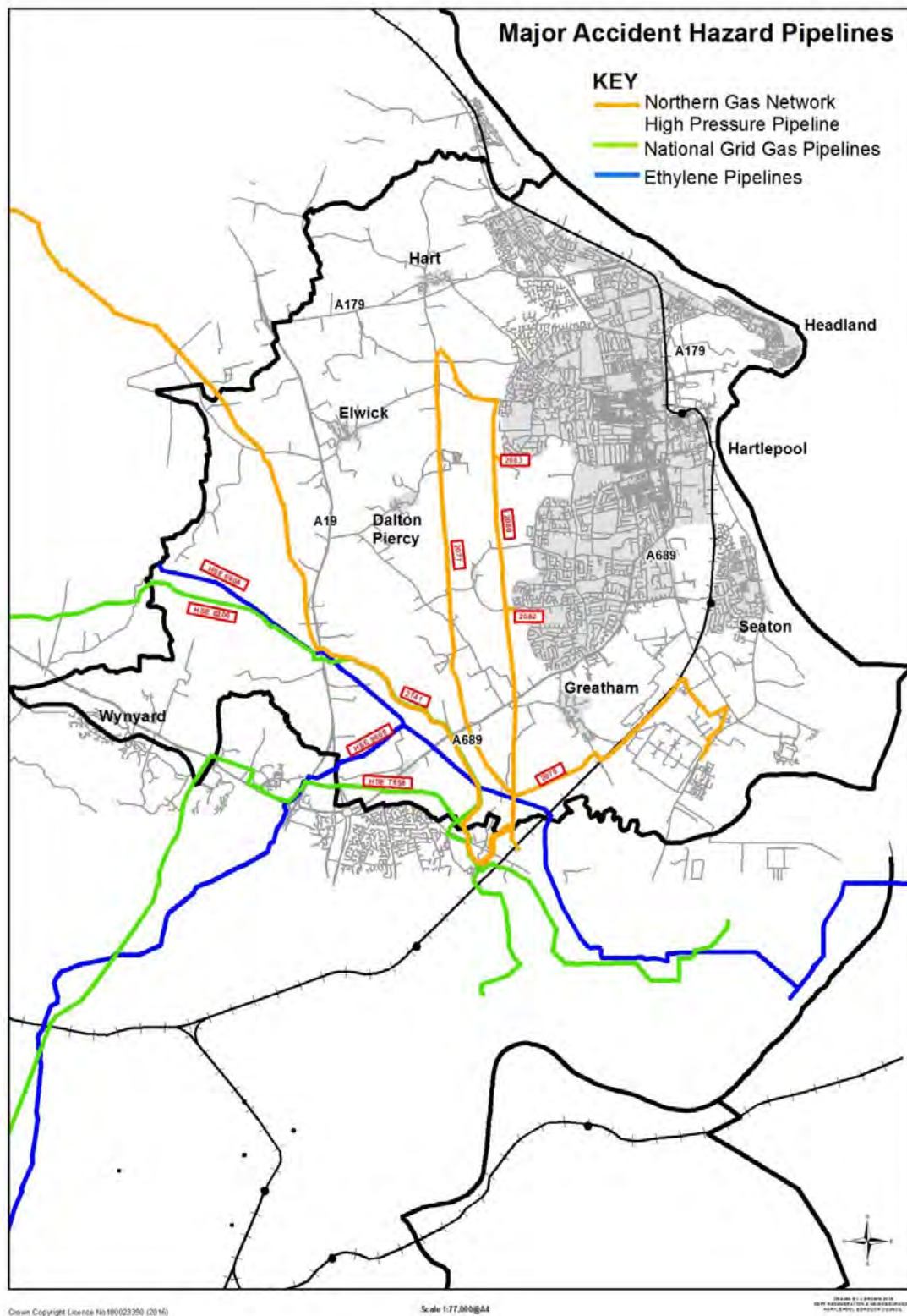
Sabir Wilton/Grangemouth Ethylene Pipeline (HSE Ref: 6904)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
No Local Plan allocations are affected by the route/consultation distances of this pipeline		n/a	n/a	n/a

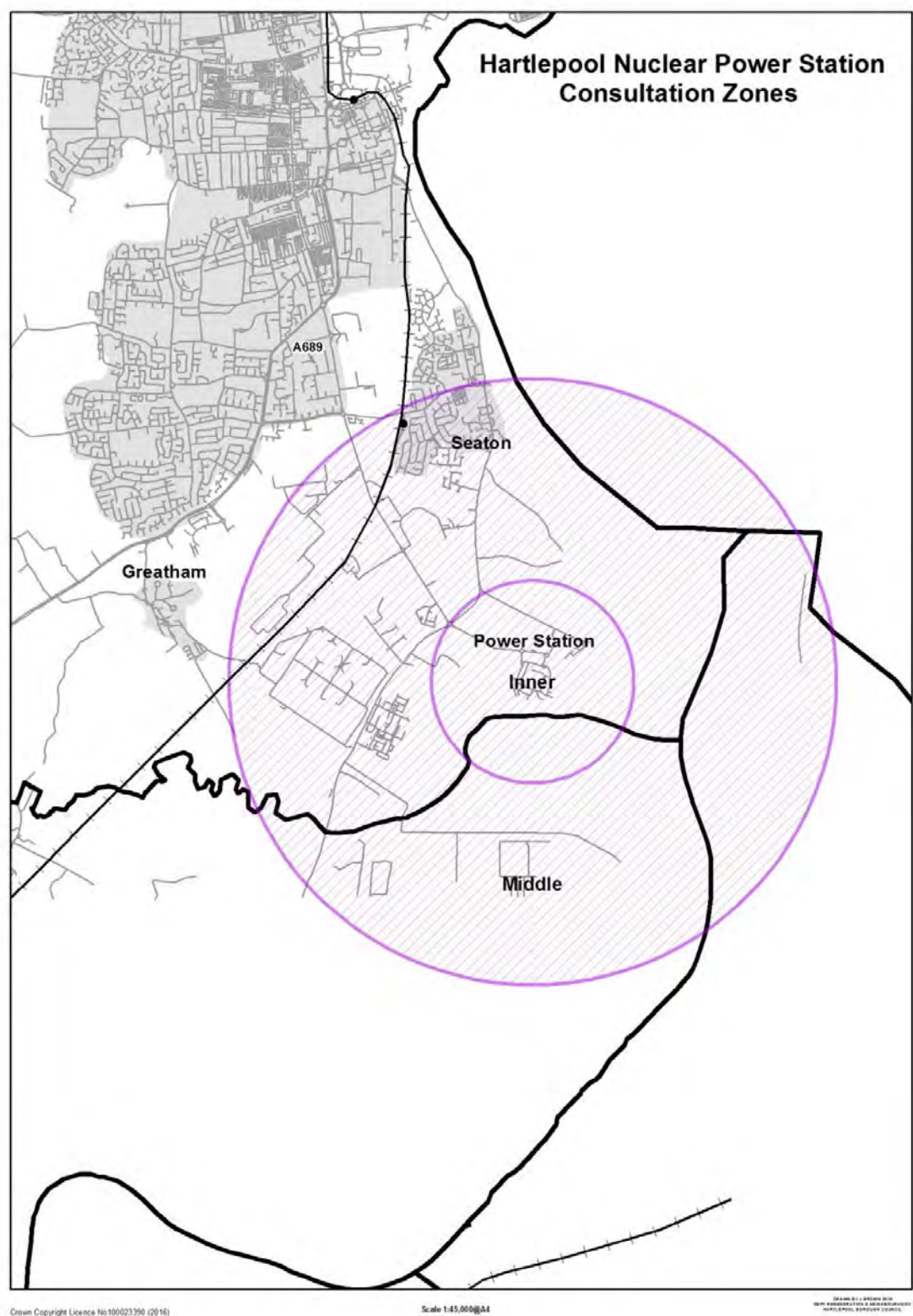
Ineos Teesside/Saltend Ethylene Pipeline (HSE Ref: 9669)

Local Plan Allocation		Development Type	Sensitivity Level	HSE Advice
No Local Plan allocations are affected by the route/consultation distances of this pipeline		n/a	n/a	n/a











# Strategic Housing Market Assessment

## Addendum

### 2016

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Hartlepool Borough Council

Final Report  
October 2016

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*Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column 'total' due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.*

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# 1. Introduction

## Background and objectives

- 1.1 A comprehensive Strategic Housing Market Assessment (SHMA) for Hartlepool Borough Council (the Council) was endorsed in March 2015 which provided an up-to-date evidence base to inform the development of the Council's Local Plan and other strategies.
- 1.2 The SHMA satisfied the requirements of the National Planning Policy Framework (NPPF) and the February 2014 National Planning Policy Guidance (NPPG) which replaces previous guidance including the DCLG Strategic Housing Market Assessment guidance (Version 2, 2007).
- 1.3 The SHMA also included a review of the Housing Market Area definition, Objectively Assessed Housing Need, Housing Market Signals and Duty to Co-operate matters.
- 1.4 Since the SHMA was published, the Office for National Statistics have released 2014-based population projections and these have been used to prepare 2014-based household projections. To accord with Planning Practice Guidance, the Council's OAN should be based on up-to-date information. The purpose of the SHMA Addendum 2016 is to update the evidence base relating to Objectively Assessed Housing Need and in so doing represents data relating to the Housing Market Area definition and updates housing market signal information.

## 2. Defining the Housing Market Area

### Introduction

- 2.1 NPPG (para 8) states that housing needs should be assessed in relation to the relevant functional area i.e. Housing Market Area and this may identify smaller sub-markets with specific features and it may be appropriate to investigate these specifically in order to create a detailed picture of local need. It is also important to recognise that there are 'market segments' i.e. not all housing types have the same appeal to different occupants.
- 2.2 NPPG defines a Housing Market Area as *“a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. It might be the case that housing market areas overlap”*.<sup>1</sup>
- 2.3 NPPG comments that Housing Market Areas can be broadly defined by using three different sources of information as follows:
- House prices and rates of change in house prices;
  - Household migration and search patterns;
  - Contextual data (for example travel to work area boundaries, retail and school catchment areas).
- 2.4 Former CLG guidance<sup>2</sup> suggested that a housing market is self-contained if upwards of 70% of moves (migration and travel to work) take place within a defined area. However the Guidance cautions that:
- HMAs are inherently difficult to define. They are a geographic representation of people's choices and preferences on the location of their home, accounting for live and work patterns. They can be defined at varying geographical scales from the national scale to sub-regional scale, down to local and settlement specific scales.
  - HMAs are not definitive. As well as a spatial hierarchy of different markets and sub-markets, they will inevitably overlap.
- 2.5 Hartlepool Borough is located within the Tees Valley in North East England. The resident population of Hartlepool Borough is 92,000<sup>3</sup>. The Borough is bounded to the North and West by County Durham and Stockton on Tees to the South. The main population centre is Hartlepool town which is surrounded by an arc of smaller villages.
- 2.6 In establishing the extent to which Hartlepool Borough is a Housing Market Area, the SHMA considered the general housing market context of Hartlepool Borough and its inter-relationships with other areas. Further analysis of migration and travel to work is presented in this addendum.

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<sup>1</sup> National Planning Practice Guidance paragraph 10

<sup>2</sup> DCLG Identifying Sub-Regional Housing Market Areas Advice Note, 2007

<sup>3</sup> 2011 Census

## Migration and self-containment

- 2.7 In relation to migration, PPG paragraph 11 states:

*'Migration flows and housing search patterns reflect preferences and the trade-offs made when choosing housing with different characteristics. Analysis of migration flow patterns can help to identify these relationships and the extent to which people move house within an area. The findings can identify the areas within which a relatively high proportion of household moves (typically 70 per cent) are contained. This excludes long distance moves (e.g. those due to a change of lifestyle or retirement), reflecting the fact that most people move relatively short distances due to connections to families, friends, jobs, and schools.'*

- 2.8 That said, previous CLG guidance recognised that 'rural areas typically have less locally self-contained migration patterns, reflecting the influence of long-distance movers who are opting for lifestyle change or retirement'<sup>4</sup>
- 2.9 Data reported in the 2011 Census provides evidence from which the degree of self-containment of Hartlepool can be derived. PAS guidance recommends that migration data are tested against the PPG criterion for self-containment, that at least 70% of all migration excluding long-distance migration should be contained within the HMA. A suitable test are two migration containment ratios:

**Supply side (origin):** moves within the area divided by all moves whose origin is in the area, excluding long-distance moves

**Demand side (destination):** moves within the area divided by all moves whose destination is in the area, excluding long-distance migration

- 2.10 Table 2.1 presents relevant data for Hartlepool and Table 2.2 summaries the containment ratios derived from the data. Table 2.1 illustrates that 80.2% of all residents moving in the year preceding the Census originated from within Hartlepool. Table 2.4 also summarises the origins of moving residents based on 2011 Census data. Of the 8,808 moving residents, 78.8% originated in Hartlepool, 5.4% from elsewhere in Tees Valley, 3.5% from County Durham. 2.8% from elsewhere in the North East and 9.4% from elsewhere in the UK.
- 2.11 Table 2.2 summaries the containment ratios that apply to the origin and destination of moving residents. In line with PPG guidance, this excludes long-distance migration (which is taken as moves from outside the North East). The origin containment ratio is 86.7% and the destination is 87% which confirms that Hartlepool is a self-contained housing market area in terms of migration.

<sup>4</sup> DCLG Advice Note: Identifying sub-regional housing market areas 2007

**Table 2.1** Flows of residents (all moves)

Origin/ Destination	Supply Side (Origin)			Demand Side (Destination)		
	All Moves		Excluding Long Distance Moves	All Moves		Excluding Long Distance Moves
	Number	%	%	Number	%	
Hartlepool	6,945	80.2	86.7	6,945	78.8	87.0
Stockton-on-Tees	246	2.8	3.1	264	3.0	3.3
Elsewhere Tees Valley	254	2.9	3.2	210	2.4	2.6
County Durham	354	4.1	4.4	312	3.5	3.9
Elsewhere in North East	207	2.4	2.6	251	2.8	3.1
Elsewhere UK	659	7.6		826	9.4	
TOTAL	8,665	100.0	100.0	8,808	100.0	100.0
Base (excluding long-distance moves)			<b>8,006</b>			<b>7,982</b>

Source: 2011 Census

**Table 2.2** Containment ratios

Origin	Moves within the area	Moves originating in the area	Containment Ratio
	6,945	8,006	<b>86.8%</b>
Destination	Moves within the area	Moves whose destination is in the area	Containment Ratio
	6,945	7,982	<b>87.0%</b>

Source: 2011 Census

Note:

**Supply Side (origin):** moves within the area divided by all moves whose origin is in the area, excluding long-distance moves

**Demand side (destination):** moves within the area divided by all moves whose destination is in the area, excluding long-distance migration

- 2.12 The household survey carried out as part of the SHMA identified around 7,000 households planning to move in the next 5 years. Of these households, 81% intend on remaining in Hartlepool Borough and 19% intend to move out which supports the high level of self-containment evidenced in the 2011 census.

## Commuting patterns

- 2.13 The 2011 Census provides an analysis of travel to work patterns and the extent to which residents in Hartlepool travel to other areas, together with details of how many people commute into the District area. Table 3.3 presents this data and indicates that 67.1% of people who live in Hartlepool work in Hartlepool; and 73.5% of workers in Hartlepool also live in the district.

**Table 2.3 Craven 2011 census workplace and place of residence: workers (aged 16-74)**

Where do people who live in Hartlepool work?			
Live	Work	Number	%
Hartlepool	Hartlepool	23283	67.1
	Stockton on Tees	3865	11.1
	Middlesbrough	1,591	4.6
	Elsewhere Tees Valley	967	2.8
	County Durham	2,269	6.5
	Other	2,741	7.9
Workers		34,716	100.0
Where to people who work in Hartlepool live?			
Live	Work	Number	%
Hartlepool	Hartlepool	23283	73.5
Stockton on Tees		2590	8.2
Elsewhere Tees Valley		1,814	5.7
County Durham		2,665	8.4
Other		1,310	4.1
Jobs		31,662	100.0

Source 2011 census and Edge Analytics Table 2

- 2.14 In terms of defining market areas, NPPG does not suggest an appropriate self-containment figure. However, the ONS provides a definition of Travel to Work areas as:

*'The current criterion for defining TTWs is that generally at least 75% of an area's resident workforce in the area and at least 75% of the people who work*



*in the area also live in the area...however, for areas with a working population in excess of 25,000, self-containment rates as low as 66.7% are accepted<sup>5</sup>*

- 2.15 On this basis, it can be concluded that Hartlepool is self-contained in terms of travel to work.

## Concluding comments

- 2.16 The purpose of this analysis has been to consider the general housing market context of Hartlepool and its inter-relationships with other areas. This reflects the requirements of PPG Paragraph 2a-011. By reviewing house prices (see 2014 SHMA and the market signals chapter of this addendum), migration and travel to work patterns, the extent to which Hartlepool is a self-contained housing market area can be determined. PPG establishes that areas within which a relatively high proportion of household moves (typically 70%) are contained.
- 2.17 Regarding migration, analysis of the 2011 census identifies containment ratios of 86.8% (origin) and 87% (destination). Hartlepool is therefore a self-contained housing market area. Regarding travel to work, 67.1% of residents live and work in Hartlepool and 73.5% of residents who work in Hartlepool also live in the District. It can also be concluded on this basis that Hartlepool is a self-contained area.
- 2.18 Evidence would therefore confirm that Hartlepool District is an appropriate Housing Market Area for the purposes of Local Plan policy making.

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<sup>5</sup><https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/articles/commutingtoworkchangesintraveltoareastowork/2001to2011>

### 3. Housing market signals

#### Introduction

- 3.1 PPG Paragraph 2a-19 states that ‘the housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for, and supply of, dwellings. PPG Paragraph 2a-20 suggests that *‘in broad terms, the assessment should take account both of indicators relating to price (such as house prices, rents, affordability ratios) and quantity (such as overcrowding and rates of development).’*

#### Market Signals

- 3.2 PPG Paragraph 2a-20 comments that ‘market signals are affected by a number of economic factors and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with the principles of sustainable development, should be expected to improve affordability, and monitor the response of the market over the plan period.’
- 3.3 In line with PPG Paragraph 2a-19, Table 5.1 considers a range of Housing Market Signals for Hartlepool for the period 2005 to 2015. These include house prices, rents, affordability and overcrowding.

#### Price indicators

- 3.4 In terms of price/transaction indicators, a key message from Table 5.1 is that market prices increased 2005-2008 and then have been subject to a degree of variation, with lower quartile prices ranging between £65,000 and £75,000 and median prices between £105,000 and £120,000. Between 2014 and 2015, lower quartile prices fell by 16% and median prices by 10%. The number of property purchases declined considerably from a peak of 2,360 in 2006 to 804 in 2009 and has since recovered to 1,341 in 2015.
- 3.5 Two measures of affordability are reported in Table 5.1: a House Price Ratio (HPR) which considers median price to median earnings; and a Rental Affordability Ratio (RAR) which considers lower quartile prices to lower quartile rents. The HPR has averaged 4.4 over the period 2005 to 2015 although fell to 4.1 in 2015. The RAR has averaged 24.9% over the period 2005 to 2015 and was 21.7% during 2015.
- 3.6 Regarding land values, there is no trend-based data available, however it is suggested that there are no particular issues with land values which would affect development potential across Hartlepool.

## Quantity indicators

- 3.7 In terms of quantity indicators, there has been an increase of 1,825 dwellings over the period 2005 to 2015. Vacancy rates have averaged 4.3% during this period and were 4% which compares with an English average of 2.7%. Assuming the English average as a 'target' vacancy rate (which would suggest a target of 1,158 vacant dwellings, compared with actual vacancies of 1,718), it could be suggested that in 2015 there were around 560 surplus vacant dwellings across Hartlepool. The current vacancy rate allows for a greater degree of household mobility within dwelling stock compared to the English average.
- 3.8 According to the 2011 Census, 2.8% of households were overcrowded. This compares with 3.1% across England. The scale of housing need as measured by the Housing Register has ranged between 2,180 and 3,794 over the 2005-2015 period and in 2015 was 3,034.

**Table 3.1 Housing Market Signals**

<b>Price/transaction indicators</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
Lower Quartile House Prices	£45,000	£60,000	£74,000	£76,000	£70,000	£73,000	£70,000	£72,000	£75,000	£77,000	£65,000
Median House Prices	£68,000	£89,950	£104,950	£110,000	£104,950	£110,000	£105,000	£108,000	£115,748	£120,000	£108,000
Lower Quartile Rents (per calendar month)						£373	£377	£407	£399	£390	£368
Median Rents (per calendar month)						£446	£446	£455	£455	£451	£433
House Price Ratio (Median Price to Median Earnings)	3.2	4.3	4.9	4.7	4.2	4.6	4.3	4.2	4.8	4.8	4.1
Rental Affordability Ratio (Lower quartile rents to lower quartile earnings)						25.9	25.8	25.7	25.6	25.0	21.7
No. Property sales	2,105	2,360	2,158	1,109	804	882	872	868	952	1,182	1,341
<b>Quantity indicators</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
Total dwelling stock (at 1 April)	41,075	41,293	41,535	41,223	41,594	41,770	42,100	42,330	42,440	42,530	42,900
Total vacant dwellings (at October)	1,846	1,925	1,725	1,808	1,879	1,889	1,986	1,976	1,513	1,554	1,718
Total vacancy rate (at October)	4.49%	4.66%	4.15%	4.39%	4.52%	4.52%	4.72%	4.67%	3.57%	3.65%	4.00%
Long-term vacant dwellings (at October)	1,051	664	607	789	859	889	789	780	762	727	727
Long-term vacancy rate (at October)	2.56%	1.61%	1.46%	1.91%	2.07%	2.13%	1.87%	1.84%	1.80%	1.71%	1.69%
Overcrowding (2011 census)						2.80%					
Change in total dwelling stock	3,222	2,920	2,968	3,696	3,794	2,385	2,824	2,180	2,563	2,615	3,034
No. of households on the housing register (at 1st April)	41,075	41,293	41,535	41,223	41,594	41,770	42,100	42,330	42,440	42,530	42,900

Sources: Land Registry Price Paid Data; Zoopla Rental Data; Annual Survey of Hours and Earnings; Local Authority Housing Statistics and Housing Strategy Statistical Appendix; CLG Dwelling/Vacancy statistics; 2011 census

Note: Private rental data for 2005-2009 not available

## Comparator areas

- 3.9 Table 3.2 considers how key price and quality market signals observed in Hartlepool over the more recent period 2010 to 2015 compare with neighbouring districts and with regional and national trends.
- 3.10 The fall in lower quartile house prices experienced in Hartlepool have exceeded those experienced across the North East and all neighbouring areas with the exception of County Durham. Regionally and nationally, median prices have increased but the slight reduction in median price in Hartlepool has been less dramatic than in County Durham.
- 3.11 Regarding rents, lower quartile and median rents have fallen slightly but not to the same degree as in neighbouring areas
- 3.12 The House Price Ratio in 2015 was one of the lowest compared with the neighbouring districts and lower than regional and national ratios. The Rental Affordability Ratio (RAR) was the lowest compared with neighboring districts and lower than regional and national data.
- 3.13 The proportion of vacant dwelling stock in Hartlepool during 2015 was generally higher than comparator districts and higher than the regional and national figure. Similarly, the proportion of long term vacants in 2015 was higher than most neighbouring districts and higher than regional and national data.

Table 3.2 Housing market signals in comparator districts, region and England						
Comparator	Hartlepool	Neighbouring districts			North East	England
		County Durham	Middlesbrough	Stockton-on-Tees		
Lower Quartile House Price change 2010-2015	-11.0%	-15.6%	1.1%	-6.3%	-5.0%	8.3%
Median House Price change 2010-2015	-1.8%	-7.0%	11.9%	1.6%	2.5%	16.4%
Lower Quartile Rents (per calendar month) change 2010-2015	-1.3%	-4.3%	-17.5%	-4.7%	-6.1%	0.0%
Median Rents (per calendar month) change 2010-2015	-2.9%	-4.7%	-8.7%	-5.0%	-0.8%	12.1%
HPR 2015	4.1	4.0	4.8	4.9	5.0	7.5
RAR 2015	21.7%	24.5%	25.3%	27.7%	26.0%	36.4%
% Vacant 2015	4.0	4.3	3.9	2.8	3.4	2.5
% Long Term Vacant 2015	1.7	2.0	1.1	0.9	1.7	0.9

## Past trends in housing delivery

- 3.14 PPG Paragraph 2a-19 refers to the rate of development as a market signal.
- 3.15 Bearing in mind the changes to establishing and meeting robust housing targets since the withdrawal of the Regional Spatial Strategies it is assumed that the 2006 Hartlepool Local Plan provides the most robust housing target for the Borough of Hartlepool. Since the Adoption of the current Local Plan in 2006 the Council has consistently failed to provide the housing to meet the housing target of 309 dwellings per year; this has resulted in a historical under-supply since 2006. Table 3.3 below illustrates how the housing target advocated by the 2006 Local Plan has been met and the subsequent extent of the backlog which needs to be considered in the OAN.

**Table 3.3 Dwelling completions 2006/07 to 2015/16**

Year	Completions	Demolitions	Total (Net)	2006 Local Plan Average Housing Target	Backlog to be Met
2006/07	283	58	225	309	84
2007/08	329	575	-246	309	555
2008/09	540	74	466	309	-157
2009/10	452	145	307	309	2
2010/11	365	56	309	309	0
2011/12	290	65	225	309	84
2012/13	269	147	122	309	187
2013/14	213	129	84	309	225
2014/15	376	0	376	309	-67
2015/16	574	46	528	309	-219
Total (10 yrs)	3691	1295	2396	3090	694
Annual average	369	130	240	309	69

Source: Council Annual Monitoring Returns

- 3.16 Based on the current situation the Council cannot demonstrate a 5 year supply of deliverable housing sites going forward; this has led to numerous deliverable greenfield housing sites being granted planning permission which accord with Paragraph 14 in the NPPF in the last few years. These deliverable sites have started to develop and subsequently stimulate the wider housing market in the Borough resulting in healthy housing completions in 2014/15 and 2015/16 over and above the 2006 Local Plan housing requirement. Table 3.3 identifies the current cumulative total of housing provision backlog which needs to be considered in the OAN going forward over the next 15 years.

## Concluding comments

- 3.17 In conclusion, a review of Market Signal data would suggest there are no indicators prompting a need for adjusting the housing dwelling need on the basis of Market Signals. These should be monitored on a regular (at least annual) basis and the scale of dwelling delivery should be adjusted where the Council believes it is appropriate to do so. Regarding past delivery against existing targets, there is an overall shortfall of 694 which needs to be acknowledged in establishing the OAN.

## 4. Objectively Assessed Housing Need and Housing Requirement

### Introduction

- 4.1 The National Planning Policy Framework requires that Local Planning Authorities (LPAs) identify Objectively Assessed Housing Need (OAN) and that Local Plans translate those needs into land provision targets. Paragraph 159 of the NPPF recognises that the objective assessment of housing need must be one that meets household and population projections, taking account of migration and demographic change; meets the need for all types of housing including Affordable, and caters for housing demand and the scale of housing supply necessary to meet that demand. PPG recognises that '*establishing future need for housing is not an exact science*' (para 014 2a-014-20140306), although it should be informed by reasonable and proportionate evidence.
- 4.2 The purpose of this chapter is consider the latest evidence in establishing an OAN for Hartlepool for the plan period 2016-2031 (15 years). It draws upon material elsewhere in the SHMA, 2016 Addendum and demographic analysis prepared by Tees Valley Unlimited during October 2016. The chapter is structured in accordance with the approach set out in PPG and also considers further guidance which supports PPG, namely the Planning Advisory Service *Objectively Assessed Need and Housing Targets Technical Advice Note*, Second Edition, July 2015; and the *Local Plan Experts Group report Local Plans: report to the Communities Secretary and the Minister of Housing and Planning*, March 2016.
- 4.3 The analysis of OAN draws extensively upon demographic analysis prepared by Tees Valley Combined Authority. They have produced an updated range of scenarios using the latest demographic statistics considering:
- The 2014-based population and household projections for Hartlepool;
  - Alternative migration impacts/assumptions; and
  - Jobs forecasts.



- 4.4 In order to establish Objectively Assessed Need, PPG recommends a logical progression of steps which form the structure of this chapter:
- Establishing the Housing Market Area;
  - Make use of DCLG household projections as the starting point estimating the OAN;
  - Consider sensitivity testing specific to local circumstances, based on alternative assumptions in relation to the underlying demographic projections and household formation rates;
  - Take account of employment trends;
  - Take account of market signals;
  - Consider an increase in the total housing figures where it could help deliver the total number of affordable homes.

## Establishing the Housing Market Area

- 4.5 PPG Paragraph 2a-010 states a requirement to establish the relevant functional area to assess needs. For housing need, this is the Housing Market Area. Chapter 3 reviewed the evidence relating to defining the market area. This demonstrated that Hartlepool exhibits a high degree of self-containment, with 80.2% of moving households relocating within Hartlepool and 67.1% in employment working in the Borough. The chapter concluded that Hartlepool Borough can be described as a self-contained housing market on the basis of migration, and although it is largely self-contained in terms of workplace, it is part of a wider functional economic area including Tees Valley and County Durham. On the basis that over 70% of households moving within Hartlepool originated from within Hartlepool Borough, and over 70% of households planning to move intend to stay in the Borough, it is proposed that Hartlepool is considered to be a self-contained Market Area for the purposes of Local Plan policy making.

## Demographic starting point

- 4.6 PPG Paragraph 2a-015 states that plan makers should make use of the household projections published by DCLG as the starting point estimate of housing need. The latest official population and household projections (2014-based) have been used in accordance with PPG Paragraph 2a-016. Over the 2016-2031 plan period, the 2014-based household projection model suggests an increase of 2,851 households, which equates to 190 households and 200 dwellings each year (using a 4% vacancy from the 2011 Census)

## Adjusting the projections

- 4.7 The PPG recommends adjustments are made to the household projections with reference to local demographic trends, future jobs, past delivery and market signals and other local circumstances not captured by past trends. Each of these is now considered in turn.

## Local demographic trends

- 4.8 Whilst the official 2014-based ONS population and DCLG household projections will form the 'starting point' of the assessment of housing need, the PPG states that it is appropriate to consider '*alternative assumptions in relation to the underlying demographic projections and household formation rates*' of the local area (PPG Paragraph 2a-017).
- 4.9 In line with the PPG, TVCA have developed a range of alternative demographic scenarios using alternative Government projections, migration and employment assumptions. The 2014-based population projections from ONS provide the official 'benchmark' scenario, with household growth assessed using household headship rate assumptions from the 2014-based DCLG household projection model. For comparison with this official benchmark, TVCA have prepared the following scenarios:

### *Demographic*

- 2012-based SNHP rates for 2014-based projections;
- 2008-based SNHP rates for 2004-based projections;

### *Migration*

- Zero net migration which assumes balanced migration, with total inflow equalling total outflow;
  - 10 year migration in which 10 year average age-specific migration rates for in- and out- internal migrants have been used (2003/4 to 2013/14)
- 4.10 Alternative headship rates have been applied under the three demographic scenarios (2014-based, 2012-based and 2008-based).
- 4.11 PAS guidance recommends that when starting on a new housing assessment or updating an earlier one, plan-makers should set aside headship rates that pre-date CLG 2012 (which were the latest available projections when the guidance was published). It is therefore implied that the latest headship rates are used as a basis for calculating OAN.
- 4.12 Table 4.1 summarises the range of scenarios and dwelling requirements under alternative headship rate assumptions in line with PPG. These outputs also assume a 4% dwelling vacancy rate.

**Table 4.1 Annual household change and dwelling requirements under alternative scenarios and headship rates 2016-2031**

Scenario	Households	Dwellings
2014-based	190	200

2012-based	175	180
2008-based	221	230
Zero net migration	138	140
10 year internal migration	206	210

4.13 Having reviewed the latest demographic and household projections and considered alternative assumptions relating to migration and headship rates in line with PPG, it is recommended that:

- I. the baseline dwelling requirement is 200 based on the latest (2014-based) projections which accords with PPG Paragraph 2a-016.
- II. That an adjustment is made to reflect alternative assumptions in relation to the underlying demographic projections and household formation rates of the local areas which accords with PPG paragraph 2a-017. This requires a consideration of migration assumptions and alternative headship rates.
- III. Regarding migration assumptions, the 10 year migration scenario is taken as the appropriate adjustment based on migration. This takes account of long-term patterns of internal migration into Hartlepool and has the benefit of covering several economic cycles.
- IV. Regarding alternative headships rates, these have been tested using 2014-based, 2012-based, 2008-based data. The 2014-based rates are the Government's most recent estimate of future growth and dwelling requirement are show a higher level of dwelling requirement compared with 2012-based projections. PAS guidance para 6.41 makes a particular comment that 'CLG 2008 rates are no longer helpful because they are based on very old evidence and anyway may not reflect the true long-term trend'. This is borne out in research<sup>6</sup> which concludes that the 2008-based rates never did provide a robust view of long-term trends and are now irrelevant, because societal change is slowing down historical rise in Household Representative Rates and resulting fall in household sizes. In line with PPG and PAS guidance, it is therefore recommended that the latest 2014-based projections and headship rates are used to inform the OAN calculation.
- V. In conclusion, an analysis of '*alternative assumptions in relation to the underlying demographic projections and household formation rates*' of the local area results in a recommendation of a need for 210 dwellings each year over the plan period 2016-2031 which takes account of the baseline demographic starting point and an adjustment to reflect long-term migration trends.

<sup>6</sup> L Simpson, Wither household projections? In Town and Country Planning , December 2014

## Employment trends

- 4.14 PPG paragraph 2a-018 states that ‘plan makers should make an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth of the working age population in the housing market area’. TVCA have considered the jobs forecasts for Hartlepool:
- the Strategic Economic Plan target of 290 jobs each year (which represents Hartlepool’s share of jobs each year across the Tees Valley extrapolated over the plan period);
  - the Employment Land Review jobs forecast of 100 each year (resulting in 1,700 additional jobs between 2014-2031 with 1500 in plan period)
- 4.15 The population needed to support the jobs growth forecasts has been carefully evaluated using a range of assumptions which consider economic activity rates, unemployment, commuting and in-migration. These are summarised in Table 4.1.
- 4.16 Scenarios D1, E1 and F1 are discounted as are extreme examples. They were created as an indicator of an upper limit of dwelling need if new residents i.e. in-migrants, are needed for all new jobs, resulting in large population growth in comparison to the number of jobs. F1 was created to show that additional residents (if there were no changes in unemployment, commuting, or further changes in economic activity) would still be needed to just maintain the same number of jobs across the plan period to offset the falling labour force size, in the main caused by large cohorts moving into retirement and the cohorts replacing them being smaller. .
- 4.17 Scenario E3 and E4 give an indication of housing need if some of the new jobs were filled by existing residents (E3 – assumes unemployment will decrease to the pre-recession low), or by changes in commuting patterns (E4 – balanced commuting rather than the current net outflow of workers (1.10 in Census 2011)). Both scenarios would still need additional new residents to meet the job targets / forecasts. E4 is being discounted as it is unlikely that the commuting ratio would change so dramatically for a number of factors, including certain industries being located in specific locations
- 4.18 Scenario D2 is the most realistic as it assumes some net in-migration to support jobs growth. It assumes that not all additional jobs will be filled by the existing residents and that approximately 30% will come from outside the Borough by virtue of 15% being daily commuters (or this may be from more Hartlepool residents working in the borough rather than working outside) and 15% being inward migrants. It is assumed that the 15% daily commuters will not have a direct impact on additional housing need. Similarly, because overall the in migration level is so small (15%), it is not practicable to make an exact assumption on where the migrants will be coming from i.e. specifically from a defined Local Authority area. It is therefore assumed that the 15% inward migration will be drawn from regional, national and international areas. Further to

this it is assumed that an element of households planning to move outside of the Borough as identified within Table 3.7 of the March 2015 SHMA will be retained.

### Summary of employment trends

- 4.19 This section has summarised material prepared by TVU which considers the labour force and employment growth outcomes of the demographic scenarios and considered the scale of jobs growth under recent economic forecasts.
- 4.20 Having considered the potential change in labour force capacity and future economic forecasts, it can be concluded that:
- I. Scenario D2 is the most reasonable in terms of assumptions. This uses the SEP jobs forecasts and establishes a need for 240 dwellings each year. Scenario E2 uses the ELR jobs growth and results in a slightly lower dwelling requirement of 220 each year. Scenario E3 results in a similar dwelling requirement but this assumes a lower level of jobs growth. Similar population growth is needed for smaller jobs growth due to less of the jobs being filled by existing residents (due to smaller improvements in employment rates) or by commuters (due to no changes in the commuting ratio);
  - II. In summary, an assessment of the *'likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth of the working age population in the housing market area'* would suggest that a further adjustment is required to take account of reasonable jobs-growth assumptions.
  - III. Therefore, the dwelling requirement to take account of employment growth is 240 dwellings each year.

Table 4.2 Annual household change and dwelling requirements under alternative scenarios and headship rates 2016-2032						
Jobs-led scenario	Economic Forecast	Economic Activity Rate	Unemployment	Commuting ratio	Employee assumptions	Annual requirement dwelling
D1	SEP 290 jobs growth each year	OBR economic activity rate forecasts	2016 rate (9.7%) fixed	Fixed at 1.1 (net out commute)	New residents are needed for all jobs	530
D2			2016 rate (9.7%) fixed		c70% residents, 15% commuters and 15% new residents	240
E1	ELR 100 jobs growth each year		2016 rate (9.7%) fixed	Fixed at 1.1 (net out commute)	New residents are needed for all jobs	350
E2			2016 rate (9.7%) fixed		c70% residents, 15% commuters and 15% new residents	220
E3			2016 rate (9.7%) reducing to pre-recession low of 5.7% by 2021 then fixed	Fixed at 1.1 (net out commute)	Combination of existing residents and new residents	240
E4			2016 rate (9.7%) fixed	Reducing from 1.1 (net out commute) to 1.0 by 2021 then fixed	Combination of existing residents and new residents	220
F1	Zero jobs growth		2016 rate (9.7%) fixed	Fixed at 1.1 (net out commute)	New residents are needed for all jobs	250

## Market signals and past trends in delivery

- 4.21 Chapter 3 presented information on market signals and past trends in delivery. This considered signals relating to price and quantity and compared Hartlepool with neighbouring districts, the region and England. PPG does not specify the mechanism for uplift but the LPEG report recommends uplift from the demographic starting point based on two measures of affordability: House Price Ratios and Rental Affordability Ratios. For Hartlepool, the ratios are: HPR 4.1 and RAR 21.7%). Uplifts are recommended by LPEG when the HPR exceeds 6.3 and/or the RAR 25% and therefore no uplift is required.
- 4.22 Regarding past trends in delivery, there has been a significant historical under delivery of additional housing when compared to the housing targets at that time is illustrated in table 3.3; as since 2006 housing supply has been constrained by a lack of deliverable housing sites. This situation continued until in recent years when a range of deliverable greenfield housing sites were granted planning permission which accord with Paragraph 14 in the NPPF. These deliverable sites have since started to develop and subsequently stimulate the wider housing market in the Borough resulting in healthy housing completions in 2014/15 and 2015/16 over and above the 2006 Local Plan housing requirement. The historical undersupply cannot be ignored and therefore needs to be provided going forward over the next plan period and this equates to an additional requirement of approximately 700 additional dwellings.
- 4.23 Regarding market signals and past trends in delivery:
- IV. It is recommended that the OAN is not adjusted upwards to take account of market signals relating to affordability; and
  - V. An adjustment of an additional 700 dwellings is necessary to take account of past delivery.

## Affordable need and housing provision targets

- 4.24 PPG Paragraph 2a-029 advises on how housing needs assessments should take account of affordable housing need: 'the total affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing-led developments. An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes'.
- 4.25 The analysis of housing need in the SHMA suggests there is an annual imbalance of 144 affordable dwellings each year. This figure expresses the overall need from household survey evidence compared with the current supply of affordable housing. In reality, households in need who cannot access the market can pay proportionately more for their housing above suggested affordable thresholds, people can share dwellings to reduce housing costs, and the private rented sector can accommodate households in need.



- 4.26 PAS<sup>7</sup> guidance provides helpful guidance in interpreting affordable need in the context of objectively assessed need. Paragraph 9.6 states ‘in practical terms, there is no arithmetical way of combining the two calculations set out in PPG to produce a joined-up assessment of overall housing need. We cannot add together the calculated OAN and the calculated affordable need, because they overlap: the OAN of course covers both affordable and market housing, but we cannot measure these components separately, because demographic projections – which are the starting point for the OAN – do not distinguish between different sectors of the housing market. Para 9.7 continues ‘In summary, it seems logically clear that affordable need, as defined and measured in paragraphs 22-29 of the PPG, cannot be a component of the OAN. The OAN does have an affordable component – which cannot be measured separately but will normally be much smaller than the affordable need discussed at paragraphs 22-30. When paragraph 47 of the NPPF says that plans should meet in full ‘the need for market and affordable housing’, it is referring to that component rather than the separately calculated affordable need.
- 4.27 The increased delivery of affordable housing can be stimulated and accelerated through an increase in private sector house building in the Borough whereby these sites provide an element of affordable housing alongside the market housing. The Local Plan should include a buffer of 20% additional housing over and above the OAN in order to help meet the current and future affordable housing need in the Borough over the plan period
- 4.28 In summary:
- VI. No further adjustment is necessary to take account of additional affordable housing delivery. However it is recommended that the Local Plan should include a buffer of 20% additional housing over and above the OAN in order to help meet the current and future affordable housing need in the Borough over the plan period.

## Objectively Assessed Housing Need

- 4.29 An OAN should be based on reasonable assumptions which take into account baseline demography, adjustments to reflect local demographic trends, past delivery, market signals, future jobs and other local circumstances: the SHMA has explored these factors in detail. PAS guidance suggests that the OAN should exclude any policy objectives and value judgements and evidence should be entirely about need and demand, to the exclusion of any supply-side factors such as physical constraints, policy designations and adverse impacts of development. However, these factors should be considered when translating the OAN into a Housing Requirement.

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<sup>7</sup> Planning Advisory Service Objectively Assessed Need and Housing Targets Technical Advice Note Second Edition July 2015



- 4.30 The challenge for the Council is to deliver an appropriate and proportionate level of dwelling growth that supports economic growth and carefully takes into account the current demographic profile of the District.
- 4.31 It is proposed that the Objectively Assessed Housing Need for Hartlepool over the plan period 2016-2031 is established from a baseline of 200 (using the latest 2014-based SNPP), with an upward adjustment to take account of past migration trends to 210 dwellings. A further uplift is recommended to support jobs-growth in the Borough to 240 dwellings each year. A further uplift to the baseline demographic requirement to take account of market signals is not recommended. However, in order to take into account historical under delivery against housing targets it is recommended that an additional 700 dwellings over the plan period be added as a backlog, equating to a cumulative total of 290 dwellings each year.
- 4.32 In conclusion, the Objectively Assessed Need figure of 290 takes account of the need to deliver more housing for an increasing number of households and supports economic growth. The full objectively assessed dwelling need over the Plan Period 2016-2031 (15 years) is therefore a minimum of 4,300 dwellings.

### From an OAN to a housing requirement

- 4.33 Having established an up to date OAN, it is necessary to translate this into a growth target for the purposes of future plan-making. This is referred to as the 'housing requirement'. The housing requirement should, in normal circumstances, reflect the objectively assessed need but can be adjusted either upwards or downwards. An OAN could be adjusted downwards due to development constraints or upwards to support economic or other growth ambitions. The OAN is in effect a 'policy off' need for housing over the plan period. Once policy considerations have been applied to the OAN figure, the result is a 'policy on' figure for the housing requirement. The housing requirement figure will be the target against which housing supply will normally be measured.

# REGENERATION SERVICES COMMITTEE

2 December 2016



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

**Subject:** THREE YEAR SAVINGS PROGRAMME –  
REGENERATION DIVISION

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## 1. TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Part of the Budget and Policy Framework.

## 2. PURPOSE OF REPORT

2.1 The purpose of this report is to enable Members to consider the initial 2017/18 savings proposals relating to the Committees remit to contribute towards achieving the overall savings requirement.

## 3. BACKGROUND

3.1 A comprehensive report on the “Council Plan and Medium Term Financial Strategy – Capital and Revenue” was considered by Finance and Policy on 28<sup>th</sup> November 2016. The report advised Members that as a Council we are ambitious for the Borough. Despite the fact that we continue to face unprecedented financial and demographic pressure it is important that we remain focused on securing the future prosperity and wellbeing of our residents. Whilst managing government funding cuts we need to remain committed to realising the potential of Hartlepool to be a place that is truly exceptional and use our unique spirit and assets to grow as a vibrant, dynamic and welcoming place to live, learn, work, play and invest.

3.2 The Council plan is currently being developed and will be based around six strategic priorities:

- Growing our Economy, Jobs and Skills;
- Regenerating our town;
- Developing and promoting Hartlepool as a great place to live;
- Developing new services for people and communities;
- Better beginnings and better futures for our children and young people;
- Providing effective leadership based upon innovation and efficiency.

- 3.3 The report to Finance and Policy Committee reminded Members that Government funding for the Council will be reduced further over the next three years. As a result we are therefore proposing an approach to meeting the financial and demographic challenges based upon a three year strategic and financial plan that will deliver an improvement and efficiency programme focused on new ways of delivering services within and with communities; better integration of early help services to help people live healthier independent lives to reduce pressure on high cost services; and increasing income by promoting growth and a more commercial approach to traded services.
- 3.4 In relation the development of the five year capital plan the report to Finance and Policy Committee sort Members views on the Council's key regeneration and development priorities. Once these priorities have been approved a further report will be prepared detailing an investment strategy for delivering the capital plan, which will include identify those areas where the Council will need to secure capital grant and external investment.
- 3.5 There will be a presentation at the start of the Committee meeting to provide an overview of the issues reported to Finance and Policy Committee which will provide the context and background for the issues detailed in this report.

#### 4. REGENERATION SERVICES

**Planning & Housing services** - Development management focuses on assessing proposals for new development and their impact on their surroundings, particularly in the form of planning applications and informal planning submissions. The section is also responsible for monitoring development and where necessary, implementing enforcement action against unauthorised development, including derelict untidy buildings and land.

Planning Policy is responsible for spatial planning policy and sustainable development policy, this includes the preparation, monitoring and review of the statutory Local Development Framework including the Local Plan, which will establish the overarching planning policy framework for the Borough and will eventually replace the adopted Hartlepool Local Plan 2006.

Building Control provides a mix of advisory, consultancy, inspections and enforcement services. The service aims to ensure that building work is carried out to meet national building regulations.

Housing Services are responsible for administering and undertaking the Council's strategic housing functions, together with Housing Market Renewal activity and the Housing Options Service. Activity also includes managing bids for associated housing and regeneration funds, together with funding for the provision of affordable housing, housing advice and homeless services, tenancy advice and assistance. This section works

with Registered Providers to build affordable housing in the town and with other developers to improve and increase the affordable housing options available to the market in Hartlepool. Their role is also to support and assist in the progression of the Housing Partnership.

**Heritage and Countryside** - The Heritage and Countryside Service consists of several discrete service areas: Countryside Wardens responsible for the organisation of environmental education activities and overseeing the work of the Countryside Volunteers, Rights of Way which maintains the record of the rights of way network in Hartlepool and an advisory service on Ecology and Conservation matters providing advice on planning and listed building consent applications.

Two shared services are located in the section, Tees Archaeology provide Hartlepool and Stockton Councils with advice on the archaeological implications of planning proposals and maintain the Heritage Environment Record. The Local Access Forum is a Tees Valley Service providing a forum for cross-boundary discussion on access

**Estates and Regeneration** - The Estates team not only manage the Councils asset register, they also have a wider role to achieve capital receipts through the sale of surplus land and property, and generate income through the letting of the non-operational property portfolio. The Estates team are also tasked with facilitating change through site assembly, acquisition and disposal of property assets to enable regeneration.

The Regeneration team lead on the development and implementation and funding of place changing master plans for the town in order to change the physical environment in order to improve the attractiveness for residents, tourists and investors. The key regeneration schemes and delivering key elements we are currently focussed on include the Innovation and Skills Quarter initiative, The Waterfront and Seaton Carew.

**Economic Regeneration** – The Team provides the Council's lead on the Economy, Jobs and Skills Theme and provides services to residents and businesses.

The Business Team is responsible for Hartlepool's Business Incubation System and providing business infrastructure such as Queens Meadow, Incubation Units at Hartlepool Enterprise Centre and working with key partners including UKSE and HCA to develop high quality business units. The Team has established Enterprise Zones at Queens Meadow, Port Estates and Oakesway. At the same time the team works with companies to ensure they can maximise financial assistance available through, for example, Regional Growth Fund, Tees Valley Business Compass and SSI grants.

Hartlepool Working Solutions offers employability services to get residents back into training and employment with a particular focus on young people. The service has been successful in drawing down external funding to

support key initiatives and has also launched the Hartlepool Youth Investment Project which provides the key framework for youth intervention. Hartlepool Borough Council is the lead accountable body for the Tees Valley wide project with a contract value of £19.2m and which is the largest employability scheme delivered in the sub region. Officers also provide specialist services to people with learning difficulties with interventions such as the “Promoting Change, Transforming Lives” allotment project at Waverley Terrace and the Employment Link Service.

The Tourism team undertakes specialist business support for the visitor economy and is actively involved in the development of a range of activities that support both local businesses and visitors to the town. Key activities include the network Passport Group, supporting the Wintertide Festival and the development of the Coastal Initiative including ground breaking filming which received 30,000+ hits in 4 weeks.

**Adult Education** - The service is 100% externally funded and delivers Adult learning and skills provision to employed and unemployed local residents. The service contributes towards key corporate strategies such as Economic Strategy 2011-2021 and Hartlepool Youth Investment Project.

**Culture and Information** - The section is responsible for the Museums and Galleries, Libraries, heritage attractions, Community Centres, Town Hall Theatre and events programme across the Borough, venues include:

- Museum of Hartlepool.
- Hartlepool Art Gallery.
- Sir William Gray House.
- Central Library.
- Branch Libraries at Owton Manor, Seaton, Headland and Throston.
- Community Centres at Owton Manor, Burbank and the Masefield Road Centre.

A mobile library and home delivery service is also provided and officers, oversee events across the Borough and take the lead on the Council's Independent Safety Advisory Group (ISAG).

#### 4.1 SERVICE USERS & ENGAGEMENT

The range of services covered by this report are delivered across the whole of the Borough dealing with people across all age groups, however, within these functions there are many discreet services which have been tailored for particular user groups. Some examples are listed below for illustrative purposes and are by no means exhaustive.

- The development of the Local Plan which includes major consultation with stakeholders and residents
- Processing and determining planning applications.
- Residents and developers undertaking building works including enforcement on unauthorised building work.

- Housing Management – tenants of Council owned properties
- Housing Advice – targeted towards people in need of housing or who are homeless or at risk of becoming homeless.
- The Business Team – supports the business community from new start ups right through to large scale inward investors.
- Youth Employment Initiative, young people aged between 15 and 29.
- A Universal Offer for unemployed and employed adults seeking learning and skills provision
- Home Library Service – delivering books directly into the homes of library members who are in ill health or have mobility issues.

Feedback from service users is obtained in a variety of different ways and this is often determined by the type of service, the target audience and the way in which services are delivered. Examples include:

- Key stakeholders including learners, employers and external organisations are invited to feedback on the provision of Adult Education in line with OFSTED and external funding requirements.
- Updating of the Economic Regeneration Strategy involving consultation through the Economic and Tourism Forum and other business groups.
- Public and stakeholder consultation on major regeneration schemes.
- Housing Regeneration
- Audience development profile at the Museum and Art Gallery
- Consultation on all planning applications and the emerging Local Plan
- Promote safe building practices across the town to ensure the health, safety and welfare of local residents and visitors.

## 4.2 INPUTS

The current cost to the Council of providing the services relevant to the Regeneration Committee, within Regeneration and Neighbourhoods Department, are as follows:-

<b>Service Area</b>	<b>2016/17 Net Budget £'000</b>
Economic Regeneration	785
Heritage and Countryside	220
Planning Services	250
Housing Services	565
Culture and Information	1,610
Building Control	60
Learning and Skills (100% grant funded)	Nil
Estates and Regeneration (incl Rental Income)	(25)
<b>Total</b>	<b>3,465</b>

### 4.3 OUTPUTS AND OUTCOMES

The services provided within the Regeneration Division are so broad and varied that it would be difficult to list all outputs and outcomes across all areas of delivery, however, the following is a summary of some of the key highlights: -

#### **Planning & Housing Services**

- The service contributes to key outcomes including supporting the long term sustainable development and growth of the town which in turn impacts on the health and wellbeing of local residents.
- The determination of planning applications (94% on target) which supports the development and growth of the town and also carries out appropriate planning regulation enforcement which supports appropriate development and growth. Planning plays a key role in a comprehensive and coordinated approach of action against untidy and derelict buildings and land and also deals extensively with the control of waste sites.
- Production of the Local Plan which provides a long term plan to support the sustainable development of the town, enabling social and economic growth and new housing and at the same time supporting the Council's priorities.
- The service contributes to key performance outcomes including the reduction in empty homes, improved residential accommodation including HMR and reducing and preventing homelessness, which in turn contributes to the health and wellbeing of local residents.
- The service proactively uses Section 215 planning powers to improve housing conditions and at the same time undertakes statutory enforcement where appropriate.
- A range of grant assistance is delivered to help owners carry out essential repairs and also offers the disabled facilities grant.
- Housing and homelessness advice is provided and specific targeted support is given to many vulnerable groups and clients which allows individuals to maintain independent living.
- Housing Regeneration remains a key issue for the town with several sites including Perth/Hurworth and Carr/Hopps Street seeing significant investment in improving homes and housing stock.
- Regulation and enforcement by Building Control ensures that residents and visitors are safeguarded and the service is promoted widely to residents and developers.

### **Heritage and Countryside**

- Providing advice on ecology, conservation and access to Planning Services in order to process planning applications and develop policy documents such as the local plan.
- Countryside Wardens running volunteers days two days a week in order to enhance and improve the natural environment throughout the Borough. In addition support is provided for Friends of Groups in order to support the delivery of events and improvements in parks.

### **Estates and Regeneration**

- The service has key outputs in terms of capital receipts and rental income. At the same time the service provides the lead on key regeneration programmes including the ISQ and Seaton Carew. The service also generates external funding to support regeneration schemes.
- The service manages the Council's property asset register.

### **Economic Regeneration**

- The service contributes to a range of key economic performance outcomes including unemployment and employment rates, business start up and business stock levels, provision of key business infrastructure including business park development and managed workspace. Whilst not the focus of the service, the health and wellbeing of local residents is positively impacted on through meaningful employment and economic engagement. An example of performance youth unemployment rate has decreased from 17% in September 2012 to 3.3% in October 2016.
- Hartlepool achieved 33% of the land allocation within the Tees Valley Enterprise Zone with Port Estates achieving ECA status, Queens Meadow achieving NDR discount status and Oakesway Industrial Estate achieving local Enterprise Zone status. To date 13 projects have been delivered at Queens Meadow and the Port, the highest number of projects achieved across the Tees Valley Enterprise Zone to date, attracting £17m of private sector investment and creating or safeguarding up to 300 jobs.
- Hartlepool's business start up rate per 10,000 head of population has been consistently higher than the Tees Valley and North East rate, currently 54 against 51 and 45 respectively. Business stock levels are growing with 328 businesses per 10k head of population which compares with a Tees Valley rate of 330 and a north east rate of 319. Whilst the performance has been very good there is still a gap with GB rates equating to a 21% increase required for business start ups and a 23% increase required in business stock levels.



### Adult Education

- The service has established the BIG 90 Project which aims to increase the retention, attendance, achievement and success rates to 90% against all subject areas.

### Culture and Information

- The service continues to provide good quality services to a wide range of clients, both residents and visitors
  - 135,000 visitors to the Hartlepool Museum
  - 65,000 visitors to the Art Gallery
  - 55,000 visitors to the theatre
  - 350,000 library users.

## 5. PROPOSALS AND FINANCIAL CONSIDERATIONS

- 5.1 The table below provides a summary of the savings proposals for the Regeneration Services Committee:-

Service Area	Proposed Savings 2017/18 £'000	Proposed Savings 2018/19 £'000	Proposed Savings 2019/20 £'000	Total Proposed Savings £'000
Growing and Developing Hartlepool	260	0	0	260
Maximising Income	190	0	0	190
Service Reviews	170	100	0	270
<b>Total Regeneration Services</b>	<b>620</b>	<b>100</b>	<b>0</b>	<b>720</b>

- 5.2 The initial savings proposals for the Regeneration Division totals £720,000 over the three financial years. As part of the considerations for the options to deliver these savings considerable thought has been given to how these may be delivered in the light of previously required savings. The proposals and options considered as part of the potential savings package have been set in the context of the financial challenges and the changes in requirements of the Authority.
- 5.3 Within the overall Regeneration services division, the following savings have been made over the last five financial years.

- 2012/13 £820,000
- 2013/14 £270,000
- 2014/15 £260,000
- 2015/16 £470,000
- 2016/17 £270,000

Total savings delivered to date £2,090M.

- 5.4 The proposals in respect of the services in the Regeneration Division reflect the overall approach adopted by the Corporate Management Team for identifying achievable savings, as part of an approach aimed at protecting front line services, recognising that not all areas can be protected in the current financial climate.
- 5.5 There have been requests for voluntary redundancies within the Division as part of the rolling process for considering Voluntary Redundancy and Early Retirement costs. Vacant or fixed term posts have been considered as part of the options for savings. Whilst it is not possible to manage all of the savings in this way it has been an underpinning principle for the budget for commencing in 2017/18.
- 5.6 In order to ensure the Council is resourced to deliver on the Council's ambition for the Borough and contribute towards overall savings the Council has to realise the following approach has been taken.
- i) realign services to focus on the Council's economic growth and regeneration priorities;
  - ii) maximise income at every opportunity, therefore reducing the subsidy the Council provides in supporting services; and
  - iii) undertake service reviews to provide efficient alternate delivery models.
- 5.7 **Growing & Developing Hartlepool**

The Hartlepool Vision envisaged the creation of new business, leisure and retail facilities that would produce new job opportunities and raise the town's profile as a visitor destination. It also paved the way for detailed proposals to unlock the potential of identified sites for economic development. Following the publication of Hartlepool Vision the Council has worked with its public sector partners and the private sector to explore opportunities for regeneration and development in pursuit of a more prosperous future for the town.

The first step has been to refresh the vision for the Waterfront and the town centre and to restate our ambitions for the Town which has been demonstrated with the arrival of the National Museum of the Royal Navy. Other important building blocks already in place include the new £53m Hartlepool College of Further Education; the £11m new campus building for Cleveland College of Art and Design; the availability of modern attractive, affordable space for dynamic, growing companies across the Town's Enterprise Zones at Queens Meadow, Hartlepool Port Estate and Oakesway and the prestige employment site at Wynyard Business Park.

Our aim must be to get more people to see Hartlepool as an ideal short break destination encouraging them to visit the town, to stay longer, spend more time and money here and recommend Hartlepool to their friends and family. The advent of the new National Museum of the Royal Navy will boost the town's destination credentials, giving more people a reason to visit the town.

Further developments in the pipeline include plans for public realm investment in Church Street and Church Square, an improved crossing area and gateway feature at Stockton Street to create a sense of arrival into the town centre; and a new Business Innovation and Skills Centre, offering incubation facilities for digital media, design and creative businesses. Work is well underway on the construction of a new campus for Cleveland College of Art and Design.

In addition to the Council's ambition for the Waterfront to become an international visitor attraction, we understand the need to accelerate the physical regeneration of surplus and derelict assets in the Borough and return these to productive economic use, creating a positive environment for attracting investment and delivering positive outcomes for the local community in accordance with the Council's policy priorities.

The Council recognises its role in achieving the town's ambition and our place within the Tees Valley. We need to work closely with the Tees Valley Combined Authority (TVCA), to ensure Hartlepool's interests are protected and new investment opportunities are unlocked, linking our local plans and economic aspirations to the growth strategy for the sub region as a whole. We need to play a full and active role in the TVCA which will be in the vehicle for direct investment into the Tees Valley. It is however appropriate, with devolution and devolved funding that the Combined Authority becomes self funded this will result in a reduction in the Council's contribution from April 2017 by **£260K**, this proposal will not result in a reduction in Hartlepool Borough Council resources.

## 5.8 Maximising income

The Council recognises the replacement rate of new jobs has not been fast enough to cope with the structural change following the decline of heavy industry in the town. This has caused an attrition of skills and knowledge, and a downward spiral that runs the risk of the town becoming trapped in a low skill, low wage economy. Investment in new Further and Higher Education facilities and apprenticeship opportunities offers a route towards a high skill, high value economy, but only if the town can attract new businesses, encourage the dynamic growth of existing businesses and increase the number and quality of new start ups will we be able to provide local job opportunities.

By growing our business base and providing attractive job opportunities we can retain and attract skilled and talented people and create a dynamic, growing local economy. The Economic Regeneration team continues to provide many grant funded programmes and a range of further bidding opportunities will arise throughout the next three years, it is anticipated that this additional income can be used to fund staff and services otherwise funded by the general fund. There is always a risk that insufficient funding will be available in the long term, and in the event that it is not possible to generate income the Department will need to identify alternative savings. This proposal does not result in a reduction in current resources; there is however a vacant post within the service area and it is proposed that this

post is removed and the responsibilities of that post are shared across the existing resources.

Adult Education's primary role is to develop and target learning, provide skills and employment support programmes by working in partnership with education and skills providers and local businesses to engage and engage workless residents to help them overcome barriers to work. The team also provides provision for employment and apprenticeship opportunities and pathways into work for unemployed young people through the youth Employment Initiative.

Under the Tees Valley devolution deal, responsibility for Adult Education budget will transfer to the TVCA from 2018/19 academic year. This will incorporate previous Adult Skills and Community learning budgets. Work is currently underway to prepare for this. Hartlepool Borough Council is the lead authority for Education, Employment and Skills and has previously been mentioned it is essential we take a full and active role on the combined authority if we are to see continuous improvement in Hartlepool secondary schools and skill up local people for future job opportunities.

Adult Education is 100% funded from external funds and similarly to the Economic Regeneration team has a range of bidding opportunities available and in light of the Tees Valley Devolution programme it is anticipated that this will continue going forward. Additional income will allow this service area to support the General Fund by funding staff or services otherwise funded from the core revenue grant. This proposal does not result in a reduction in current resources.

By taking this approach it is envisaged the Economic Regeneration and Adult Education services areas will achieve savings in the region of **£150K** from April 2017.

As has been referred to earlier in the report, the Council's aim must be to get more people to see Hartlepool as an ideal short break destination encouraging them to visit the town, to stay longer, spend more time and money here and recommend Hartlepool to their friends and family. The new National Museum of the Royal Navy Hartlepool will boost the town's destination credentials, giving more people a reason to visit the town. It therefore makes sense for the Council to build on our cultural and visitor attractions at every opportunity. This year for the first time the Town Hall will host a pantomime, the Christmas light switch on will transfer to the NMRN. The Children in Need One Show 'Richshaw Challenge' visited Hartlepool in November which again helps market Hartlepool as a visitor destination. Activities and events such as these are not only good for the local economy they also bring in additional income for the Authority which together with a review of fees and charges across a number of service areas in the division will bring in additional income.

A small increase in rental income generated from the Hartlepool Enterprise Centre and the introduction of a charge for the Planning application advice service which is currently offered to household applicants free of charge

together with the Town Hall Theatre events programme will generate additional income of **£40K** from April 2017.

## 5.9 Service Reviews

There have been requests for early retirement /voluntary redundancies (ER/VR) within the division as part of the rolling process. Vacant or fixed term posts have also been considered as part of the options for identifying savings. Whilst it is not possible to manage all savings in this way, a number have been accepted which will result in savings of **£270K** being realised. The main service review is the merger of Planning and Housing Services which has resulted in a ER/VR Head of Service request to be accepted earlier this year.

A further **£30K** savings have been identified across various supplies and services budget heading across the department that can be used to contribute towards the overall departmental savings. This will involve reducing spend and/or applying a cash freeze on any non essential budget headings for example, books, publications or subscriptions.

## 5.10 Conclusion

Recognising the austere climate and the savings the Council has to achieve in line with Government policy, the department has aligned and prioritised resources to focus on achieving the Council's ambition for Economic Growth and development.

It is important to note that in addition to the savings required to support the Council's overall savings programme it has been necessary to identify savings to fund budget pressures within the department. Pressures include the shortfall in savings of £157K identified in 2016/17, Growth of the Town pressures of £300K in Waste and Environmental Services and various other income shortfalls e.g. car parking. Savings have been identified in other areas to offset these pressures including additional revenue savings resulting from the street lighting LED scheme. Budgets have been realigned where possible to manage shortfalls in income budgets and ensure that realistic income targets are set for the next three years. This has meant that these savings were not available to address the budget gap.

There remains however a significant pressure on the department as further work is required to find a funding solution to address the budget pressures. It is therefore proposed a review of all services / trading accounts which continue to be subsidised and or do not make a surplus to contribute towards the MTFS is undertaken.

It is therefore very important the Council embraces a workforce development programme that focuses on commercialism and entrepreneurship to transform Council services that contribute towards the Council's revenue and reduce ongoing subsidies

Members' attention is drawn to table 5.1 which summarises how the department will realise the savings over the next three years.

## **6. RISK IMPLICATIONS**

- 6.1 There are a number of risks implicit in the delivery of any package of savings and it is important to recognise these as part of any decision making. A summary of the risks considered as part of the proposals are identified in 6.3 below.
- 6.2 The risks are real and should not be ignored, particularly taken in the context of previous savings which have been made. The assessments which have been undertaken, the summary of the conclusions from this are included in the sections above in the context they have been described are viewed as being manageable but only with there being a significant need to review workloads, priorities and for the potential scaling back of a number of current activities in line with the resources available.
- 6.3 It is considered that these savings can be delivered, although not without difficulty or some degree of risk but that this can be managed in this year, however achieving these savings becomes more difficult each year, which is the case in other departments. The following points highlight the key risks;
- Reduced staff morale. Where restructuring or reducing budgets has a continuing impact as the level of staff left to deliver services, it is essential to engage fully with those staff in order services are delivered in an effective and efficient way.
  - Reduced operational budgets can lead to a reduced ability to deliver key targets, outputs and outcomes.
  - Response times to enquiries and subsequent actions.
  - Income targets not been met.
  - Insufficient reserve to fund posts.
  - Reputational damage for the Council. With the continued reduction in budgets and the ability to deliver frontline services through reduced staffing capacity, there is a real danger the Council's reputation will suffer. There may be an increase in the number of complaints or a reduction in the level of customer satisfaction.
  - The Regeneration of the town and the key priorities referred to in the report are dependent upon capital funds, without external grants or loans we will not be able to deliver our ambitions and regenerate our town. The TVCA will be the vehicle for direct investment in the Tees Valley and it is essential the Council plays a full and active role within it.

## **7. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 7.1 For each of the proposed savings areas where there is likely to be a direct impact on customers/service users and/or staff, consideration is given to

the impact across each of the protected characteristic groups. This is recorded through an Equality Impact Assessment (see **Appendix 1**).

- 7.2 More than 90% of the above savings will be made by reducing staffing levels (mainly from vacant posts and ER/VR applications and changes to funding arrangements) with some changes to day to day running costs and significant savings being made from different funding arrangements for the Tees Valley Combined Authority.
- 7.3 This impact assessment will be reviewed by the Corporate Equality Group alongside those for the other Department savings proposals. An overall Equality Impact Assessment will be undertaken to identify if there is any Council-wide cumulative impact on protected groups from the savings proposals for the current proposed savings framework.

## **8. LEGAL CONSIDERATIONS**

- 8.1 There are no specific legal considerations to this report

## **9. CHILD AND FAMILY POVERTY**

- 9.1 The proposed budget savings have been identified that will have the least impact on frontline services and employability programmes will continue to run including the Youth Employment Initiative, support 15-29 year olds and the Employment Link scheme which supports vulnerable adults (see **Appendix 2**).
- 9.2 In addition essential frontline housing services will be largely maintained, which support a range of clients including vulnerable adults and children.
- 9.3 Whilst most frontline services at this stage will continue to be provided at a similar or slightly reduced level, any future additional savings are more than likely to have a greater impact on what the Council is able to provide to local residents across a broad range of services and may have a more direct impact on child and family wellbeing.

## **10. STAFF CONSIDERATIONS**

- 10.1 Identified savings in staff are in relation to ER/VR requests, reduced hours for some posts, end of a fixed term contract and one vacant post along with occupied core funded posts which will be funded by future income.
- 10.2 Initially informal communication will be undertaken with Trade Unions and staff regarding the staffing implications as a consequence of these proposals being accepted. Formal consultation with staff and Unions is in line with Council policies.

- 10.3 One post is a fixed term contract in Planning which will not be required following the publication of the Local Plan, three are ER/VR requests, two are in Housing and one is in Heritage and Countryside. In addition to the removing the vacant post in Economic Regeneration referred to in the body of the report, it is proposed to delete two additional vacant posts, one in Housing and one in Cultural services.

## **11. ASSET MANAGEMENT CONSIDERATIONS**

- 11.1 There are no specific asset management considerations.

## **12. RECOMMENDATIONS**

- 12.1 That Member's of the Committee note the content of the report and formulate a response to be presented to Finance and Policy Committee on 9 January 2017.

## **13. REASON FOR RECOMMENDATIONS**

- 13.1 The proposals included in this report have been identified as being sustainable and deliverable.

## **14. BACKGROUND PAPERS**

- 14.1 The following background papers were used in the preparation of this report:-

Finance and Policy Committee - Medium Term Financial Strategy (MTFS)  
2017/18 to 2019/20 - 20<sup>th</sup> June 2016.

## **15 CONTACT OFFICERS**

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## EQUALITY AND DIVERSITY IMPACT ASSESSMENT

Department	Division	Section	Owner/Officer
Regeneration and Neighbourhoods	Regeneration	All	Denise Ogden
Function/Service	<ul style="list-style-type: none"> <li>• Planning and Housing Services</li> <li>• Building Control</li> <li>• Heritage and Countryside</li> <li>• Economic Regeneration</li> <li>• Housing Services</li> <li>• Estates &amp; Regeneration</li> <li>• Adult Education-Learning and Skills</li> <li>• Culture and Information</li> </ul>		
Information Available	<p>A significant range of information is available at both macro and micro levels. Socio economic data is provide by the Office of National Statistics, which can be broken down to local areas. In addition data is collected via employability and training programmes. Housing data is collected at both a national and local level. Cultural Services derive data directly from service users including residents using, libraries and community centres'. The development of the new Local Plan sets out a framework for growth thereby positively impacting on socio economic wellbeing.</p>		
<b>Relevance</b>  <i>Identify which strands are relevant or may be affected by what you are reviewing or changing</i>	<b>Age</b>		<b>X</b>
	<b>Disability</b>		<b>X</b>
	<b>Gender Re-assignment</b>		<b>X</b>
	<b>Race</b>		<b>X</b>
	<b>Religion</b>		
	<b>Gender</b>		<b>X</b>
	<b>Sexual Orientation</b>		<b>X</b>
	<b>Marriage &amp; Civil Partnership</b>		<b>X</b>
	<b>Pregnancy &amp; Maternity</b>		<b>X</b>
Information Gaps	<p>The proposals do not specifically impact on 3<sup>rd</sup> parties. There are no specific gaps in information relating to the proposals.</p>		
What is the Impact	<p>The impact on Council employees has been minimised and the savings are largely based on ER/VR requests and deletion of vacant and fixed term posts.</p> <p>Impacts on service users has been minimised although in some instances response times maybe affected..</p>		
Addressing the impact	<p>The outcome of the impact assessment may be one or more of the following four outcomes; You must clearly set out your justification for the outcome/s.</p>		

<b>1. No Impact- No Major Change –</b>			
<b>2. Adjust/Change Policy -</b> Whilst at this stage the proposals for savings are not likely to have a significant adverse impact as noted in the main report a review should be carried out 6 months after any changes are implemented in the areas that may see slower response times and possible reductions in the hours that services are available to the public. In addition progress on income targets should be reviewed at 6 month intervals.			
<b>3. Adverse Impact but Continue -</b>			
<b>4. Stop/Remove Policy/Proposal –</b>			
<b>Actions</b>			
<i>It will be useful to record and monitor any actions resulting from your assessment to ensure that they have had the intended effect and that the outcomes have been achieved.</i>			
<b>Action identified</b>	<b>Responsible Officer</b>	<b>By When</b>	<b>How will this be evaluated?</b>

Date sent to Equality Rep for publishing	00/00/00
Date Published	00/00/00
Date Assessment Carried out	09/08/2016

<b>1. Is this decision a Budget &amp; Policy Framework or Key Decision? YES / NO</b> If YES please answer question 2 below				
<b>2. Will there be an impact of the decision requested in respect of Child and Family Poverty? YES / NO</b> If YES please complete the matrix below				
GROUP	POSITIVE IMPACT	NEGATIVE IMPACT	NO IMPACT	REASON & EVIDENCE
Young working people aged 18 – 21			x	Employability and training programmes are largely unaffected. Housing services will continue including IAG
Those who are disabled or suffer from illness / mental illness			x	No specific impacts, the Employment Link services and the Waverley promoting change transforming lives programme will continue to operate as normal
Those with low educational attainment			x	Employability and training programmes are largely unaffected. Housing services will continue including IAG.
Those who are unemployed			x	Employability and training programmes are largely unaffected.
Those who are underemployed			x	Employability and training programmes are largely unaffected.
Children born into families in poverty			x	Employability and training programmes are largely unaffected.
Those who find difficulty in managing their finances			X	IAG interventions are largely unaffected by the proposals.
Lone parents			x	Employability and training programmes are largely unaffected. Housing services will also continue to support this client group.
Those from minority ethnic backgrounds			X	Services continue on universal access for all.

Poverty is measured in different ways. Will the policy / decision have an impact on child and family poverty and in what way?				
Poverty Measure (examples of poverty measures appended overleaf)	POSITIVE IMPACT	NEGATIVE IMPACT	NO IMPACT	REASON & EVIDENCE
Economic and housing indicators			x	Socio economic based interventions will continue and will be unaffected by the proposals.
Overall impact of Policy / Decision				
NO IMPACT / NO CHANGE		x	ADJUST / CHANGE POLICY / SERVICE	
ADVERSE IMPACT BUT CONTINUE			STOP / REMOVE POLICY / SERVICE	
Examples of Indicators that impact of Child and Family Poverty.				
Economic				
Children in Low Income Families (%)				
Children in Working Households (%)				
Overall employment rate (%)				
Proportion of young people who are NEET				
Adults with Learning difficulties in employment				
Education				
Free School meals attainment gap (key stage 2 and key stage 4)				
Gap in progression to higher education FSM / Non FSM				
Achievement gap between disadvantaged pupils and all pupils (key stage 2 and key stage 4)				
Housing				
Average time taken to process Housing Benefit / Council tax benefit claims				
Number of affordable homes built				
Health				
Prevalence of underweight children in reception year				
Prevalence of obese children in reception year				
Prevalence of underweight children in year 6				
Prevalence of obese children in reception year 6				
Life expectancy				

# REGENERATION COMMITTEE

2 DECEMBER 2016



**Report of:** DIRECTOR OF PUBLIC HEALTH

**Subject:** THREE YEAR SAVINGS PROGRAMME – PUBLIC HEALTH DEPARTMENT

## 1.0 TYPE OF DECISION/APPLICABLE CATEGORY

1.1 Budget and Policy Framework.

## 2.0 PURPOSE OF REPORT

2.1 The purpose of this report is to enable Members to consider the initial three year savings proposals relating to the Committee's remit for public health to contribute towards achieving the overall savings requirement.

## 3.0 BACKGROUND

3.1 A comprehensive report on the "Council Plan and Medium Term Financial Strategy – Capital and Revenue" was considered by Finance and Policy on 28<sup>th</sup> November 2016. The report advised Members that as a Council we are ambitious for the Borough. Despite the fact that we continue to face unprecedented financial and demographic pressure it is important that we remain focused on securing the future prosperity and wellbeing of our residents. Whilst managing government funding cuts we need to remain committed to realising the potential of Hartlepool to be a place that is truly exceptional and use our unique spirit and assets to grow as a vibrant, dynamic and welcoming place to live, learn, work, play and invest.

3.2 The Council plan is currently being developed and will be based around six strategic priorities:

- Growing our Economy, Jobs and Skills;
- Regenerating our town;
- Developing and promoting Hartlepool as a great place to live;
- Developing new services for people and communities;
- Better beginnings and better futures for our children and young people;
- Providing effective leadership based upon innovation and efficiency.

3.3 The report to Finance and Policy Committee reminded Members that Government funding for the Council will be reduced further over the next

three years. As a result we are therefore proposing an approach to meeting the financial and demographic challenges based upon a three year strategic and financial plan that will deliver an improvement and efficiency programme focused on new ways of delivering services within and with communities; better integration of early help services to help people live healthier independent lives to reduce pressure on high cost services; and increasing income by promoting growth and a more commercial approach to traded services.

3.4 In relation the development of the five year capital plan the report to Finance and Policy Committee sort Members views on the Council's key regeneration and development priorities. Once these priorities have been approved a further report will be prepared detailing an investment strategy for delivering the capital plan, which will include identify those areas where the Council will need to secure capital grant and external investment.

3.5 There will be a presentation at the start of the Committee meeting to provide an overview of the issues reported to Finance and Policy Committee which will provide the context and background for the issues detailed in this report.

### 3.6 **Service Aims**

There are two core revenue grant funded services in public health - Sport and Recreation and Public Protection. These services contribute to the Council's Strategic aims to protect and improve the health of the population.

3.7 Sport and Recreation services include:

- Mill House Leisure Centre
- Brierton Community Sports Centre
- Headland Sports Hall /Borough Hall
- Summerhill Outdoor Centre and Country Park
- Carlton Outdoor Education Centre (leased from Carlton Trustees)
- Grayfields Pavilion and Recreation Ground

3.8 Within the service structure, there is also a Learn to Swim Team, GP Referral Team and Sport and Physical Activity Team. In addition, the service also manages sports pitch bookings at all Council sites and has a strategic role around sports provision in general across the Borough and works in partnership with clubs, national governing bodies of sport and national agencies such as Sport England to ensure that the town has the relevant local offer. It is also responsible for delivery on regional and national priorities for sport.

3.9 Public Protection services are regulatory and statutory and include:

- Commercial services including environmental health, food inspections, water testing, animal welfare, health and safety.
- Environmental protection including noise, pollution, air quality and pest control

- Trading standards including weights and measures, licensing and retail inspections and product safety.

3.10 Users of Public Protection services – There are a range of users of public protection services including the general public in relation to complaints and environmental issues. Other users of the service include businesses and people who are self employed.

3.11 As both Sport and Recreation and Public Protection are public facing front line services they engage with those who use the services on a regular basis. They do this through feedback questionnaires, satisfaction surveys, meeting users of the service directly to deal with any issues raised.

### 3.12 Inputs

3.12.1 The current cost to the Council of providing the services relevant to the Regeneration Committee are as follows:-

#### Sport and Recreation Service

	£'000
Gross Expenditure Budget	2,400
Income Budget	(1,900)
<b>Overall Net Budget *</b>	<b>500</b>

\* These figures exclude all centralised premises costs

#### Public Protection Service

Service Area	2016/17 Net Budget £'000
Environmental Protection	0
Consumer Services	610
Environmental Standards	190
Outdoor Markets	(30)
Licensing Act 2003	(120)
<b>Total</b>	<b>650</b>

### 3.13 Outputs and Outcomes

The outputs and outcomes 2015/16 for the Sport and recreation Service are as follows in table below:

Leisure Centre attendances	318,968
Summerhill attendances	16,448 this includes residential.
Summerhill visitor centre footfall	119,747
Attendance at sport & physical activity programmed sessions	42,564
Carlton residential attendances	7058 these two Carlton PI's are being changed for 17/18 as they do not reflect occupancy %.
Carlton day visits	332
GP Referral Programme – participants continuing with sport & physical activity 6 months after referral	73%
Number of volunteers actively engaged for one hour per week on sport & physical activity delivery	304 Sport and Physical Activity Team 77 Summerhill
Level of external partnership funding attracted to deliver new initiatives/commissioned work in sport & physical activity	43,075

The outputs and outcomes for the Public Protection Service are:

- 1830 programmed interventions including 100% of all food premises in accordance with risk rating & 100% of prescribed processes.
- Outcome 98.3% food businesses broadly compliant.
- 565 Smoke free visits
- 443 Samples taken
- 2433 service requests responded to
- 1241 licenses processed
- 87.75% customers satisfaction result up from 87.5% previous year

## 4.0 PROPOSALS AND FINANCIAL CONSIDERATIONS

4.1 The proposals deliver the following proposed savings:-

Service	Proposed Savings 2017/18 £'000	Proposed Savings 2018/19 £'000	Proposed Savings 2019/20 £'000	Total Proposed Savings £'000
Public protection	50	25	25	100
Sport and Recreation	50	50	50	150
<b>Total</b>	<b>100</b>	<b>75</b>	<b>75</b>	<b>250</b>

4.2 The initial savings proposals for Public Health General Fund budgets total £250,000 over the three financial years. As part of the considerations for the options to deliver these savings considerable thought has been given to how these may be delivered in the light of previously required savings. The proposals and options considered as part of the potential savings package have been set in the context of the financial challenges and the changes in requirements of the Authority.



4.3 The proposals in respect of the services in the Public Health Department reflect the overall approach adopted by the Corporate Management Team for identifying achievable savings, as part of an approach aimed at protecting front line services, recognising that not all areas can be protected in the current financial climate.

4.4 There have been requests for voluntary redundancies within the Division as part of the rolling process for considering Voluntary Redundancy and Early retirement costs. Vacant or fixed term posts have been considered as part of the options for savings. Whilst it is not possible to manage all of the savings in this way it has been an underpinning principle for the budget for commencing in 2017/18.

4.5 The savings proposals specific to the Regeneration Services Committee are as follows:-

4.6 **Public Protection - £100,000**

Public protection is largely a regulatory function and therefore opportunities to be transformational and income generation opportunities for this service area is relatively limited. However, the service is keen to innovate and seek new ways of working, therefore over the next three years the service will aim to deliver the required savings in the following ways:

- Work in an integrated way with other public health services to deliver public health outcomes and through this ensure costs are realigned from the core revenue grant to the public health grant funding stream.
- Savings will also be achieved through reviewing current ways of working to ensure an optimum staffing structure is in place to deliver an efficient and effective service.

4.7 **Sport and Recreation - £150,000**

4.8 Sport and recreation is a discretionary but valued Council service. It is a service that local people pay to use, therefore the offer across the town needs to be high quality and affordable. Delivery of the service is reliant on significant income generation. Therefore, in order to be as competitive as possible to attract people to use the services, the team are reviewing the service offer, and pricing of activities across the three leisure centre sites to sustain existing customers, but also target new and diverse potential sources of customers.

Services are also being reviewed and a prioritisation exercise will be undertaken. Funding for specific targeted initiatives may be withdrawn and reserves may be used to provide a temporary funding source over the next three years to transition to a new, consolidated service offer.

In addition, there is a review and options appraisal being undertaken to transform and improve the built facilities and subsequent operating model for the member's future consideration.

- 4.9 To put the above proposals into context and the challenge for the service, it is noteworthy that in addition to the savings target of £150,000 the Sport and Recreation service also have budget pressures of £190,000 which need to be funded on a recurring basis. This means that savings of £340,000 need to be identified to maintain the current service provision.
- 4.10 The pressures relate to running costs which have been cut back in previous years but where current levels of spend are unsustainable.
- 4.11 Support has been provided to date from the Public Health Grant and this has been critical to protect services, as the savings identified in the General Fund would only have been achieved otherwise by reductions in service provision. The proposal is to provide £190,000 from the Public Health Grant on a recurring basis to support eligible expenditure in this service area. This will mean that additional savings of £190,000 will need to be identified from the Public Health Grant services on a recurring basis to meet this pressure.
- 4.12 It has been highlighted in previous reports that failure to take savings identified as part of the Savings Programme will only mean the need to make alternative unplanned cuts and redundancies elsewhere in the Authority to balance next year's budget.
- 4.13 The savings that have been identified have been assessed for their sustainability. As with all others parts of the Authority the sustainability of the savings required by the ongoing cuts which the Authority faces becomes increasingly difficult as the compound affect of these savings impacts on services. It is not necessary to remind Members of the level of savings which have been delivered in previous years or those which are likely to be required in future years. The savings have been identified as sustainable in the light of the need to make ongoing changes to both what is delivered and the scaling back of some activity. The principles that have been applied in determining the proposals for savings have been linked to protecting front line services, savings being realised in respect of vacant posts where this can be managed, considering early retirement / voluntary redundancy request where these have been received and reflecting the pressures, both internal and external that the Authority needs to address to maintain effective governance arrangements.

## **5. RISK IMPLICATIONS**

- 5.1 There are a number of risks implicit in the delivery of any package of savings and it is important to recognise these as part of any decision making. A summary of the risks considered as part of the proposals has been identified below.

- 5.2 There are a number of risks in these changes, particularly taken in the context of previous savings which have been made. The assessments which have been undertaken (and a summary of the conclusions from this are included in the sections above). All others, in the context they have been described are viewed as being manageable but with there being a significant need to review workloads, priorities and for the potential scaling back of a number of current activities in line with the resources available.
- 5.3 It is considered that these savings can be delivered, although not without difficulty or some degree of risk but that this can be managed in this year, however achieving these savings becomes more difficult each year, which is the case in other departments. The following points highlight the key risks;
- Reduced staff morale. Where restructuring or reducing budgets has a continuing impact as the level of staff left to deliver services, it is essential to engage fully with those staff in order services are delivered in an effective and efficient way.
  - Reduced operational budgets can lead to a reduced ability to deliver key targets, outputs and outcomes.
  - Response times to enquiries and subsequent actions.
  - Income targets not been met.
  - Insufficient reserve to fund posts.
  - Reputational damage for the Council. With the continued reduction in budgets and the ability to deliver frontline services through reduced staffing capacity, there is a real danger the Council's reputation will suffer. There may be an increase in the number of complaints or a reduction in the level of customer satisfaction.
- 5.4 A key risk to note is the deficit in income already experienced within the sport and recreation service and therefore close monitoring of the budget in year is essential to manage risk of not achieving targets. In the event that income targets cannot be achieved reserves may be used to support services in the short term, however, alternative permanent savings will need to be identified and this will need to form part of a prioritisation exercise to review which services may need to reduce.

## 6. EQUALITY AND DIVERSITY CONSIDERATIONS

- 6.1 For each of the proposed savings areas where there is likely to be a direct impact on customers/service users and/or staff, consideration is given to the impact across each of the protected characteristic groups. This is recorded through an Equality Impact Assessment. **See Appendix 1.**
- 6.2 This impact assessment will be reviewed by the Corporate Equality Group alongside those for the other Department savings proposals. An overall Equality Impact Assessment will be undertaken to identify if there is any Council-wide cumulative impact on protected groups from the savings proposals for 2017/18.

## **7. LEGAL CONSIDERATIONS**

7.1 None identified.

## **8 CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)**

8.1 None Identified.

## **9. STAFF CONSIDERATIONS**

9.1 It is anticipated that there is a risk of compulsory redundancies as part of the savings proposals outlined above.

## **10. ASSET MANAGEMENT CONSIDERATIONS**

10.1 None.

## **11. CONCLUSION**

11.1 To summarise, the saving proposals for the next three years for public protection and sport and recreation are proposed to be delivered through the following:

- Review of current service provision to ensure optimum structure to deliver effective and efficient services.
- Innovative income generation.
- Transformation of the built facilities and consequent operating model.
- Maximum integration and delivery of services with other public health services and activities.

## **12. RECOMMENDATIONS**

12.1 That Members of the Committee note the content of the report and formulate a response to be presented to Finance and Policy Committee on 9th January 2016.

## **13 REASON FOR RECOMMENDATIONS**

13.1 The proposals included in this report have been identified as being sustainable and deliverable.

## **14 BACKGROUND PAPERS**

- 14.1 The following background papers were used in the preparation of this report:-

Finance and Policy Committee - Medium Term Financial Strategy (MTFS)  
2017/18 to 2019/20 - 20<sup>th</sup> June 2016.

## **15 CONTACT OFFICERS**

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## Impact Assessment Form - Equality and Diversity

<b>Department</b>	<b>Division</b>	<b>Section</b>	<b>Owner/Officer</b>
<i>Public Health</i>			<i>Director of Public Health</i>
<b>Service, policy, practice being reviewed/changed or planned</b>	<i>Savings proposals for public health 2017-2020.</i>		
<b>Why are you making the change?</b>	<i>Budget savings as part of the Mid Term Financial Strategy</i>		
<b>How might this impact (positively/negatively) on people who share protected characteristics?</b>			
		<i>Please tick</i>	
		<b>POSITIVELY</b>	<b>NEGATIVELY</b>
<b>Age</b>			
<i>No Impact</i>			
<b>Disability -</b>		<b>negatively</b>	
<i>No Impact</i>			
<b>Gender Re-assignment</b>			
<i>No Impact</i>			
<b>Race</b>			
<i>No Impact</i>			
<b>Religion</b>			
<i>No Impact</i>			
<b>Gender</b>			
<i>No Impact</i>			
<b>Sexual Orientation</b>			
<i>No Impact</i>			
<b>Marriage &amp; Civil Partnership</b>			
<i>No Impact</i>			
<b>Pregnancy &amp; Maternity</b>			
<i>No Impact</i>			
<b>Has there been consultation /is consultation planned with people who will be affected by this policy? How has this affected</b>		<i>The report is seeking views of members for the savings proposals and subject to agreement, further consultation with specific people may be required.</i>	

your decision making?			
As a result of your decision how can you mitigate negative/maximise positive outcomes and foster good relationships?		<i>The proposals include a range of options to ensure the budget is delivered, including service income generation, review of existing facilities and operating models and staffing reviews. Please refer to section 5 risk implications within main report.</i>	
Describe how you will address and monitor the impact		<b>1. No Impact - No Major Change</b>	
		<b>2. Adjust/Change Policy</b> <i>As the proposals are implemented subject to Council approval, then positive and negative impact of the changes will be monitored and addressed.</i>	
		<b>3. Adverse Impact but Continue as is</b>	
		<b>4. Stop/Remove Policy/Proposal</b>	
Initial Assessment	15/11/16	Reviewed	00/00/00
Completed	00/00/00	Published	00/00/00

# **REGENERATION SERVICES COMMITTEE**

**2 December 2016**



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

**Subject:** SEATON CAREW MASTERPLAN - UPDATE

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## **1. TYPE OF DECISION/APPLICABLE CATEGORY**

Key decision (test (i)/(ii)) - Forward Plan Reference No.RN17/16.

## **2. PURPOSE OF REPORT**

- 2.1 The purpose of the report is to seek Committee approval to alter the delivery phases of the Seaton Carew Masterplan following the decision of the Planning Inspector to refuse the application for a compulsory purchase order (CPO) for the Longscar Building.

## **3. BACKGROUND TO THE REPORT**

- 3.1 Seaton Carew is a popular tourist destination, and its natural and historical assets are valued by residents and visitors alike. Seaton Carew's primary assets of the sea, beach and promenade provide a free, easily accessible attraction for everyone. There is a need to prioritise investment and regeneration in Seaton Carew to support local businesses and complement and build upon its existing assets.
- 3.2 The regeneration and continued development of Seaton Carew as a visitor destination is a Council priority and a planned regeneration approach has been agreed by the Council to that end. The Seaton Carew Masterplan sets out the Council's aspiration for the area.
- 3.3 The three aims of the Seaton Carew Masterplan are;
1. To develop a clean, family friendly environment;
  2. To enhance public amenities, space and facilities for visitors and residents; and,
  3. To support the economic vibrancy of the area.



3.4 Seaton Carew is a key tourism asset within Hartlepool. Regeneration of the sea front area called 'The Front' and other areas within Seaton Carew are required to continue the economic revival of Hartlepool. There is an opportunity to capitalise upon the expansion of the local visitor economy following the transfer of the Hartlepool Maritime Experience to the National Museum Royal Navy (Hartlepool). Delivering the Seaton Carew Masterplan will further boost the Borough's visitor economy with positive benefits to businesses and residents.

3.5 The Seaton Carew Masterplan has been designed to;

1. Respect and enhance the appearance of the Conservation Area.
2. Preserve the openness of the seaward side of the The Front.
3. Promote a range of outdoor facilities to support the visitor offer of the area.

3.6 The Seaton Carew Masterplan includes the following elements;

**Phase 1:** The removal of the Longscar Building and the development of a multi-functional, high quality market/events space creating a new gateway to the seafront.

**Phase 2:** A new outdoor leisure park incorporating children's play facilities including a water play and natural play areas, and also double sided beach huts which will contribute to the visual enhancement of the area. The Council car park to the south of the Longscar Building is to be expanded together with new alcove seating around the perimeter with sea views.

**Phase 3:** Enhancement of the Grade II Listed Bus Station improving the functionality of the surrounding space, reflecting the historic layout of the promenade.

The aim is to attract new visitor markets to the resort and improve the economic sustainability of the area.

3.7 On 12<sup>th</sup> November 2015 the Council agreed to undertake the delivery of the Seaton Carew Masterplan with Phases 1 and 2 (as per **Appendix 1**), going ahead as soon as a decision on the Longscar Building Compulsory Purchase Order had been taken by the Planning Inspector with indicative funding allocated to Phase 3 which was to be delivered at a future date.

3.8 On 10<sup>th</sup> June 2016 the Regeneration Services Committee agreed to submit a major capital funding application to Round 4 of the Coastal Communities Fund in order to support the regeneration of Seaton Carew, following the success of the "Coast" tourism project carried out by the Seaton Carew Coastal Community Team.

#### 4. THE LONGSCAR BUILDING

- 4.1 Although significant efforts were made over a five year period to acquire the Longscar building by negotiation the owners' view of the value of the property was such that the Council could not justify its purchase. The Council therefore agreed to use its CPO powers as a last resort to acquire the building. The owners objected to this, requiring a Public Inquiry to be held.
- 4.2 The Public Inquiry was held between 16<sup>th</sup> August and 18<sup>th</sup> August 2016. The Planning Inspector's Report of 9<sup>th</sup> September 2016 was approved by the Secretary of State and issued to the Council on 13<sup>th</sup> October 2016 (copies are available upon request).
- 4.3 The Inspector decided to recommend to the Secretary of State that the Order should not be confirmed. He stated that the decision was a finely balanced one but there was not sufficient by way of a compelling public interest case to justify interference with the private rights' of the owners. The Inspector stated that the forced sale of an individual's property is a draconian measure, and it is reasonable that the benefit of doubt should lie with the Objectors to the CPO.
- 4.4 The Inspector concluded that a CPO of the Longscar Building was not essential to achieve the economic, social and environmental well-being of the area or that the public interest outweighs the infringement of the objectors' rights under Article 1 of the first protocol of the European Convention on Human Rights. The Secretary of State accepted the Inspector's findings of fact and agreed with his conclusions.
- 4.5 The owners of the Longscar Building made a commitment at the CPO Public Inquiry that they would redevelop their property to accommodate a new bar, trampoline centre, five retail units, and fourteen residential flats. The time indicated for all this work to be completed, as they evidenced at the Public Inquiry, would be within sixteen months of the CPO decision been made by the Planning Inspector. If they proceed the Council will support the owners to deliver their proposal, and by implementing the other phases of the regeneration scheme the work of the Council will complement the development of the Longscar Building for the wider benefit of Seaton Carew.
- 4.6 Although the CPO was not confirmed through the Secretary of State, there remains a possibility that negotiations could progress with the owners to achieve the voluntary acquisition of the Longscar Building in the medium term.
- 4.7 The Council remains committed to the regeneration of Seaton Carew seafront. Officers have therefore amended the phasing of the Seaton Carew Masterplan to take account of the Planning Inspector's decision. This adjustment excludes the possibility of the Council providing a new market square and events space (Phase 1) as this element cannot be delivered unless the Longscar Building is acquired by the Council.

## 5. PROPOSALS

- 5.1 Seaton Carew is an important Conservation Area and local community. There is a need to continue the regeneration process to enhance the current visitor offer and protect the Conservation Area.
- 5.2 It is proposed that the Council should proceed to submit a Stage 2 (final) application for Coastal Communities Funding Round 4 (CCF) having been successful in the first stage. The CCF encourages the economic development of UK coastal communities by providing funds to create sustainable economic growth and jobs. The Big Lottery Fund delivers the CCF on behalf of UK Government. The UK Government announced in 2015 that the CCF will be extended to 2021 with at least £90m of new funding becoming available over the period from 2017/18 to 2020/21. The Council is one of only fifty two projects nationally that have been invited to proceed to Stage 2. However, the initial £800K request will be need to be reduced to £600k following advice from the Big Lottery Fund received in the wake of the Longscar Building CPO decision.
- 5.3 The Council remains committed to continue the regeneration of Seaton Carew with the aims of enhancing; the Conservation Area and removing it from Historic England's "at risk" register; boosting the local visitor economy to generate positive benefits to businesses and jobs in the local area and build upon recent improvements made to the sea defences and the promenade.
- 5.4 A revised scheme to deliver the Seaton Carew Masterplan is shown in **Appendix 2** (which will be tabled on the day). This takes into account the fact that the Longscar Building will be retained at least in the short term.
- 5.5 The revised scheme proposed for Committee approval includes:
- Delivering a revised phase 2 of the Masterplan which will become the new first phase, including a new outdoor leisure park which consists of new improved public realm; high quality children's play equipment; high quality water jets; beach huts; seating; communal space along the promenade; and, the enhancement of the Grade II Listed Clock Tower and Bus Station including a specialised upgrade to the paintwork, improved public realm treatments to the front of the building and wildflower beds to the rear.
  - Providing enhanced and well designed public realm treatments along the boundaries with the Longscar Building to ensure consistency and provide a clean interface with the property.
  - To engage with the owners of the Longscar Building to ensure the regeneration works are integrated to their publicly stated proposals for renovating the Longscar Building. If their proposals do not proceed then negotiations to purchase the property through voluntary agreement will continue with the aim of demolishing the building and reinstating the site. If this is successful a Coastal Communities Fund Round 5

application would be submitted to the Government in 2017/18 to enable the building of the market square and events space, subject to all necessary funding being secured.

- 5.6 The Seaton Carew Masterplan has previously been consulted on with the local community and has also received full planning permission. RIBA Stage 4 design has been achieved. 378 responses at the public consultation stage showed overwhelming support for the delivery of the Masterplan. The delivery of the scheme can progress if Committee approves the scheme with the phasing alterations as proposed in this report.

#### Crazy Golf Course

- 5.7 It is also recommended that an area of land to the North of the original phase 2 proposal (the new first phase) should be incorporated for the development of a quality crazy golf course to be developed by the private sector subject to agreement by the Council on leasing the required area of land. Such a facility would complement the Council's proposed outdoor leisure park and enhance the range of attractions available at Seaton Carew, extending visitor dwell time. Any proposed development will be financed and operated entirely by the private sector. During public consultations this concept was widely backed by residents and businesses and interest has been expressed by known established operators.

### **6. COASTAL COMMUNITIES FUND**

- 6.1 The Big Lottery Fund has confirmed that the Council can continue to submit a final (Stage 2) Coastal Communities Fund (CCF) Round 4 application for £600k despite the failure to secure the Longscar CPO. However, they have advised that the funding bid should be reduced in scale because the market and events square cannot proceed at this time.
- 6.2 A bid of £600k for CCF support will be submitted to support the revised and re-phased Seaton Carew Masterplan scheme as set out in this report and for the installation of public art works.
- 6.3 The public art element will fund the large scale Boy and the Bicycle artwork to be dedicated to the Film Director Ridley Scott and located at the transport interchange off Church Street. One further large permanent artwork will be commissioned to sit on a stone plinth within the Seaton Reach area. A professional artist will be commissioned to design the artwork which will be fixed onto a stone plinth.
- 6.4 The result of the CCF bid for is expected to be announced by the end of March 2017. Successful projects will need to be delivered during 2017-18. The Council's project is one of fifty two nationally going forward to the final application round which is a competitive process.

- 6.5 If the CCF bid is unsuccessful then the funding strategy for delivering the Seaton Carew Masterplan will need to be fundamentally reviewed.
- 6.6 In the meantime, should negotiations on the acquisition of the Longscar Building be successful there could be scope for a bid to be made during the 2017 CCF application (Round 5) that would allow the planned market square and events space at Seaton Carew to go ahead. Should the costs of acquiring Longscar exceed the previous estimate there would be a corresponding shortfall in funding that would need to be addressed before this would be possible.

## 7. RISK IMPLICATIONS

- 7.1 The cost breakdown for delivering the revised scheme is shown in **Appendix 3. This Appendix contains exempt information under Schedule 12A Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006 namely (para 3), Information relating to the financial or business affairs of any particular person (including the authority holding that information).** It may be possible to reduce these costs through further value engineering. However, there is also a risk that costs could increase in the event that of any unforeseen problems during the development such as flooding or other extreme weather conditions.
- 7.2 Subject to a successful outcome of the current CCF bid a detailed risk register and management plan will be drawn up to ensure construction proceeds to programme and budget as far as possible. If the CCF bid were not to be awarded the plans for progressing the scheme will need to be reviewed. The identified capital receipt for Coronation Drive has not yet progressed to formal legal agreement but has been agreed in principle. Its receipt in due course is not regarded as a high risk but it will be important that this is expedited to complete the overall funding package.

## 8. FINANCIAL CONSIDERATIONS

- 8.1 Financial considerations are set out in the confidential **Appendix 3. This Appendix contains exempt information under Schedule 12A Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006 namely (para 3), Information relating to the financial or business affairs of any particular person (including the authority holding that information).**

## 9. LEGAL CONSIDERATIONS

- 9.1 To note that the Longscar Building CPO was not confirmed by the Secretary of State.

- 9.2 The Chief Solicitor will continue to provide advice in relation to clauses within the development agreement to ensure the Council achieves best value. The disposal of the related Coronation Drive site (the receipts from which will be ring fenced for Seaton Carew) and the contract documentation to undertake the construction works will all be undertaken following detailed legal advice.

## **10. CHILD AND FAMILY POVERTY**

- 10.1 There are no child and family poverty implications for this report.

## **11. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 11.1 There are no equality and diversity implications for this report.

## **12. SECTION 17 OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS**

- 12.1 The regeneration proposals will be designed and constructed to comply with the provisions of the Act.

## **13. STAFF CONSIDERATIONS**

- 13.1 There are no staff considerations relating to this report.

## **14. ASSET MANAGEMENT CONSIDERATIONS**

- 14.1 Implementation of the revised Masterplan will contribute towards improving the attractiveness of the town and encouraging investment and development enhancing values and facilitating growth.
- 14.2 In accordance with the spirit and intent of the development agreement with Esh Group both parties are working together to ensure best value both in terms of minimising cost and maximising value from development sites.

## **15. CONCLUSION**

- 15.1 Seaton Carew is an important Conservation Area and local community and the Council remains committed to continue the regeneration of Seaton Carew. Officers have worked on a revised scheme to deliver the Seaton Carew Masterplan that takes into account the Planning Inspector's decision on the Longscar building.
- 15.2 An external funding opportunity exists and the Council is one of fifty two projects nationally that have been invited to proceed to Stage 2 of the

Coastal Communities Funding Round 4 (CCF). It is proposed that the Council should proceed to submit a Stage 2 (final) application and deliver a revised Phase 2 of the Seaton Carew Masterplan as the new first phase of the work required (as outlined in Section 5 of the report).

- 15.3 The financial considerations associated with this proposal are set out in **Appendix 3. This Appendix contains exempt information under Schedule 12A Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006 namely (para 3), Information relating to the financial or business affairs of any particular person (including the authority holding that information).** This highlights that there is a finite amount of funding approved for the Seaton Carew Masterplan. The proposals to bring forward the revised Phase 2 in order to maximise a funding opportunity, will if approved, reduce the funding available for the original Phase 1. This will mean that Phase 1 will only proceed if the Local Authority can secure additional funding. External funding opportunities will be explored however in the event that funding cannot be secured the Council may need to progress with a reduced scheme.

## 16. RECOMMENDATIONS

- 16.1 The Regeneration Services Committee is recommended to:

- 16.1.1 Approve the inclusion of the following recommendations in the Medium Term Financial Strategy to be referred to full Council in 2017 as follows: -
- i. Approve the implementation of the revised and re-phased Seaton Carew Masterplan as shown in **Appendix 2** (which will be tabled on the day) subject to the CCF award being confirmed in March 2017 and securing all of the funding set out in **Appendix 3** (including Capital Receipts). **This Appendix contains exempt information under Schedule 12A Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006 namely (para 3), Information relating to the financial or business affairs of any particular person (including the authority holding that information).**
  - ii. Note that recommendation (i) will commit funding as shown in **Appendix 3. This Appendix contains exempt information under Schedule 12A Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006 namely (para 3), Information relating to the financial or business affairs of any particular person (including the authority holding that information).**
- 16.2 Approve the continuation of voluntary discussions with the private owners of the Longscar Building with a view to purchasing and demolishing it within the limits agreed in Council decision, September 2013, in preparation for a Coastal Community Fund Round 5 application in 2017 so

that the original Phase 1 of the Seaton Carew Masterplan can be delivered.

- 16.3 Approve the Boy and the Bicycle artwork along with the permanent artwork at Seaton Reach to be designed and created subject to confirmation of a CCF funding in March 2017.
- 16.4 Approve the development of a crazy golf course for the area of land identified at Seaton Carew (as per 5.7), as shown in **Appendix 2** which will be tabled on the day.

## 17. REASONS FOR RECOMMENDATIONS

- 17.1 The Council remains committed to the delivery of the Seaton Masterplan. The revised and re-phased scheme proposed in this report will significantly improve the offer within the resort for the benefit local residents and visitors enhancing the long term economic sustainability of Seaton Carew as a visitor resort.
- 17.2 By moving forward with the revised scheme the Council will maximise its ability to attract funding from the Coastal Communities Fund. This will also support two large scale public artworks including the Boy and the Bicycle which was identified through a public petition as the desire of the local community to acknowledge the work of Film Director Ridley Scott and his connection with the local area.
- 17.3 The continuation of negotiations with the owners of the Longscar Building will keep alive the option to purchase and demolish the property in the medium term potentially allowing the Council to make a further Coastal Communities Fund bid in 2017 which would enable the market square and events space to proceed subject to all necessary funding being secured. However, the Council's ability to do this from the funds currently earmarked for Seaton Carew will depend both upon the valuation ultimately agreed for the Longscar building and confirmation that capital receipts and financial contributions set out in **Appendix 3** can be realised. **This Appendix contains exempt information under Schedule 12A Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006 namely (para 3), Information relating to the financial or business affairs of any particular person (including the authority holding that information).**



## **18. BACKGROUND PAPERS**

- Council 12<sup>th</sup> November 2015
- Finance and Policy Committee 21<sup>st</sup> September 2015
- Finance and Policy Committee 27<sup>th</sup> July 2015
- Regeneration & Services Committee 27<sup>th</sup> August 2015
- Regeneration Services Committee 12<sup>th</sup> March 2015
- Finance and Policy Committee 23<sup>rd</sup> March 2015
- Finance and Policy Committee 30<sup>th</sup> January 2015
- Council 5<sup>th</sup> September 2013
- Finance and Policy Committee 5<sup>th</sup> September 2013
- Finance and Policy Committee 26<sup>th</sup> July 2013

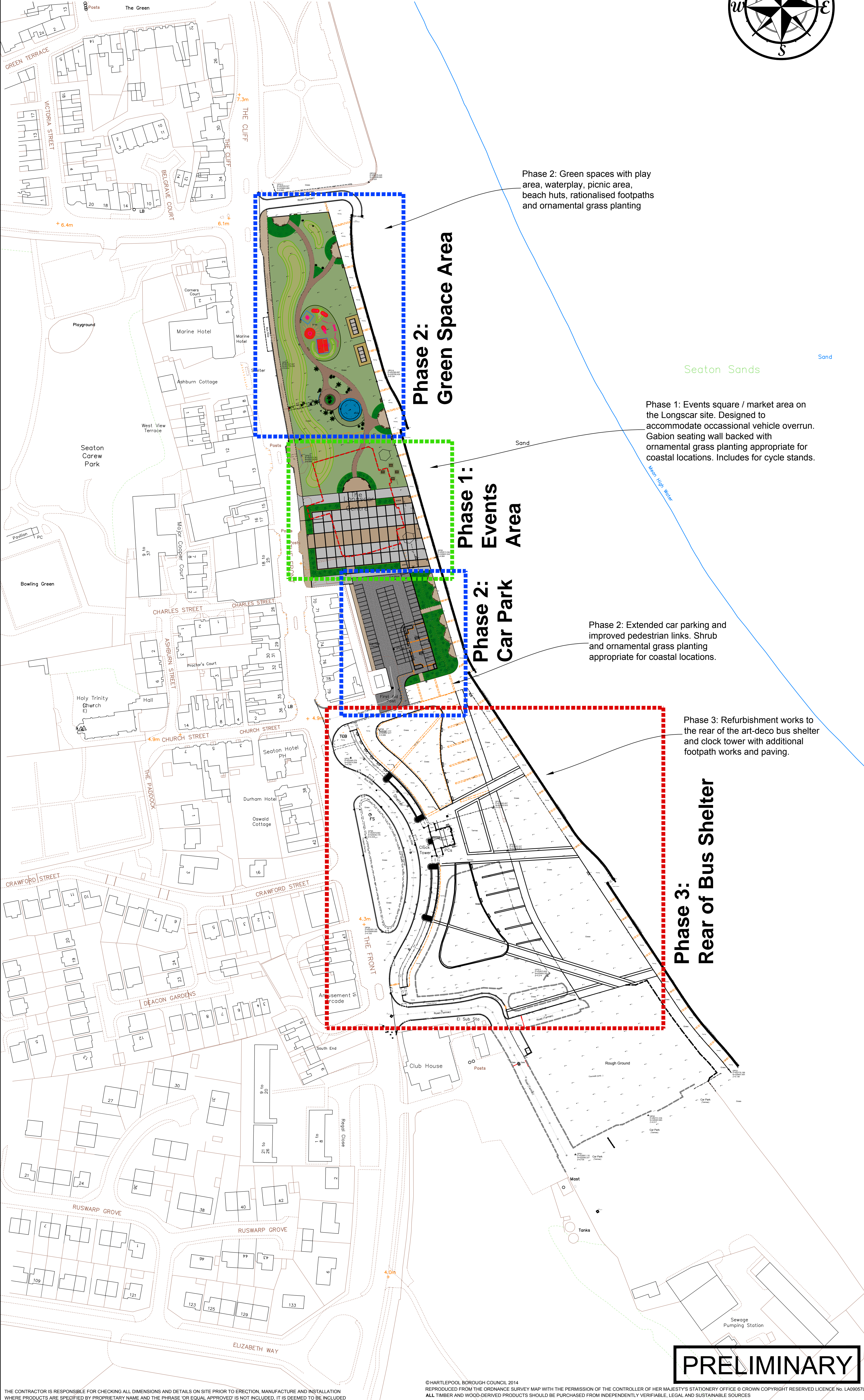
## **19. CONTACT OFFICER**

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# SEATON CAREW FRONT MASTERPLAN



Phase 2:  
Green Space Area

Phase 1:  
Events  
Area

Phase 2:  
Car Park

Phase 3:  
Rear of Bus Shelter

Phase 2: Green spaces with play area, waterplay, picnic area, beach huts, rationalised footpaths and ornamental grass planting

Phase 1: Events square / market area on the Longscar site. Designed to accommodate occasional vehicle overrun. Gabion seating wall backed with ornamental grass planting appropriate for coastal locations. Includes for cycle stands.

Phase 2: Extended car parking and improved pedestrian links. Shrub and ornamental grass planting appropriate for coastal locations.

Phase 3: Refurbishment works to the rear of the art-deco bus shelter and clock tower with additional footpath works and paving.

PRELIMINARY

A	Art-deco railings relocated to rear of footpath from rear of planting. Street furniture revised	04/07/16
Rev	Amendment	Date
 <b>HARTLEPOOL BOROUGH COUNCIL</b>		
<b>REGENERATION AND NEIGHBOURHOODS DEPARTMENT</b> DIRECTOR: Denise Ogden		
<b>NEIGHBOURHOODS DIVISION</b> Colin Bolton Building Design & Construction Manager Civic Centre Hartlepool TS24 8AY TEL: 01429 266522 FAX: 01429 523899		
Client Regeneration		
Project Seaton Carew Masterplan		
Title Seaton Carew Masterplan Phasing Operations		
Drawn SW	Scale 1:1000 at A1	Date June 2016
Drawing No. 324-40 L013	Rev. A	
DWG. LAST UPDATED		DATE: NEWDATE TIME:



# REGENERATION SERVICES COMMITTEE REPORT

2 December, 2016



**Report of:** Director of Regeneration and Neighbourhoods,  
Director of Public Health, and Chief Finance Officer

**Subject:** STRATEGIC FINANCIAL MANAGEMENT REPORT –  
AS AT 30 SEPTEMBER 2016

## 1. TYPE OF DECISION/APPLICABLE CATEGORY

For Information.

## 2. PURPOSE OF REPORT

- 2.1 The purpose of the report is to inform Members of the 2016/17 forecast General Fund Outturn, 2016/17 Capital Programme Monitoring and provide details for the specific budget areas that this Committee is responsible for.

## 3. BACKGROUND AND FINANCIAL OUTLOOK

- 3.1 As detailed in the Medium Term Financial Strategy Report (MTFS) submitted to the Finance and Policy Committee on 30<sup>th</sup> June 2016 the Government will implement further cuts in funding for Councils up to 2019/20. Over the next 3 years (2017/18 to 2019/20) this means a further grant cut of £9.8m. An MTFS update report was submitted to Finance and Policy Committee on 28<sup>th</sup> November 2016 which informed Members of changes in the overall budget deficit and which confirms that the Council still faces an extremely challenging financial position over the next 3 years.
- 3.2 In view of the ongoing financial challenges the Corporate Management Team will continue to adopt robust budget management arrangements during 2016/17 and as detailed in section 5 it is becoming increasingly difficult to manage the annual budget. This position will need to be managed carefully over the remainder of the financial year, particularly over the winter period where some services face their highest demand and therefore cost of providing services.

#### **4. REPORTING ARRANGEMENTS 2016/17**

- 4.1 The availability and reporting of accurate and up to date financial information is increasingly important as future budget cuts are implemented and one-off resources are used up.
- 4.2 The Finance and Policy Committee will continue to receive regular reports which will provide a comprehensive analysis of departmental and corporate forecast outturns, including an explanation of the significant budget variances.
- 4.3 To enable a wider number of Members to understand the financial position of the Council and their service specific areas each Policy Committee will receive a separate report providing:
- a brief summary of the overall financial position of the Council as reported to the Finance and Policy Committee;
  - the specific budget areas for their Committee; and
  - the total departmental budget where this is split across more than one Committee. This information will ensure Members can see the whole position for the departmental budget.

#### **5. SUMMARY OF OVERALL COUNCIL FINANCIAL POSITION**

- 5.1 An assessment of the forecast outturn has been prepared to reflect expenditure incurred to date and forecast to be incurred in the second half of the financial year. As Members will be aware from previous years, significant elements of the Council's budget are demand led and affected by expenditure over the winter months, including care costs in relation to older people and winter maintenance. The outturn forecasts will be closely monitored and regular updates will be reported to Finance and Policy Committee. The forecasts need to be considered in the context of the complexity of managing a gross General Fund budget of £213m and a net budget of £86m.
- 5.2 The latest report submitted to the Finance and Policy Committee on 28<sup>th</sup> November 2016 anticipated that the best case forecast outturn for departmental budgets is an over spend of £0.470m and the worst case is an over spend of £1.090m. The range reflects seasonal and demand led factors.
- 5.3 The position in relation to corporate budgets is more positive and a net under spend of £0.540m is forecast. This is after earmarking £1.8m to fund future priorities, including capital investment. Detailed proposals for using this money will be included in the 2017/18 Medium Term Financial Strategy report to be considered at a future meeting of the Finance and Policy Committee, before detailed proposals are referred to full Council.
- 5.5 After reflecting the above factors along with the uncommitted 2015/16 actual Outturn of £51k, the overall forecast position for departmental and corporate budgets is a best case potential net under spend of £0.121m, or a worst case over spend of £0.499m.

## 6. 2016/17 FORECAST GENERAL FUND OUTTURN – Regeneration Services Committee

- 6.1 The Regeneration Services Committee has responsibility for services managed by the Director of Regeneration and Neighbourhoods and the Director of Public Health. Budgets are managed at a Departmental level and therefore a summary of the Departmental position for both Directors areas of responsibility are provided below. The tables set out the overall budget position for each Department broken down by Committee, together with a brief comment on the reasons for the forecast outturn.

### Budgets Managed by the Director of Regeneration and Neighbourhoods

Budget £'000	Description of Expenditure	September Projected Outturn Adverse/ (Favourable) Worst Case £'000	September Projected Outturn Adverse/ (Favourable) Best Case £'000	Comments
1,477	Finance & Policy Committee	305	150	This area relates to projected income shortfalls.
3,504	Regeneration Services Committee	(745)	(745)	This variance relates mainly to a surplus generated on the European funded Adult Education schemes which ended last year.
15,246	Neighbourhood Services Committee	210	170	Favourable variances on the Vehicle Fleet, Passenger Transport and Concessionary Fares budgets are offset by an adverse variance on Waste and Environmental Services, Car Parking and Parks and Countryside.
<b>20,227</b>	<b>Total Regeneration &amp; Neighbourhoods</b>	<b>(230)</b>	<b>(425)</b>	
<b>Creation of Reserves</b>				
0	Selective Licensing Phase 2	15	15	Reserve created to earmark income received in advance to fund staffing costs over the life of the scheme.
0	Maintenance Fund Crematorium	20	20	Reserve created to fund future maintenance costs associated with the Cremators.
0	<b>Creation of Reserves Total</b>	<b>35</b>	<b>35</b>	
<b>20,227</b>	<b>Total Regeneration &amp; Neighbourhood - Net of Reserves</b>	<b>(195)</b>	<b>(390)</b>	

### Budgets Managed by the Director of Public Health

Budget £'000	Description of Expenditure	September Projected Outturn Adverse/ (Favourable) Worst Case £'000	September Projected Outturn Adverse/ (Favourable) Best Case £'000	Comments
680	Finance & Policy Committee	(60)	(155)	The favourable variance relates to the early achievement of contract efficiencies on the Young Peoples Health and Wellbeing, and 0-5 contract. These savings will form part of the 2017/18 savings programme for Public Health. The favourable variance is offset by a projected shortfall in Licensing income.
406	Regeneration Services Committee	210	180	The adverse variance includes a shortfall on income associated with Outdoor Markets, as previously reported to Members. There are also income pressures in the Sport and Recreation Service Area and performance against income targets will continue to be closely monitored each month.
<b>1,086</b>	<b>Public Health Total - before Reserves</b>	<b>150</b>	<b>25</b>	
0	<b>Creation of Reserves Total</b>	<b>105</b>	<b>185</b>	The Public Health Grant is ringfenced and any underspend will be transferred into a ringfenced reserve in line with the grant conditions.
<b>1,086</b>	<b>Public Health Total - Net of Reserves</b>	<b>255</b>	<b>210</b>	

- 6.2 Further details of the specific budget areas this Committee is responsible for are provided in **Appendix A**.

## 7. CREATION OF DEPARTMENTAL RESERVES

- 7.1 The outturn projections detailed in the previous section reflects the ongoing assessment of financial risks and/or one-off expenditure commitments and the recommendation that specific reserves are created to manage these issues. This approach will protect the Council's medium term financial position and avoid having to make higher in-year budget cuts when these issues need to be funded.
- 7.2 Appendix A provides details of the reserves which it is recommended are created for this Committee, and in broad terms these cover the following issues:
- Reserves to fund the phasing of income and expenditure between financial years; or
  - Reserves to meet unavoidable one-off financial commitments

## 8. CAPITAL MONITORING 2016/17

- 8.1 The 2016/17 MTFS set out planned capital expenditure for the period 2016/17 to 2017/18.
- 8.2 Expenditure against budget to the 30<sup>th</sup> September, 2016 for this Committee can be summarised in the following table and further details are provided in **Appendix B**.

Department	2016/17 Budget Including Future Years  £'000	2016/17 Budget  £'000	2016/17 Actual to 30/09/16  £'000	2016/17 Remaining Expenditure  £'000	2016/17 Re-phased Expenditure  £'000	2016/17 Variance from Budget Adverse/ (Favourable) £'000
Regeneration and Neighbourhoods	11,604	8,204	3,146	4,548	510	0
Public Health	288	206	120	70	16	0
<b>Total Regeneration Committee</b>	<b>11,892</b>	<b>8,410</b>	<b>3,266</b>	<b>4,618</b>	<b>526</b>	<b>0</b>

## 9. RISK IMPLICATIONS

- 9.1 The outturn is not within the forecast ranges. This position will be managed closely for the remainder of the year.

## 10. FINANCIAL CONSIDERATIONS

- 10.1 These are covered in detail in Sections 3 to 8.

**11. LEGAL CONSIDERATIONS**

11.1 None.

**12. CHILD AND FAMILY POVERTY CONSIDERATIONS**

12.1 None.

**13. EQUALITY AND DIVERSITY CONSIDERATIONS**

13.1 None.

**14. STAFF CONSIDERATIONS**

14.1 None.

**15. ASSET MANAGEMENT CONSIDERATIONS**

15.1 None.

**16. RECOMMENDATIONS**

16.1 It is recommended that Members:-

- (i) note the report.

**17. REASONS FOR RECOMMENDATIONS**

17.1 To update the Members on the Committees forecast 2016/17 General Fund Revenue budget outturn and provide an update on the Capital Programme for 2016/17.

**18. BACKGROUND PAPERS**

Strategic Financial Management Report – as at 31<sup>st</sup> July, 2016 - Finance and Policy Committee 5<sup>th</sup> September, 2016  
Medium Term Financial Strategy 2016/17 to 2018/19 Report – Finance and Policy Committee 23<sup>rd</sup> November 2015.  
Medium Term Financial Strategy 2016/17 to 2018/19 Report – Finance and Policy Committee 11<sup>th</sup> January 2016

## 19. CONTACT OFFICERS

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## REVENUE FINANCIAL MONITORING REPORT FOR FINANCIAL YEAR 2016/17 as at 30th September, 2016

## BUDGETS MANAGED BY THE DIRECTOR OF REGENERATION AND NEIGHBOURHOODS

Approved 2016/2017 Budget  £'000	Description of Service Area	September		Director's Explanation of Variance
		Projected Outturn Variance - Adverse/ (Favourable) Worst Case £'000	Projected Outturn Variance - Adverse/ (Favourable) Best Case £'000	
Regeneration Committee - Core Services				
0	Adult Education	(760)	(760)	Favourable Variance relates to a surplus generated on the European funded schemes which ended last year. The schemes have been audited and a £76K Clawback may be charged. Awaiting SFA response.
20	Archaeology	0	0	
58	Community Centres	0	0	
617	Cultural Services	25	25	
990	Libraries	5	5	Variance relates to a projected underachievement of income from new income streams.
(6)	Building Control	120	100	The outturn reflects the volatile nature of external income on this account. The Income Risk Reserve will be used to fund this pressure in 16/17.
0	Building Control - release of Corporate Income Shortfall Reserve as per MTFS	(120)	(100)	See comment above.
254	Planning Services	150	150	Difficult to predict when income will be received, however income from domestic applications is down, and based on the larger applications likely to come forward, it is anticipated that income will be below target at year end. This shortfall will be funded from the Income Risk Reserve (see below).
0	Planning- - release of Corporate Income Shortfall Reserve as per MTFS	(150)	(150)	See comment above.
565	Housing Services	(15)	(15)	Variance relates to Selective Licensing income. This income needs to be carried forward to fund the cost of running the scheme in future years. A contribution to reserves is therefore requested.
837	Economic Regeneration	0	0	
(50)	Economic Regeneration - External Funding	0	0	
219	Heritage & Countryside	0	0	
3,504	Regeneration Committee - Core Services Sub Total	(745)	(745)	
Regeneration Committee - Social Housing				
0	Social Housing	0	0	The Council is required to re-opened it's Housing Revenue Account (HRA) and in accordance with the Regulations must now account for Housing separately as a ringfenced account. A monitoring statement will be prepared later in the year once a full Asset Management Plan (including Condition Survey) has been compiled. Any surplus will be transferred to a HRA reserve in accordance with the accounting regulations.
0	Regeneration Committee - Social Housing Sub Total	0	0	
3,504	Regeneration and Neighbourhoods Total before reserves	(745)	(745)	
Creation of Reserves				
0	Selective Licensing Phase 2	15	15	Reserve created to earmark income received in advance to fund staffing costs over the life of the scheme.
3,504	Regeneration and Neighbourhoods Total - Net of Reserves	(730)	(730)	

**PLANNED USE OF RESERVES**

The above figures include the 2016/2017 approved budget along with the planned use of Departmental Reserves created in previous years.  
The details below provide a breakdown of these reserves

Approved 2016/2017 Budget £'000	Description of Service Area	Planned Usage 2016/2017 £'000	Variance Over/ (Under) £'000	Director's Explanation of Variance
<b>Regeneration Committee</b>				
264	Adult Education	264	0	
33	Business Grants	33	0	
152	Economic Regeneration Schemes	129	(23)	This variance relates to the profile of expenditure over years.
0	Local Plan	20	20	This variance relates to the profile of expenditure over years.
15	Waverley Allotments	15	0	
17	Archaeology	17	0	
126	National Museum of the Royal Navy Hartlepool	126	0	
163	Seaside Grant	163	0	This Reserve has been transferred to the Capital Programme.
29	Selective Licensing	29	0	
<b>799</b>	<b>Total</b>	<b>796</b>	<b>(3)</b>	

**REVENUE FINANCIAL MONITORING REPORT FOR FINANCIAL YEAR 2016/17 as at 30th September, 2016****BUDGETS MANAGED BY THE DIRECTOR OF PUBLIC HEALTH**

		September		
Approved 2016/2017 Budget	Description of Service Area	Projected Outturn Variance - Adverse/ (Favourable) Worst Case	Projected Outturn Variance - Adverse/ (Favourable) Best Case	Director's Explanation of Variance
£'000		£'000	£'000	
Regeneration Committee				
Public Health General Fund				
(3)	Environmental Protection	10	10	Adverse variance relates to a shortfall on Rodent Control Income.
(91)	Environmental Standards	60	60	Adverse variance relates to income pressures on Outdoor Markets.
501	Sport, Leisure & Recreation Facilities	140	110	Adverse variance relates to income shortfalls across the Service Area and costs associated with running the Borough Hall.
407	Public Health Total	210	180	

**PLANNED USE OF RESERVES**

The above figures include the 2016/2017 approved budget along with the planned use of Departmental Reserves created in previous years.  
The details below provide a breakdown of these reserves

Approved 2016/2017 Budget £'000	Description of Service Area	Planned Usage 2016/2017 £'000	Variance Over/ (Under) £'000	Director's Explanation of Variance
<b>Regeneration Committee</b>				
33	Sport and Recreation Reserve	33	0	
<b>33</b>	<b>Total</b>	<b>33</b>	<b>0</b>	

**CAPITAL MONITORING REPORT PERIOD ENDING 30TH SEPTEMBER 2016****BUDGETS MANAGED BY THE DIRECTOR OF REGENERATION & NEIGHBOURHOODS**

Project Code	Scheme Title	BUDGET		EXPENDITURE IN CURRENT YEAR					Type of Financing	2016/17 COMMENTS
		A 2016/17 and Future Years Budget £'000	B 2016/17 Budget £'000	C 2016/17 Actual as at 30/09/16 £'000	D 2016/17 Expenditure Remaining £'000	E Expenditure Rephased into 2017/18 £'000	F (C+D+E) 2016/17 Total Expenditure £'000	G (F-B) 2016/17 Variance from Budget £'000		
7218	Housing - Disabled Facility Grants	1,389	1,389	405	734	250	1,389	0	MIX	The budget is significantly higher than previous years as result of one-off funding received towards the end of 15/16 and additional grant funding in the current year. The rephased amount is due to limits on capacity to deliver the full budget in year.
7220	Housing - Private Sector Grants	25	25	0	25	0	25	0	GRANT	Although the recurring funding for this budget ended in 2010/11, the remaining balance has been used for 'home plus' grants for essential repairs/works to enable vulnerable owner occupiers to remain in their homes. Any refunds arising from charges on property have been recycled back into the budget.
8155	Housing - Preventing Repossession	20	20	0	20	0	20	0	GRANT	This is a demand led budget.
8795	Housing - Empty Home Phase 2	3,402	1,977	324	1,393	260	1,977	0	MIX	The rephased amount results from a revised profile for the scheme agreed with the HCA. In addition the budget also includes £125,000 in the current year from former Right to Buy receipts to cover the additional costs of acquiring 5 new build. Further details will be made available in a report to F&P in December.
8799	Housing - Major Repairs	20	20	20	0	0	20	0	RCCO	Amounts are set aside in the Housing Revenue Account (HRA) to meet to these costs. A stock condition survey is underway and a future major repairs programme will be determined as part of the Asset Management to be reported to the Council.
HMR	Housing - North Central Hartlepool Housing Regeneration	675	675	1	674	0	675	0	CAP REC	The remaining budget of this scheme has been earmarked to contribute towards the development undertaken by Place North.
8308	Morrison Hall Loan to NDC Trust	6	6	0	6	0	6	0	UDPB	
7530	Developers Contributions (Section 106)	663	0	0	0	0	0	0	GRANT	Relates to amounts received and earmarked for purposes specified in developer agreements, but not yet transferred to a budget.
8591	Coast Protection - Headland Town & Block Sands	4,603	3,675	2,171	1,504	0	3,675	0	MIX	Ongoing scheme to upgrade key coastal structures on the Headland Walls and Block Sands as per Council report 21st July 2014. Budget profile has been updated since Q1.
8444	Coast Protection - Town Wall Strengthening	61	61	6	55	0	61	0	GRANT	Anticipated spend to budget.
8578	Coast Protection - South Management Unit	30	30	0	30	0	30	0	GRANT	Anticipated spend to budget.
8908	Coast Protection - North Gare Resurfacing	31	31	31	0	0	31	0	GRANT	Costs met by Insurance Fund.
9008	ISQ - Church Street Match Funding	338	11	11	0	0	11	0	MIX	Funding set aside to be used as match funding in conjunction with anticipated £1.2m HLF grant from next year.

**CAPITAL MONITORING REPORT PERIOD ENDING 30TH SEPTEMBER 2016****BUDGETS MANAGED BY THE DIRECTOR OF REGENERATION & NEIGHBOURHOODS**

Project Code	Scheme Title	BUDGET		EXPENDITURE IN CURRENT YEAR					Type of Financing	2016/17 COMMENTS
		A 2016/17 and Future Years Budget £'000	B 2016/17 Budget £'000	C 2016/17 Actual as at 30/09/16 £'000	D 2016/17 Expenditure Remaining £'000	E Expenditure Rephased into 2017/18 £'000	F (C+D+E) 2016/17 Total Expenditure £'000	G (F-B) 2016/17 Variance from Budget £'000		
8534	ISQ - Church Street - HLF Phase 1	50	50	0	50	0	50	0	MIX	Funding for the development stage of the above HLF
8956	ISQ - Church Square	14	14	0	14	0	14	0	GRANT	Proposed full budget to be presented to Committee in the next quarter.
8901	ISQ Workspace - LGF	46	46	46	0	0	46	0	GRANT	Balance of LGF funding received in 15/16. Relates to costs associated with the acquisition of the former post office building.
8889	Seaton Masterplan	163	106	106	0	0	106	0	RCCO	Consists of Seaside Grant held in reserve and costs incurred to date. A proposed scheme and budget is being developed and will be reported to members.
7092	Jacksons Landing Demolition	40	40	0	40	0	40	0	RCCO	Funding approved by Council on 8th September, 2016.
8700	Waverley Terrace Allotments	28	28	25	3	0	28	0	GRANT	Relates to completion of scheme started in 15/16 using Lottery funding and assumes all of the remaining grant will
<b>Regeneration &amp; Neighbourhoods Total</b>		<b>11,604</b>	<b>8,204</b>	<b>3,146</b>	<b>4,548</b>	<b>510</b>	<b>8,204</b>	<b>0</b>		

**CAPITAL MONITORING REPORT PERIOD ENDING 30TH SEPTEMBER 2016****BUDGETS MANAGED BY THE DIRECTOR OF PUBLIC HEALTH**

Project Code	A Scheme Title	BUDGET		EXPENDITURE IN CURRENT YEAR					H Type of financing	2016/17 COMMENTS
		A 2016/17 and Future Years Budget £'000	B 2016/17 Budget £'000	C 2016/17 Actual as at 30/09/16 £'000	D 2016/17 Expenditure Remaining £'000	E Expenditure Rephased into 2017/18 £'000	F C+D+E 2016/17 Total Expenditure £'000	G F-B 2016/17 Variance from budget £'000		
8103	Swimming Scheme	54	10	2	8	0	10	0	MIX	This is to cover future Equipment replacement and any Major Repairs that arise.
7992	Junior Football Pitches	26	0	0	0	0	0	0	MIX	To be used for future match funding.
8408	Mill House - Equipment Purchase	6	0	0	0	0	0	0	MIX	Used to fund Equipment replacement when required.
8000	Mill House - Pool Hall Seating	5	5	5	0	0	5	0	GRANT	Funded from Section 106
8689	Brierton Sports Fields	135	135	87	48	0	135	0	MIX	Scheme is ongoing and expected to be completed within budget.
8634	Brierton 3G Pitch	6	0	0	0	0	0	0	MIX	The grant conditions require that the balance remaining on this budget is spent on sport facilities on site and have been set aside as match funding for a potential Tennis Court scheme if additional funding can be secured.
8951	Summerhill/Forest School 'Bags of Help'	12	12	5	7	0	12	0	GRANT	Grant funding from TESCO via Groundwork UK for development of Dipping Pond.
8016	Summerhill Multi User Route	4	4	3	1	0	4	0	GRANT	Funded from Section 106
8904	Summerhill Cafe	16	16	15	1	0	16	0	MIX	
8409	Sport & Youth Improvements	24	24	3	5	16	24	0	MIX	
<b>Public Health Total</b>		<b>288</b>	<b>206</b>	<b>120</b>	<b>70</b>	<b>16</b>	<b>206</b>	<b>0</b>		
<b>Regeneration Services Committee Total</b>		<b>11,892</b>	<b>8,410</b>	<b>3,266</b>	<b>4,618</b>	<b>526</b>	<b>8,410</b>	<b>0</b>		

**Key**

RCCO Revenue Contribution towards Capital  
MIX Combination of Funding Types  
UCPB Unsupported Corporate Prudential Borrowing

GRANT Grant Funded  
CAP REC Capital Receipt  
UDPB Unsupported Departmental Prudential Borrowing

# REGENERATION SERVICES COMMITTEE

2 December 2016



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

**Subject:** QUARTER 2 – COUNCIL OVERVIEW OF PERFORMANCE AND RISK 2016/17

## 1. TYPE OF DECISION/APPLICABLE CATEGORY

For information.

## 2. PURPOSE OF REPORT

- 2.1 To inform Regeneration Services Committee of the progress made against the relevant areas of the 2016/17 Council Plan at the end of quarter 2. The report also provides the Committee with an update on the topic of Public Protection.

## 3. BACKGROUND

- 3.1 The Council Plan includes a number of key actions, performance indicators and risks which set out how the Council intends to deliver on its priority outcomes. The Council Plan 2016/17 was agreed by Council on the 17<sup>th</sup> March 2016.
- 3.2 At the end of each quarter officers provide an assessment of progress against the actions, performance indicators and risks in the Plan. These assessments are collected together and form the basis of the quarterly performance reports to Committee. Progress is categorised as:

Performance Indicator	Action
Achieved	Completed
On track to achieve target	On track to be completed
Acceptable progress made	Acceptable progress made
Requiring intervention	Requiring intervention
Not achieved	Not completed
No value	

- 3.3 At the beginning of the municipal year each Policy Committee identified 4 key areas of activity that they would like to receive updates on through the quarterly performance reports (i.e. 1 for each quarterly report). For Regeneration Services Committee they were agreed as:

Quarter 1 – Economic Climate  
Quarter 2 – Public Protection  
Quarter 3 – Skills & Workforce  
Quarter 4 – Sport & Recreation

#### **4. QUARTER 2 PERFORMANCE REPORT**

- 4.1 Overall progress against actions, performance indicators and risks that are relevant to this committee are identified in the performance report (**appendix 1**). Also included is an update on Public Protection.

#### **5. RISK IMPLICATIONS**

- 5.1 No implications

#### **6. FINANCIAL CONSIDERATIONS**

- 6.1 No implications

#### **7. LEGAL CONSIDERATIONS**

- 7.1 No implications

#### **8. CHILD AND FAMILY POVERTY**

- 8.1 No implications

#### **9. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 9.1 No implications

#### **10. STAFF CONSIDERATIONS**

- 10.1 No implications



## **11. ASSET MANAGEMENT CONSIDERATIONS**

11.1 No implications

## **12. RECOMMENDATIONS**

12.1 The Regeneration Services Committee is asked to:-

- note the progress made on the specific areas of the Council Plan relevant to the Committee at the end of quarter 2 as set in **Appendix 1**;
- note the update in relation to the Public Protection, as set out on page 4 of **Appendix 1**.

## **13. REASONS FOR RECOMMENDATIONS**

13.1 Regeneration Services Committee has responsibility for a number of services that are included within the Council Plan.

## **14. BACKGROUND PAPERS**

14.1 There were no background papers used in the preparation of the report.

## **15. CONTACT OFFICER**

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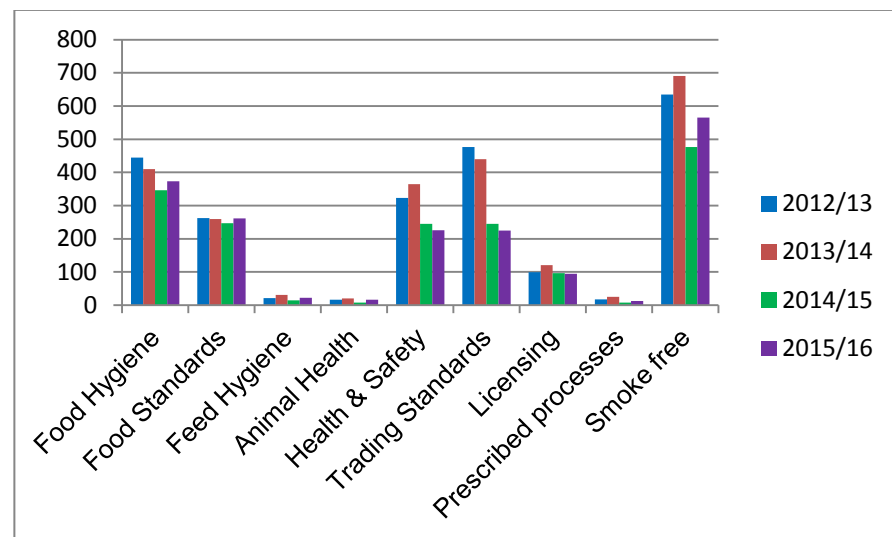
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## Public Protection

The Public Protection Service consists of three discrete teams: Commercial Services, Environmental Protection and Trading Standards & Licensing. Work undertaken falls into the following areas: planned work (including programmed interventions, sampling, projects and licensing) and reactive work (e.g. responding to complaints, accident and infectious disease notifications).

## Planned Work

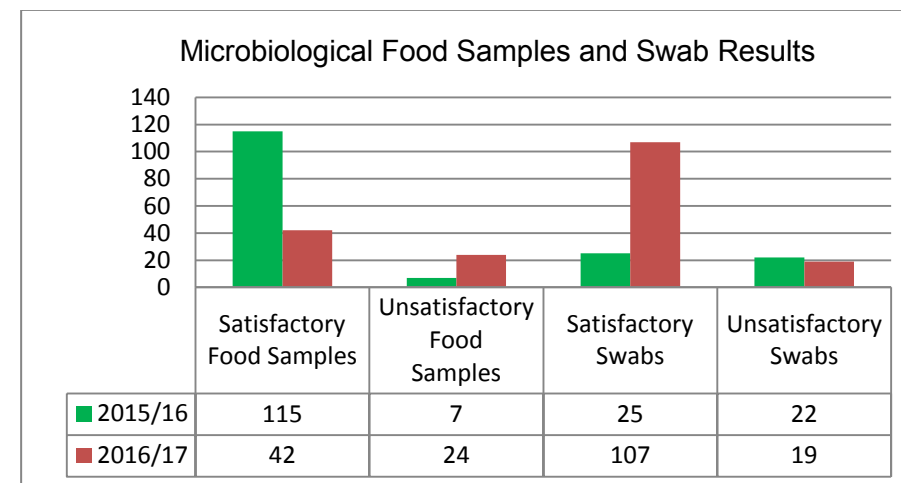
**Interventions** carried out across each service area between 2012/13 and 2015/16 are shown below. During the first half of 2016/17 the interventions programmes are on target. Further details of planned work can be found in the Food Law Enforcement, Health & Safety and Trading Standards Service Plans.



The following licences/permits have been issued during Q1 & 2:

	Taxi Licences (Drivers/Vehicles/Operators)	Licensing Act	Street Trading	Other
2015/16	427	178	24	5
2016/17	429	183	23	17

**Sampling** - A programme of sampling has been drawn up to assess the microbiological quality, composition and labelling of food, water and environmental surfaces. Details are included in the Food Law Enforcement Service Plan. Below are the results of microbiological samples taken during Q1 & 2 of 2015/16 and 2016/17.



Advice was provided regarding unsatisfactory results and re-sampling undertaken. Food standards samples have been taken as part of the Food Standards Agency National Coordinated Food Sampling Programme and water sampling carried out to monitor drinking and bathing water quality.

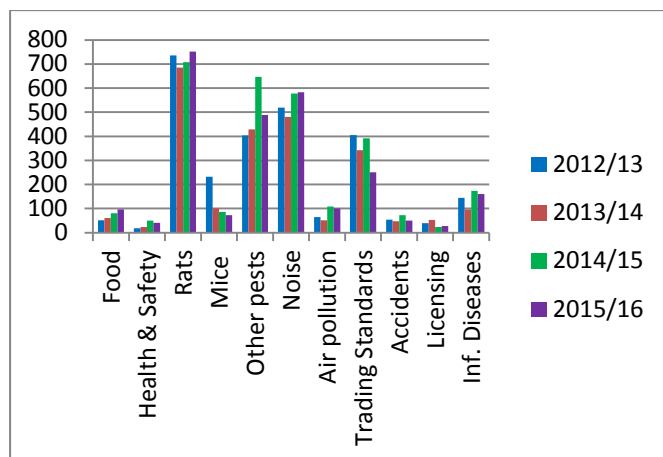
Samples are also tested to assess compliance with product safety legislation. Ten mobile phone chargers were tested, two of which failed to meet the British Safety Standard. Both retailers were advised, one removed the charger from sale in Hartlepool and the other retailer is liaising with the manufacturer and their Primary Authority.

## Public Protection

## Reactive Work

## Service Requests

Below is the annual number of service requests received across each service area.



Reactive work carried out is in the main complaint related. In total 1641 service requests were received during Q1 & 2 of 2016/17, which is broadly similar to those received during the same period of 2015/16 with three notable exceptions:

- hygiene complaints increased from 52 to 79
- trading standards requests increased from 128 to 223 (due to wider publicity of cold calling services)
- noise complaints decreased from 379 to 313 (due to the withdrawal of the out of hours noise service and changes in procedure)

Service requests received include concerns relating to food/hygiene of premises, reports of infectious disease, accidents, unfair trading, water disconnections, pest and noise complaints and requests for advice etc.

## Projects / Other Work

**No Cold Call Zones** – A priority for 2016/17 is to protect the vulnerable and as part of this, efforts have been made to implement a number of No Cold Call Zones (NCCZ) in the town. They have risen from two to 28 within the last two years.

**‘Say No to Doorstep Traders’ stickers** - To compliment the introduction of No Cold Call Zones, we have been issuing free ‘Say No to Doorstep Traders’ stickers that can be placed on people’s front doors and windows. These act as a deterrent to unwanted traders.

**Child Sexual Exploitation** – We have been working closely with Barnardo’s to develop an on-line training programme for taxi drivers covering Child Sexual Exploitation and Safeguarding.

**Contingency Planning** – A review of HBC’s Pandemic Flu Plan & Notifiable Animal Disease Plans commenced.

**Holiday Hunger Scheme** – All participants were visited.

**Pest Control** – We have been working on creating capacity in the pest control service to increase the contract work we undertake to bridge a budget shortfall.

**Capacity** - We are working on creating capacity by better use of IT and streamlining procedures to cope with reducing resources whilst improving the customer experience.

**Food Incidents** – The FSA have issued 117 food notices including allergy alerts, with the top undeclared allergens being egg, nuts, milk and mustard. Some have required action.

## Projects / Other Work

**Public Health Interventions** – A survey of allergen awareness in food businesses was undertaken & hand washing promoted to children in nurseries.

**Saving our Skins** – Work has continued with nurseries on developing sun safe policies.

**Tattoo Hygiene Rating Scheme** – Work has commenced with college students to develop a social media campaign to promote the scheme.

**Better Business for All** – We are working in partnership with the other 11 North East LAs to explore what we can be done to deliver our services better to promote economic growth in the region.

**Noise Complaints** - Changes have been made to our noise complaint procedures to improve efficiency and enable quicker resolution of complaints. Early indications are that there are some noticeable improvements and that the number of repeat complaints has reduced.

**Air Quality** - Particulate PM10 and Nitrogen Dioxide levels are monitored at 2 continuous sites and Nitrogen dioxide at a further 3 sites. The annual air quality report was submitted to DEFRA in July 2016. All of the levels fall within the objectives set out in the Regulations and there is no requirement to declare any Air Quality Management Areas.