

CABINET AGENDA



Monday, 15 December 2008

at 9.00 am

in Committee Room B, Civic Centre, Hartlepool

MEMBERS: CABINET:

The Mayor, Stuart Drummond

Councillors Hall, Hargreaves, Hill, Jackson, Payne, and Tumilty

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

To receive the Record of Decision in respect of the meeting held on 8 December 2008
(previously circulated)

4. BUDGET AND POLICY FRAMEWORK

4.1 Local Development Framework Annual Monitoring Report 2007/2008 - *The Director of Regeneration & Planning Services*

5. KEY DECISIONS

5.1 Orwell Walk Extra Care Housing Scheme - *Director of Adult and Community Services and Chief Financial Officer*

6. OTHER ITEMS REQUIRING DECISION

6.1 Closed Circuit Television (CCTV) Strategy 2009-2012 - *Head of Community Safety & Prevention*

7. ITEMS FOR DISCUSSION

No items

8. ITEMS FOR INFORMATION

- 8.1 Central Area Investment Framework - *Director of Regeneration and Planning Services*

9. REPORTS FROM OVERVIEW OF SCRUTINY FORUMS

- 9.1 Formal Response To The Executive's Initial Budget And Policy Framework Consultation Proposals For 2009/10 - *Scrutiny Co-ordinating Committee*

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7. ITEMS FOR DISCUSSION

No items

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CABINET REPORT

15 December 2008



Report of: The Director of Regeneration & Planning Services

Subject: Local Development Framework Annual Monitoring Report
2007/2008

SUMMARY

1. PURPOSE OF REPORT

To seek the approval of the fourth Local Development Framework Annual Monitoring Report for submission to the Government Office for the North East.

2. SUMMARY OF CONTENTS

Planning legislation requires that local authorities prepare an Annual Monitoring Report by the end of each calendar year. A report is currently being prepared covering the period 1 April 2007 and 31 March 2008. A copy of the finalised report will be sent out to Cabinet Members prior to the Meeting.

The Annual Monitoring Report assesses the implementation of the programme for preparation of Local Development Documents contained in the Local Development Scheme. The Annual Monitoring Report also assesses existing planning policies contained in the adopted Hartlepool Local Plan 2006.

The report sets out the progress of house building from 2004 and projected completions up to 2021 and compares this to the housing requirement set out in the Regional Spatial Strategy (July 2008).

3. RELEVANCE TO CABINET

The Annual Monitoring Report is part of the Local Development Framework under the new planning system and thus forms part of the Budget & Policy Framework.

4 TYPE OF DECISION

Non Key.

5. DECISION MAKING ROUTE

Cabinet 15 December 2008 and Council on 12 February 2009.

6. DECISION REQUIRED

Agreement is requested to the Annual Monitoring Report 2007/2008 for submission to Government Office for the North East.

Report of: The Director of Regeneration & Planning Services

Subject: Local Development Framework Annual Monitoring Report
2007/2008

1. PURPOSE OF REPORT

- 1.1 To seek agreement for the fourth Local Development Framework Annual Monitoring Report for submission to the Government Office for the North East.

2. BACKGROUND

- 2.1 The Planning Compulsory Purchase Act 2004 introduced a new planning system to replace the system of structure plans and local plans.
- 2.2 At the local level the Hartlepool Local Plan will be replaced by a portfolio of Local Development Documents and at the strategic level the Structure Plan has already been replaced by the Regional Spatial Strategy.
- 2.3 The Act also requires the Council to prepare a number of other documents including:-
- a) - a Local Development Scheme (LDS) setting out a rolling programme for the preparation of policy documents. The last LDS was approved in March 2008 but is to be revised in the near future to take account of changing circumstances and updated planning issues.
 - b) - a Statement of Community Involvement (SCI) setting out the standards to be achieved in involving the community in the preparation of Local Development Documents. The SCI was adopted in October 2006.
 - c) - an Annual Monitoring Report assessing the progress of preparation work against key milestones identified in the LDS and the effectiveness of planning policies.

This report is concerned with the last of these three documents the Annual Monitoring Report.

3 THE ANNUAL MONITORING REPORT 2007/2008

- 3.1 The legislation requires that local authorities submit an Annual Monitoring Report by the end of each calendar year. The period to be covered in the report is the previous financial year (April to March). The fourth Annual Monitoring Report (AMR) covering the period 1 April 2007 and 31 March 2008 is now being produced.
- 3.2 As required by Government regulation the document assesses the implementation of the Local Development Scheme and also assesses the effectiveness of existing planning policies. In this case it is the policies of the adopted Hartlepool Local Plan 2006.
- 3.3 A draft of the 2007/2008 Annual Monitoring Report is currently being prepared and will be sent out to Cabinet members prior to the meeting. Whilst the report is substantially complete, with the main elements including performance against key milestones included, some key elements such as those relating to the housing trajectory 2004- 2021 are still being assessed. This is an important part of the report, much of which relates to the provision of future housing land requirements in the Borough.

Assessment of the Local Development Scheme 2007.

- 3.4 The Annual Monitoring Report must include commentary on progress in relation to the Local Development Scheme as it is a statutory requirement to assess the implementation of the LDS. For the purpose of this AMR, the relevant LDS for the financial year 2007/2008 was the March 2007 LDS. The assessment confirms that all the key milestones were reached during that period including the following:-
 - a) Hartlepool Core Strategy
Public Consultation on Issues and Options & Initial Sustainability Analysis was undertaken by the key milestone date of October 2007
 - b) Housing Allocations DPD
The preparation of the document commenced by the key milestone date of January 2008
 - c) Joint Minerals and Waste Core Strategy DPD and the Joint Minerals and Waste Site Allocations DPD
Public Consultation on Issues and Alternative Options & Initial Sustainability Analysis was undertaken by the key milestone date of April 2007.
- 3.5 Members may recall that a revised LDS was approved by Cabinet in February 2008 for submission to Government Office for the North East as part of the ongoing review process. This LDS revised the programme for the preparation of the Core Strategy and Housing Allocations Development Plan Document

(DPD) and introduced additional documents of the Affordable Housing DPD and the Victoria Harbour Supplementary Planning Document (SPD).

- 3.6 The Annual Monitoring Report explains that the March 2008 Local Development Scheme was submitted to and agreed by Government Office for the North East (GONE). However following subsequent discussions with GONE it was agreed that the LDS needed to be revised significantly to allow more time to gather a robust evidence base and to reflect changes emerging from the new Planning Regulations which came into force on 1st September 2008. This will help the Local Development Framework through the adoption process to satisfy the ultimate test of 'soundness'. In addition it was considered to be essential that the LDF took full account of the Council's Community Strategy the review of which was completed in July.
- 3.7 Cabinet in July 2008 agreed to revise the process to reflect these issues and a report will be presented to Cabinet early in 2009 with a Revised LDS with updated programmes and documents. Work on the revised LDS is underway. These changes will have an impact on the Annual Report which is produced next year for the 2008/2009 period as some of the identified milestones in the 2008 LDS will not be achieved as a result of the above revision. As mentioned, however, the decision to amend this LDS was taken on the advice of GONE.

Strengthen the Local Development Framework Evidence Base

- 3.8 The AMR report also provides information in relation to strengthening the evidence base for the LDF. The Hartlepool Core Strategy work has been informed by recent studies such as the Strategic Housing Market Assessment Report, the Strategic Flood Risk Assessment and other documents. Further work is underway to prepare studies which will help in the selection of preferred options.
- 3.9 The Annual Monitoring Report explains that that work is progressing on an Employment Land Review (Autumn 2008) and two other studies are being carried out, namely on the Central Area Investment Framework and the Southern Business Zone which will set out regeneration initiatives to be taken into consideration in the preparation of the Core Strategy. In addition work on the Strategic Housing Land Availability Assessment is currently underway (October 2008) and an update to the 2005 Hartlepool Retail Study is to be undertaken. It is anticipated that to have all of this evidence base in place will take at least six months more than shown in the Core Strategy and Housings Allocations DPD.

Assessment of Current Policies

- 3.10 Government regulations require that the policies assessed in the Annual Monitoring Report should initially be those of the saved policies of the LDS i.e

the policies of the Hartlepool Local 2006 policies which have been automatically saved for the three year period up to April 2009.

- 3.11 During the year 2007/08 the only policy which was no longer appropriate was Policy To 5 relating to the North Shelter at Seaton Carew, the shelter having been removed and the site subsequently treated. Environmental works to the Esplanade has rendered the allocation of the site as a development site unnecessary.
- 3.12 In line with government guidance the Annual Monitoring Report includes core output indicators to be monitored by all local authorities. This includes a housing trajectory illustrating past and likely future housing completions against the requirements set out in the Regional Spatial Strategy 2008.

Saved Policies

- 3.13 As reported to Cabinet in October 2008 the Local Plan policies have been automatically saved for three years until April 2009. The Secretary of State has been requested to approve a schedule of policies which the Borough Council would like to have saved beyond April 2009. A list of these policies (which were recently approved by Cabinet) once approved by the Secretary of State will appear in the next Annual Monitoring Report 2008/09.

4 DECISION REQUIRED

- 4.1 Agreement is required to the Annual Monitoring Report 2007/2008 for submission to Government Office for the North East.

CABINET REPORT

15 December 2008



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- 3.7 Cabinet in July 2008 agreed to revise the process to reflect these issues and a report will be presented to Cabinet early in 2009 with a Revised LDS with updated programmes and documents. Work on the revised LDS is underway. These changes will have an impact on the Annual Report which is produced next year for the 2008/2009 period as some of the identified milestones in the 2008 LDS will not be achieved as a result of the above revision. As mentioned, however, the decision to amend this LDS was taken on the advice of GONE.

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4 DECISION REQUIRED

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Hartlepool Local Development Framework

Annual Monitoring Report

2007/2008



DRAFT

December 2008

PREFACE

Government legislation requires every local planning authority to prepare an Annual Monitoring Report (AMR) for submission to the Secretary of State by the end of December each year. The period covered by the Annual Monitoring Report should be the previous year 1st April to 31st March.

Specifically, the annual monitoring report should assess:

- i. the implementation of the Local Development Scheme (LDS) which sets out the Council's programme for the preparation of documents relating to forward planning;
- ii. the extent to which policies in current planning documents are being achieved.

This is the fourth Annual Monitoring Report to be prepared for Hartlepool under the new legislation and it generally covers the period **1st April 2007 to 31st March 2008**, although account is taken as necessary of relevant developments both before and after this period.

The report is set out as follows:

- Executive summary of the main findings,
- Introduction setting the context for the report,
- Progress on the implementation of the local development scheme,
- The key characteristics of Hartlepool and the problems and challenges faced, and
- Assessment of current planning policies in the adopted 2006 Hartlepool Local Plan.

EXECUTIVE SUMMARY

This is the fourth Annual Monitoring Report prepared by Hartlepool Borough Council under the Planning & Compulsory Purchase Act 2004 and generally relates to the period **April 2007 to March 2008**. It reviews the progress made on the implementation of the Local Development Scheme and generally assesses the effectiveness of planning policies and the extent to which they are being implemented.

(A) Implementation of the Local Development Scheme (LDS):

All the key milestones for the preparation of Development Plans Documents during the period 2007/08 set out in the Local Development Scheme March 2007 were met.

During the period 2007/2008 there were delays in the preparation of the two Supplementary Planning Documents on Planning Obligations and on Transport Assessments and Travel Plans. The reasons for these delays were to allow more time to incorporate the findings of the PPG 17 Open Space Audit and to undertake work under the Habitats Regulations respectively.

The 2007 Local Development Scheme was updated in March 2008 to:

- Revise the programme for later stages in the preparation of the Core Strategy and Housing Allocations DPDs;
- Revise the timetable for the preparation of the Planning Obligations and Transport Assessments and Travel Plans SPDs;
- Include the timetables for the preparation of a new DPD on affordable housing and a new SPD on Victoria Harbour, the need for which were highlighted in previous Annual Monitoring Reports.

A further revision to the 2008 Local Development Scheme is being prepared to incorporate significant changes to the programme for the Core Strategy preparation to enable the production of a more robust evidence base which will help ensure that the Core strategy is ultimately found to be 'Sound'.

(B) Assessment of Planning Policies

The planning policies assessed in this report are those of the Hartlepool Local Plan adopted in April 2006.

The assessment does not cover every individual policy in detail – this was in any event done as part of the preparation process for the new Local Plan. The report considers the effectiveness of the policies which have been in force since 2006.

As the Local Plan was adopted as recently as April 2006 most of the 173 separate policies are up to date and still relevant.

A site at the North Shelter, Seaton Carew is no longer available as a development site following environmental improvements on the site. As a consequence Policy

To5 is unnecessary. Policy Com 17 as reported in 2006/2007 is also no longer relevant due to implementation of the High Point Retail Park at Marina Way.

In general the local plan policies have been effective in both the management of planning proposals and in the economic, social and environmental development of the Borough.

1 INTRODUCTION

The Planning Legislation

- 1.1 The Planning and Compulsory Purchase Act 2004 introduced a new system of development planning. New types of planning documents are being prepared and incorporated into a Local Development Framework (LDF). These documents are known as Local Development Documents (LDDs). The Local Development Documents will set out the spatial planning strategy for the Hartlepool area¹ and progressively replace the Hartlepool Local Plan and associated supplementary planning guidance. Hartlepool Borough Council's programme for preparing documents under the new planning system is set out in the Local Development Scheme (LDS)².
- 1.2 The Local Development Framework comprises a number of related documents. These are:
- The Local Development Scheme referred to above,
 - The Statement of Community Involvement setting out how the Council will involve residents and other interested persons and bodies in the preparation and revision of new planning documents and in the consideration of major planning applications, and
 - The Annual Monitoring Report assessing the implementation of the local development scheme and the extent to which policies in local development documents are being achieved.

The Annual Monitoring Report

- 1.3 Local planning authorities are required³ to examine certain matters in their Annual Monitoring Reports. Additional government policy and advice is set out in PPS12 (Local Development Frameworks) and the Communities & Local Government's 'Regional Spatial Strategy and Local Development Framework – Core Output Indicators- Update 2 / 2008'.
- 1.4 The key tasks for Annual Monitoring Reports are as follows:
- a) Review actual progress in terms of the preparation of documents specified in the Local Development Scheme against the timetable and milestones set out in the Scheme, identifying if any are behind timetable together with the reasons, and setting out a timetable for revising the scheme (see Section 2).
 - b) Assess the extent to which planning policies are being implemented – these will ultimately be the policies included in local development documents, but initially will be what are termed 'saved' policies' from adopted local plans.

¹ For further information on the new planning system see Section 2 of the Hartlepool Local Development Scheme.

² The Local Development Scheme 2008 can be viewed on Hartlepool Council's website (www.hartlepool.gov.uk).

³ Under Section 35 of the Planning and Compulsory Purchase Act and Regulation 48 of Town and Country Planning (Local Development) (England) Regulations 2004.

In terms of assessing the implementation of such policies, the Annual Monitoring Report should:

- where policies are not being implemented, explain why and set out the steps to be taken to ensure that the policy is implemented, or identify whether the policy is to be amended or replaced;
- identify whether policies need adjusting or replacing because they are not working as intended;
- identify any policies that need changing to reflect changes in national or regional policy; and
- set out whether any policies are to be amended or replaced.

1.5 In order to assess the effectiveness of planning policies, it is important to set out the social, economic and environmental context within which the policies have been formulated, the problems and issues they are intended to tackle, and the opportunities of which advantage can be taken to resolve such problems and issues. Section 3 of the Annual Monitoring Report therefore gives consideration to the key characteristics of Hartlepool and the problems and challenges to be addressed.

1.6 Section 4 of this report then gives detailed consideration to the assessment of current planning policies contained within the 2006 Hartlepool Local Plan.

Methodology for Assessing Policies

1.7 Government regulations require that Annual Monitoring Reports identify policies that are not being implemented, give the reasons for this and the steps, if any, to secure their implementation. This report for the period **1st April 2007 to 31st March 2008** gives consideration to the policies of the Hartlepool Local Plan adopted in April 2006.

1.8 In line with government guidance the first Annual Monitoring Report established data on a range of indicators needed to monitor policies. Certain indicators (referred to as '**core output indicators**') have been established by central government and must be monitored by all local planning authorities. This includes the preparation of a housing trajectory illustrating past and likely future housing completions against the requirements set out in strategic planning documents (The Regional Spatial Strategy 2008). Other indicators ('**local output indicators**') were developed in the previous Annual Monitoring Reports to ensure robust assessment of policy implementation relevant to the specific circumstances of the Hartlepool area, reflecting the availability of existing data sources and which were relevant also to the objectives of the Hartlepool Local Plan 2006.

1.9 This Annual Monitoring Report includes a number of targets relating to some of the output indicators by which to judge the effectiveness of policies. Performance against these targets will be analysed in future AMRs.

2. IMPLEMENTATION OF THE HARTLEPOOL LOCAL DEVELOPMENT SCHEME

- 2.1 The Hartlepool Local Development Scheme (LDS) sets out a rolling programme for the preparation of documents relating to forward planning in Hartlepool. It is specifically concerned with documents being prepared over the next three years or so, but also highlights those which are likely to be prepared beyond the next three years. It is reviewed periodically. The LDS was last reviewed in March 2008 but with significant changes to the programme required an updated LDS is to be produced in early 2009.
- 2.2 This Annual Monitoring Report is required to review progress over the period 2007/08, thus it is necessary to assess the implementation of the March 2007 LDS which was the scheme current for most of the year under consideration.
- 2.3 However, in order for this Annual Monitoring Report to inform properly the need to review the programme for the preparation of Local Development Documents set out in the current March 2008 LDS, the reasons for proposed changes to the 2008 and subsequent revisions to the LDS are also set out in this report.

Implementation of the March 2007 Local Development Scheme

- 2.4 The March 2007 Local Development Scheme includes the programme for the preparation of six Local Development Documents, summarised in paragraph 2.5 below. The LDS carried forward five documents (Statement of Community Involvement, Core Strategy, Joint Mineral and Waste Core Strategy and Site Allocations DPDs and the Planning Obligations Supplementary Planning Document) which had been included in the 2006 LDS, and introduced an additional SPD on Transport Assessment.
- 2.5 The six documents highlighted in the March 2007 LDS are listed below with the timetables for the main stages of their preparation (as set out in Tables 1 to 6 of the 2007 LDS):

(i) Core Strategy Development Plan Document (DPD)

Consultation on Issues & Options	October – December 2007
Consultation on Preferred Options	May – June 2008
Submission to Secretary of State	December 2008
Consultation on Submitted DPD	December 2008 - November 2009
Pre-Examination Meeting	May 2009
Commencement of Public Examination	July 2009
Receipt of Inspector's Report	January 2010
Adoption of DPD	March 2010

(ii) Housing Allocations Development Plan Document (DPD)

Commencement	January 2008
Consultation on Issues & Options	February- April 2009
Consultation on Preferred Options	September – October 2009
Submission to Secretary of State	March 2010
Consultation on Submitted DPD	March – April 2010
Pre-Examination Meeting	September 2010
Commencement of Public Examination	November 2010
Receipt of Inspector's Report	May 2011
Adoption of DPD	July 2011

(iii) Planning Obligations Supplementary Planning Document (SPD)

Commencement	July 2006- October 2007
Consultation on Draft SPD	November 2007 – January 2008
Adoption of SPD	May 2008

(iv) Transport Assessment & Travel Plans SPD

Commencement	January – May 2007
Consultation on Draft SPD	August – September 2007
Adoption of SPD	December 2007

(v) Joint Minerals and Waste Core Strategy Development Plan Document (DPD)

Commencement	January 2007
Consultation on Issues & Options	May – June 2007
Consultation on Preferred Options	February - March 2008
Submission to Secretary of State	January 2009
Consultation on Submitted DPD	January - February 2009
Pre-Examination Meeting	April 2009
Commencement of Public Examination	July 2009
Receipt of Inspector's Report	January 2010
Adoption of DPD	April 2010

(vi) Joint Minerals and Waste Site Allocations Development Plan Document (DPD)

Commencement	January 2007
Consultation on Issues & Options	May – June 2007
Consultation on Preferred Options	February - March 2008
Submission to Secretary of State	January 2009
Consultation on Submitted DPD	January - February 2009
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Commencement of Public Examination	July 2009
Receipt of Inspector's Report	January 2010
Adoption of DPD	April 2010

2.6 The implementation of the March 2007 LDS is assessed in terms of the extent to which the targets and key dates (milestones) for the preparation of planning documents have been met during the year 2007-2008.

2.7 Table 2.1 below sets out milestones for the period under consideration and identifies whether these were met:

Table 2.1: Implementation of the March 2007 LDS

Document	Milestone**	Key Dates	Actual Progress	Milestone Achieved
Hartlepool Core Strategy DPD	Consultation on Issues and Options & Initial Sustainability Analysis	October 2007	The Issues & Options Report & Sustainability Appraisal were subject to public consultation between October 2007 and February 2008	Yes
Housing Allocations DPD	Commencement	January 2008	Public notice was given of the commencement on work on the Housing Allocations DPD and discussions held with various landowners.	Yes
Joint Minerals and Waste Core Strategy DPD	Consultation on Issues and Options & Initial Sustainability Analysis	May 2007	. The Issues & Options Report & Sustainability Appraisal were subject to public consultation betw.	Yes
Joint Minerals and Waste Site Allocations DPD	Consultation on Issues and Options & Initial Sustainability Analysis	May 2007	The Issues & Options Report & Sustainability Appraisal were subject to public consultation between May & June 2007.	Yes

Planning Obligations Supplementary Planning Document (SPD)	Commencement & Evidence Gathering	July 2006 – October 2007	Evidence gathering continued to be carried out during the period from March 2007 onwards.	Yes
	Consultation on draft SPD	November 2007	Work progressing on evidence gathering	No
Transport Assessment & Travel Plans SPD	Evidence Gathering	May 2007	Work progressing on evidence gathering	Yes
	Draft SPD Report & Sustainability Appraisal	August 2007	Documents subject to consultation from August to October 2007	Yes
	Adoption	December 2007	Further work required to comply with Habitats Regulations	No

** Key Milestones for Development Plan Documents are highlighted in bold red type

Commentary

- 2.8 **Hartlepool Core Strategy:** In order to secure a more realistic timetable the programmes for the Core Strategy and Housing Allocations DPD were amended slightly in the March 2007 LDS from that originally agreed with the Inspectorate for the previous LDS in July 2006. The Issues & Options Report and its Sustainability report were published in October 2007 and subject to public consultation until February 2008.
- 2.9 **Joint Minerals and Waste Core Strategy and Site Allocations DPDs:** These two Development Plan Documents are being prepared for the whole of the Tees Valley area. During the period of this report Consultants Entec UK Ltd continued the preparation of these documents. Public consultation was carried out on the Key Issues and Alternative options report between May and June 2007. In January 2008 the Preferred Options Report was published for public consultation.
- 2.10 **Planning Obligations Supplementary Planning Document (SPD):** Whilst evidence gathering continued during the period March to November 2007 the draft document was not published as programmed owing to delays in the work on other key documents such as the PPG17 Open Space Audit, the findings from which influence the content of the Planning Obligations SPD. Other work is still taking place towards the preparation of the SPD and a pre-consultation document was produced outlining initial thoughts on the likely makeup of the SPD and some of the issues and obligations that the document might highlight. The document was subject to public consultation between September and October 2007 and a small number of representations were received which have been useful in the further development of the SPD.

Implementation of the March 2008 Local Development Scheme

- 2.11 A Revised LDS was prepared in March 2008. This introduced an Affordable Housing DPD and an additional SPD on Victoria Harbour. It also included amendments to the timetables for the preparation of the Core Strategy and Housing Allocations DPD and other documents.

Affordable Housing DPD

- 2.12 As the adopted Local Plan contains no specific policy on the requirement for affordable housing as part of a development proposal it is considered essential that a policy be put in place as quickly as possible to fill this policy omission. The urgent need to have an adopted policy on affordable housing means that the adoption of the document will be achieved before the adoption of the Core Strategy.
- 2.13 The Affordable Housing Development Plan Document aims to address the shortfall of affordable housing in the Borough. It will identify policies to secure provision of affordable housing on residential developments and contribute towards the development of a balanced housing market with maximised housing choices in Hartlepool.
- 2.14 Preparation of the Affordable Housing DPD commenced in November 2007 and an Issues and Options Report was published for public consultation in March 2008. Following an economic viability assessment it is anticipated that a Preferred Options report will be prepared in Spring 2009.

Victoria Harbour SPD

- 2.15 In December 2005 Hartlepool Borough Council resolved that it was minded to approve a planning application for the a mixed use development of Victoria Harbour in line with Policy Com15 of the Hartlepool Local Plan. The resolution was subject to a number of requirements and conditions, one of which was the completion of a Section 106 legal agreement.
- 2.16 The S106 agreement has not yet been completed so no planning decision has issued. This delay has afforded an opportunity for the parties, including the local authority, the landowners and Tees Valley Regeneration to consider in more detail the comprehensive approach set out in a previously agreed masterplan. It was therefore considered appropriate to insert the preparation of the SPD into the programme set out in the March 2008 LDS in order to reflect the current position and ensure effective planning controls relating to the development of this site are in place.
- 2.17 In April 2008 Lichfield Planning & Levitt Bernstein were commissioned to work in partnership with Hartlepool Borough Council to prepare an SPD for Victoria Harbour which aims to provide a comprehensive approach to an updated masterplan and to give guidance on phasing, layout, design requirements and identify issues on affordable housing for the site. The aim of the SPD is to

give a strong mechanism for promoting, guiding and managing the development of the site over a twenty year period.

Implementation of the March 2008 Local Development Scheme

2.18 Eight documents are highlighted in the March 2008 LDS. These are listed below with the timetables for the main stages of their preparation:

(i) Core Strategy Development Plan Document (DPD)

Consultation on Issues & Options	October – January 2008
Consultation on Preferred Options	May – June 2008
Submission to Secretary of State	December 2008
Consultation on Submitted DPD	December 2008 – January 2009
Pre-Examination Meeting	May 2009
Commencement of Public Examination	July 2009
Receipt of Inspector's Report	January 2010
Adoption of DPD	March 2010

(ii) Housing Allocations Development Plan Document (DPD)

Commencement	January 2008
Consultation on Issues & Options	February – April 2009
Consultation on Preferred Options	September – October 2009
Submission to Secretary of State	March 2010
Consultation on Submitted DPD	March – April 2010
Pre-Examination Meeting	September 2010
Commencement of Public Examination	November 2010
Receipt of Inspector's Report	May 2011
Adoption of DPD	July 2011

(iii) Affordable Housing Development Plan Document (DPD)

Commencement	November 2007
Consultation on Issues & Options	March – May 2008
Consultation on Preferred Options	July – August 2008
Submission to Secretary of State	December 2008
Consultation on Submitted DPD	December 2008 – February 2009
Pre-Examination Meeting	March 2009
Commencement of Public Examination	May 2009
Receipt of Inspector's Report	July 2009
Adoption of DPD	October 2009

(iv) Victoria Harbour Supplementary Planning Document (SPD)

Commencement	April 2008
Consultation on Draft SPD	August 2008
Adoption of SPD	October 2008

(v) Planning Obligations Supplementary Planning Document (SPD)

Commencement	July 2006
Consultation on Draft SPD	April – May 2008
Adoption of SPD	September 2008

(iv) Transport Assessment & Travel Plans SPD

Commencement	January 2007
Consultation on Draft SPD	August 2007
Adoption of SPD	April 2008

(vi) Joint Minerals and Waste Core Strategy Development Plan Document (DPD)

Consultation on Preferred Options	February – March 2008
Submission to Secretary of State	January 2009
Consultation on Submitted DPD	January – February 2009
Pre-Examination Meeting	April 2009
Commencement of Public Examination	July 2009
Receipt of Inspector's Report	January 2010
Adoption of DPD	April 2010

(vi) Joint Minerals and Waste Site Allocations Development Plan Document (DPD)

Consultation on Preferred Options	February – March 2008
Submission to Secretary of State	January 2009
Consultation on Submitted DPD	January – February 2009
Pre-Examination Meeting	April 2009
Commencement of Public Examination	July 2009
Receipt of Inspector's Report	January 2010
Adoption of DPD	April 2010

Future Review of the March 2008 LDS

- 2.19 Whilst the 2008 Local Development Scheme was submitted to Government Office for the North East, it has become apparent that the documents produced as part of the Local Development Framework require to be supported by a more robust evidence base to ensure that the LDF can proceed through to the adoption process and satisfying the ultimate test of soundness.
- 2.20 It is also recognised that the requirements of new Town & Country Planning Regulations which came into force on 1 September 2008 need to be reflected in a revised LDS.
- 2.21 In the light of experience elsewhere in the country there has been concern that the evidence base required in the preparation of the Local Development Framework should be as robust as possible. Experience has highlighted the need to strengthen the evidence base to avoid the situation where some Core Strategies have failed to meet the tests of soundness at the Examination stage and others have been withdrawn prior to Examination when it became evident that more evidence research would be required. In some cases the need to withdraw the document prior to, or at Examination stage, has led to undue delay and additional costs.
- 2.22 Whilst the Hartlepool Core Strategy work has been informed by recent studies such as the Strategic Housing Market Assessment Report, the Strategic Flood Risk Assessment and other documents, it is considered that it is essential to have in place additional robust studies to support the selection of preferred options.
- 2.23 Currently work is progressing on an Employment Land Review and two other studies are being carried out, namely on the Central Area Investment Framework and the Southern Business Zone which will set out regeneration initiatives to be taken into consideration in the preparation of the Core Strategy.
- 2.24 In addition work on the Strategic Housing Land Availability Assessment is underway and an update to the 2005 Hartlepool Retail Study is to be undertaken.
- 2.25 It is anticipated that to have all of this evidence base in place will take at least six months more than shown in the 2008 LDS for the Core Strategy and the Housing Allocations DPD.
- 2.26 Planning Policy Statement 12 (PPS12) places strong emphasis on a corporate approach to plan making giving significance to the Local Development Framework and reiterates the Government's intention that the Local Development Framework is an essential means of delivering the spatial

element of the Community Strategy. Following a rigorous review of the previous strategy Community Strategy the new Hartlepool Community Strategy, 'Hartlepool's Ambition', was published in September 2008 and the key themes contained in it will be incorporated into the Core Strategy.

- 2.27 The Town & Country Planning Regulations 2008 set out new procedures for preparing DPDs. The somewhat detailed consultation process under the previous system was replaced on 1 September 2008 by a new single statutory consultation stage to take place before the publication of the Development Plan Document.
- 2.28 The aim of this change is to ensure that once a Document reaches its publication stage there should not be any major changes before the document is formally submitted to the Secretary of State.
- 2.29 This and other changes to the Regulations mean that the following documents currently contained within the 2008 Local Development Scheme will be affected by a change to the programme of those DPDs currently at varying stages of preparation.
 - Core Strategy Development Plan Document (DPD)
 - Housing Allocations Development Plan Document (DPD)
 - Affordable Housing DPD
 - Joint Minerals & Waste DPDs.
- 2.30 The Core Strategy Preferred Options stage was programmed for July 2008. In view of the requirement to strengthen the evidence base (as described above), the timescale for producing the Preferred Options will need to be extended and the document will be developed in accordance with the new regulations. With a re-profiling of the Core Strategy timetable there will be a knock-on effect on the Housing Allocations DPD.

Affordable Housing DPD

- 2.31 Work is well underway in the preparation of the Affordable Housing DPD with Issues and Options stage consultation having ended on 30 June 2008. The Preferred Options stage was published for six week consultation in August 2008. However it was considered necessary to conduct an economic viability study to provide a more robust evidence base in support of the document. A revised Preferred Options paper is expected to be published for consultation in Spring 2009 taking account of the revised evidence base. In view of changes to the Regulations from 1st September 2008, the consultation on Preferred Options stage will need to be replaced by a first consultation of the plan followed by formal submission to the Secretary of State. It will therefore be necessary to amend the timetable to take account of both of these changes. It is likely that the date of adoption of the finalised document will remain unchanged.

Joint Minerals and Waste Development Plan Documents

- 2.32 The timetable for the Joint Minerals and Waste Development Plan Documents being prepared on behalf of the Tees Valley authorities will need to be amended in the Hartlepool Local Development Scheme. The date of Publication and Submission of the Minerals and Waste DPDs has been delayed by 6 months to allow additional work to be carried out to ensure that the DPDs comply with new Government requirements and to consider the implications of a proposed quarry extension on the Darlington / Durham County border. The Adoption is scheduled for July 2010.

Victoria Harbour SPD

- 2.33 A number of issues have emerged relating to economic conditions, forecasting, phasing and the extent of available land. The programme set out in the March 2008 LDS has therefore proved too optimistic and a substantial revision to the timetable will be required in the subsequent LDS.

Planning Obligations SPD:

- 2.34 Whilst work has progressed on this document, it was considered that there should be further background evidence base material on play space and recreational facilities collected to better inform the policy guidance to be included in the document.

Transport Assessments and Travel Plans SPD:

- 2.35 This SPD was subject to consultation for a six week period between 31 August and 12 October 2007. Natural England indicated that in accordance with Article 6(3) and 6(4) of the Habitats Directive 92/43/EEC, the Transport Assessment and Travel Plans draft SPD must be subject to an Appropriate Assessment using an initial Habitats Regulations Assessment screening process to enable the planning authority to ascertain that it will not adversely affect the integrity of a European Site. The need to undertake this Appropriate Assessment screening process will result in a delay in the adoption of the SPD, which is now anticipated to be adopted in early 2009.

Conclusions

1. All the key milestones for the preparation of DPDs during the period 1 April 2007 to 31 March 2008 as set out in the March 2007 LDS were met.
2. However, there was a delay in the preparation of the Planning Obligations SPD and thus the March 2008 Local Development Scheme incorporated a new timetable for its preparation reflecting the then anticipated completion of the PPG17 audit
3. Delays have occurred in the preparation of the Transport Assessments and Travel Plans SPD as a result of a need to carry out a Habitats Regulation Assessment. The SPD should be adopted in early 2009.
4. The Local Development Scheme when reviewed in early 2009 will incorporate a revised timetable for
 - the Core Strategy,
 - the Affordable Housing DPD,
 - Housing Allocations DPD
 - Planning Obligations SPD

- Transport Assessment & Travel Plans SPD
- Victoria Harbour SPD
- And any other additional Local Development Documents deemed desirable to include.

A full reasoned justification and new profiling to the LDS will be set out in the 2008/2009 Annual Monitoring Report.

3. HARTLEPOOL – ITS KEY CHARACTERISTICS AND THE PROBLEMS AND CHALLENGES FACED

- 3.1 This section of the Annual Monitoring Report sets out the wider social, economic and environmental background of Hartlepool and the related issues, opportunities and challenges facing the Borough. It concludes with a SWOT analysis setting out the Strengths, Weaknesses, Opportunities and Threats relating to the future development of Hartlepool.
- 3.2 The key contextual indicators used in the text of this section of the Annual Monitoring Report to describe the wider characteristics of the town will provide the baseline for the analysis of trends, as these become apparent, and for assessing, in future Annual Monitoring Reports, the potential impact future planning policies may have had on these trends. The key characteristics reflect the Outcomes and Objectives set out in the new Community Strategy (2008) in so far as they relate to spatial planning. Many of the contextual indicators are related to priorities set out in Hartlepool's Local Area Agreement (2008-2011). Both documents can be viewed on the Hartlepool Partnership website www.hartlepoolpartnership.co.uk by clicking the links on the homepage.

Hartlepool & the Sub Regional context.

- 3.3 The Borough comprises part of the Tees Valley Area formed by the five boroughs of Darlington, Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton on Tees.
- 3.4 Hartlepool is an integral part of the Tees Valley City Region which extends through the Tees Valley into East Durham. It is a major retail service centre serving the town and parts of Easington. Over recent years it has developed as an office and tourism centre. The development of the Hartlepool Quays and particularly the proposed Victoria Harbour forms an important component of the Coastal Arc initiative stretching from Hartlepool through to Redcar, exploiting the potential of the coast as an economic and tourist driver for the city region.

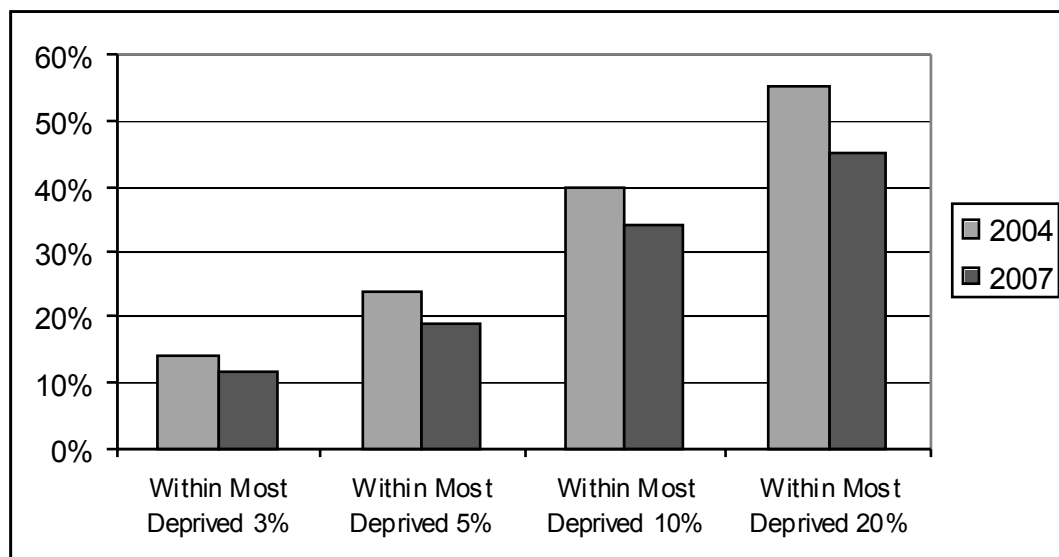
Hartlepool in the Local Context

- 3.5 Hartlepool has a long history, the first recorded settlement being centred on the Saxon Monastery founded in 640AD. Its first charter was issued in 1145. The town as it is today has grown around the natural haven which became its commercial port and from which its heavy industrial base developed.
- 3.6 The Borough of Hartlepool covers an area of about 9400 hectares (over 36 square miles). It is bounded to the east by the North Sea and encompasses the main urban area of the town of Hartlepool and a rural hinterland containing the five villages of Hart, Elwick, Dalton Piercy, Newton Bewley and Greatham. The main urban area of Hartlepool is a compact sustainable settlement with many of the needs of the residents in terms of housing, employment, shopping and leisure being able to be met within the town. The Durham Coast railway

line runs through the centre of the town and connects Hartlepool to Newcastle, the rest of Tees Valley, York and London. The A19 trunk road runs north/south through the western rural part of the Borough and it and the A1(M) are readily accessed via the A689 and the A179 roads which originate in the town centre.

- 3.7 The population of Hartlepool declined steadily in the later decades of the 1900s from 99,200 (1971 Census) to about 90,100 (2001 Census as adjusted) but more recently has levelled out and has increased as the out-migration flows been reduced. Hartlepool currently has a population of about 92,200 (2008 mid year estimates), of which only 1.2% were from the non-white and minority ethnic groups (2001 Census) compared to 9.1% nationally.
- 3.8 The Index of Multiple Deprivation (IMD) is due to be updated in 2009. However, the 2007 IMD ranks Hartlepool the 23rd most disadvantaged district in the country, an improvement on the 2004 ranking of 14th most disadvantaged district. Further, the number of the 58 Super Output Areas⁴ (SOAs) in Hartlepool within the national most deprived 3%, 5%, 10% and 20% has declined between 2004 and 2007 as illustrated in the diagram below.

Super Output Areas within Index of Multiple Deprivation National Most Deprived Areas 2004 and 2007



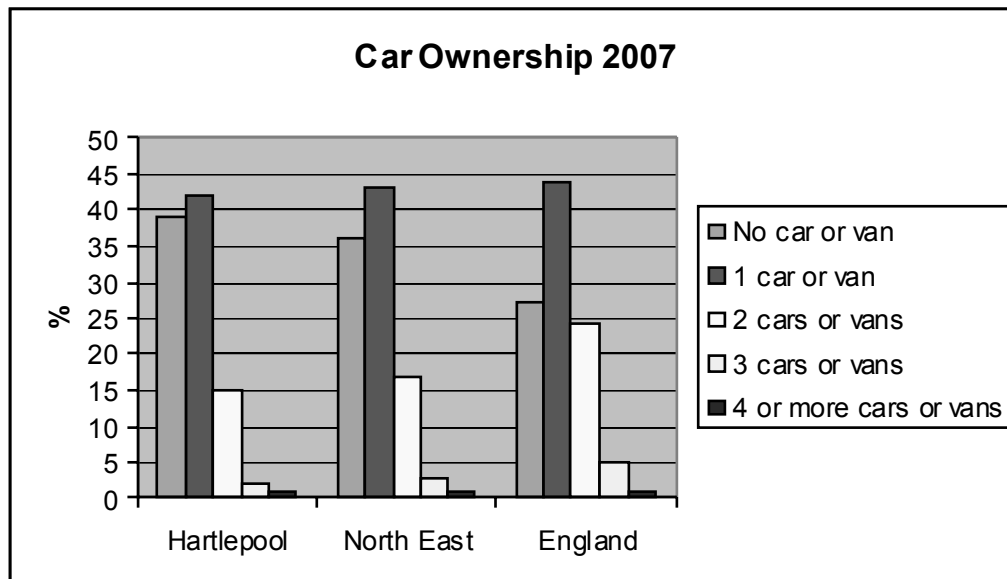
- 3.9 Many of the factors included in the Index of Multiple Deprivation may have been influenced indirectly by the planning policies of the Hartlepool 2006 Local Plan (eg policies enabling the diversification of employment opportunities can increase employment and income, policies for the improvement of the built and natural environment, including housing, can influence health, crime levels and the living environment generally).
- 3.10 Hartlepool suffers from a limited availability of good quality business sites and premises which hinders to some extent business formation and growth.

⁴Super Output area, of which there are about 32,500 nationally, comprise sub-divisions of wards, of about 1500 people.

However there has been significant investment in a series of capital projects that have improved the physical infrastructure of the town e.g. Queen's Meadow.

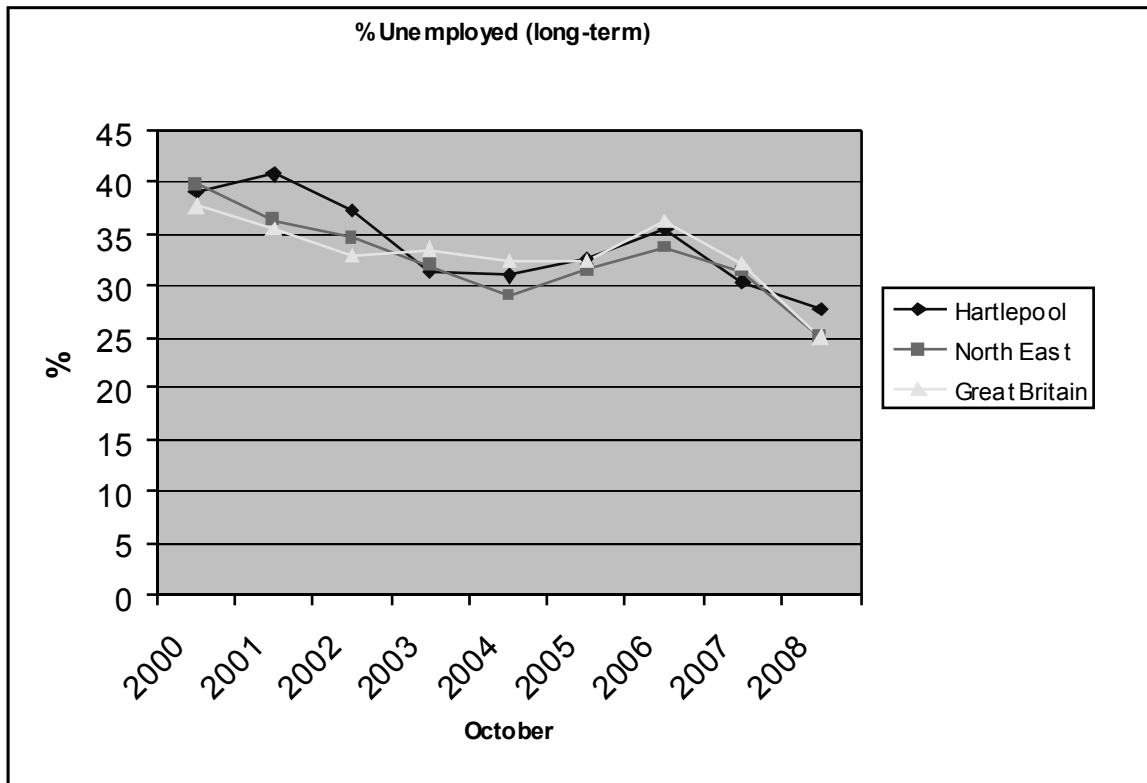
- 3.11 Car ownership, as shown in the graph below, is low in Hartlepool. 39% of households had no car in 2007 – by comparison, equivalent figures for the Tees Valley and England and Wales are 36% and 27% respectively. In some neighbourhoods over 60% of the population have no car.

Car Ownership 2007



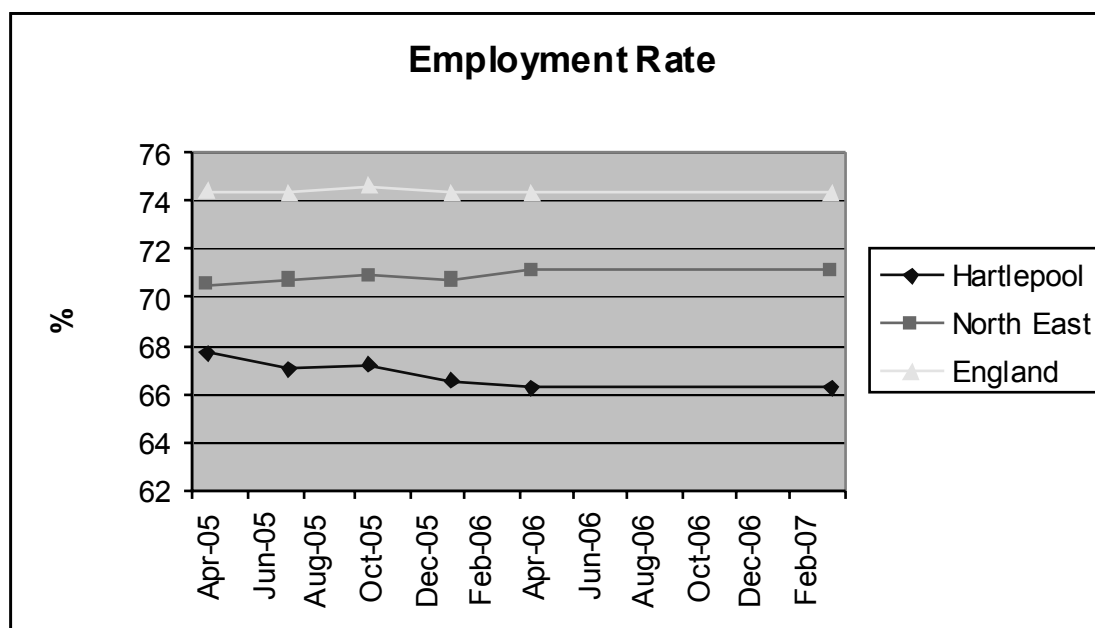
- 3.12 **Jobs and Economy:** The tourism economy in Hartlepool has more than doubled since 1997 from £23m to £44m. This growth was principally based around the regeneration of the Marina area. In 2006, Hartlepool won the bid for the town to be the final port in the 2010 Tall Ships' Races. It is estimated that the event will see in the region of 1 million visitors coming to Hartlepool. This will obviously have a major impact on the town's economy and in particular the tourism sector. Over the coming years the economy of Hartlepool will benefit from the development of Victoria Harbour, a major mixed use development comprising housing, business, leisure and community uses. The estimated end value of Victoria Harbour is nearly £1 billion.

- 3.13 At April 2008 the unemployment rate for Hartlepool was 4.5% compared with 2.2% nationally. The employment gap between Hartlepool and the national average has been fluctuating over the years. The widest gap was recorded in 2001 and the lowest in 2005. Although Hartlepool has higher unemployment, the fluctuating trend of unemployment however, is the same as the national trend. The graph below indicates the long term unemployment trend up to Autumn 2008 showing the long term unemployment rate as a % of the unemployed.

Unemployment Trend 2000-2008 (TVJSU Nov 2008)

3.14 Of the people in Hartlepool who were of working age, the employment rate was 67.7% (April 2005) compared with an average of 74.4% for Great Britain as a whole. Contrary to a national employment rate increase between April 2005 and April 2006, the employment rate in Hartlepool simultaneously decreased from 67.7% in April 2005 to 67% in April 2006. Although the Hartlepool employment rate is lower than both the national and regional rates, the graph indicates the trend has remained relatively stable since 2006. The North East as a whole has seen an average increase by about 1% (see chart below).

Employment Rate Trend (2005 - 2007)⁵

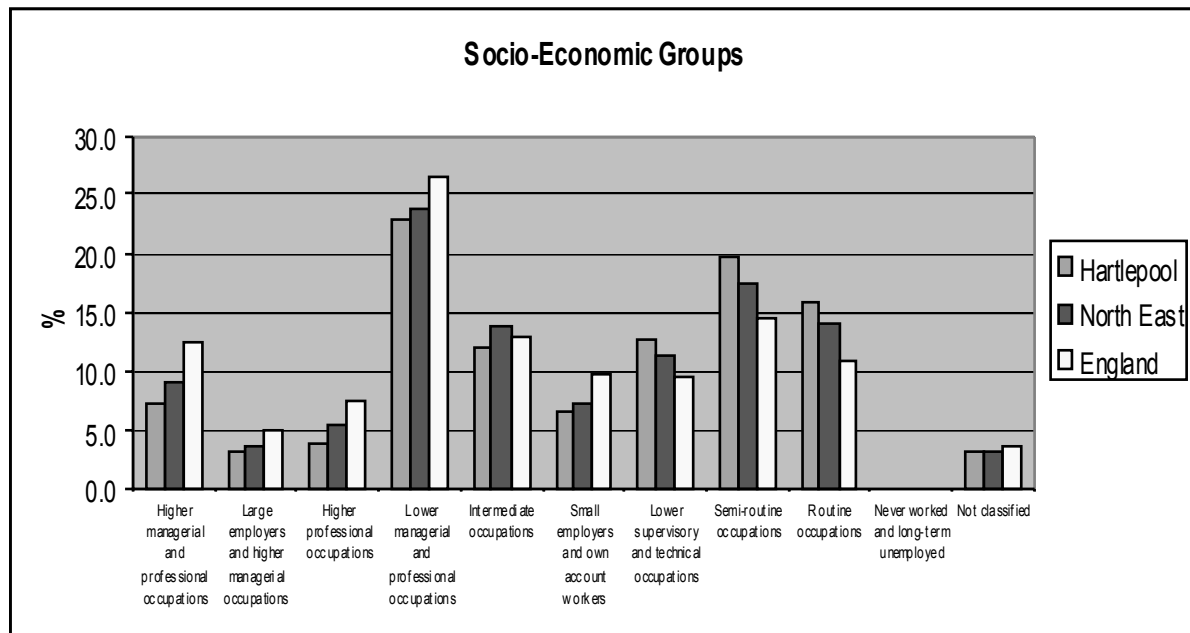


⁵ Source: National Statistics February 2008

Socio-economic groups

3.15 Hartlepool has a lower proportion of the higher socio-economic groups than nationally, and conversely a higher proportion of the lower socio-economic groups as illustrated in the chart below.

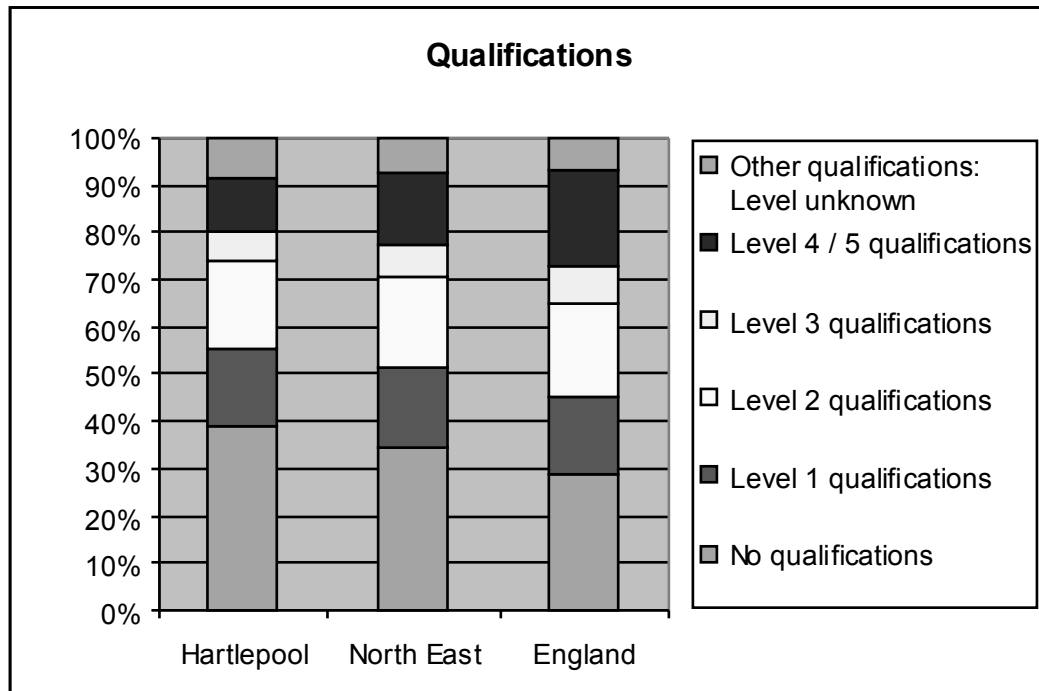
Socio-economic groups (April 2005)



3.16 **Health:** The national statistics 2004 identifies that 24.4% of the population of Hartlepool stated that they had limiting long-term illness compared with 17.9% nationally (England and Wales). Cancer is the largest single cause of death in Hartlepool. Coronary heart disease, strokes, respiratory disease ratios are significantly higher than national ratios.

3.17 Lifelong Learning and Skills: Qualification levels in Hartlepool are low compared to the sub regional and national levels (2004 Census) as illustrated in the graph below.

Qualifications (November 2004)



3.18 However, the Borough's schools are currently the fastest improving in the country. This year (2008), over 1,200 16-year-olds took the examinations and the early indications are that the results are the best in the town's history. The provisional results are:

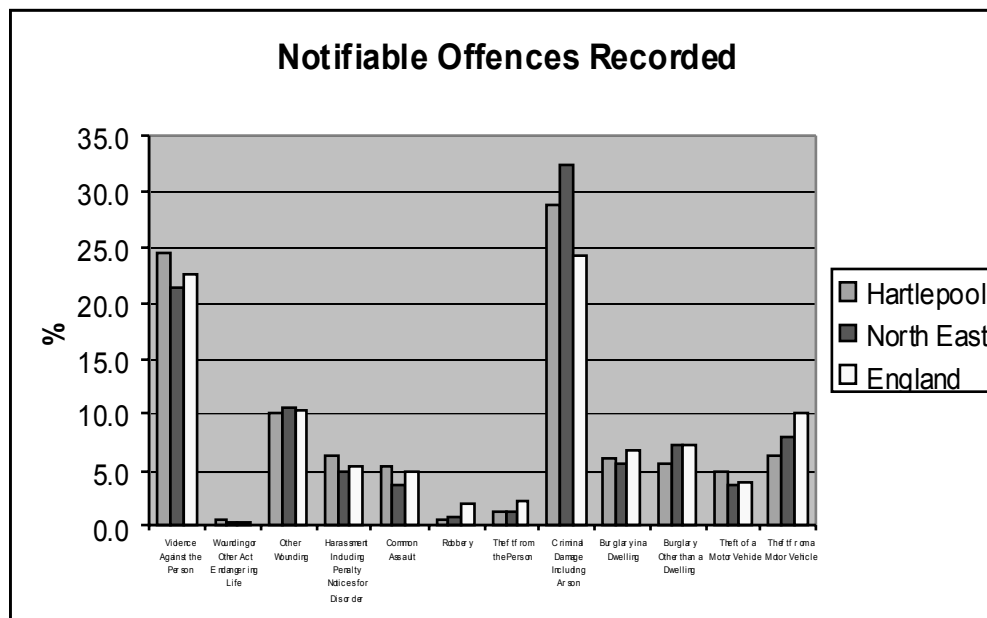
- 65.8% of students achieved 5 or more A* – C grades compared with 65.7% nationally. This is a 4% improvement on last year compared with a 2.4% improvement nationally and represents a 14% improvement over the last four years.
- 97.3% of pupils obtained at least one GCSE pass
- The number of pupils who achieved 5 GCSE passes was 91.3%
- The number of pupils achieving one or more A*-A grades is 36.1% compared with 20.7% nationally.
- The number of pupils achieving 5 or more A*-C grades including English and Mathematics is 38.7%, an increase of 0.1%
- No schools are below the Government's minimum target of 30% of students achieving 5 or more A*-C grades including English and Mathematics.

Year	1997	2004	2005	2006	2007	2008
5/more passes at Grade A*-C	30%	49%	51.8%	57.5%	61.6%	65.8%
5/more passes at Grade A*-C incl. English and Maths	n/a	31.6%	35.8%	37.5%	38.6%	38.7%
5/more passes at Grade A*-G	78%	88%	89.8%	90.7%	90.0%	91.3%
1/more pass at Grade A*-G	89%	95%	95.4%	97.4%	97.2%	97.3%

2008 has seen some of Hartlepool's best ever results with records being broken in all key stages and very strong performances when compared to national averages, similar authorities around the country and neighbouring authorities in the region. Primary schools achieved the second best performance in the North East region for English, Maths and best for Science. At secondary school level, pupils achieving 5+ Grade A* to C at GCSE in Hartlepool has gone up by about 5% per year over the last six years to 65.8% in 2008, a record for Hartlepool.

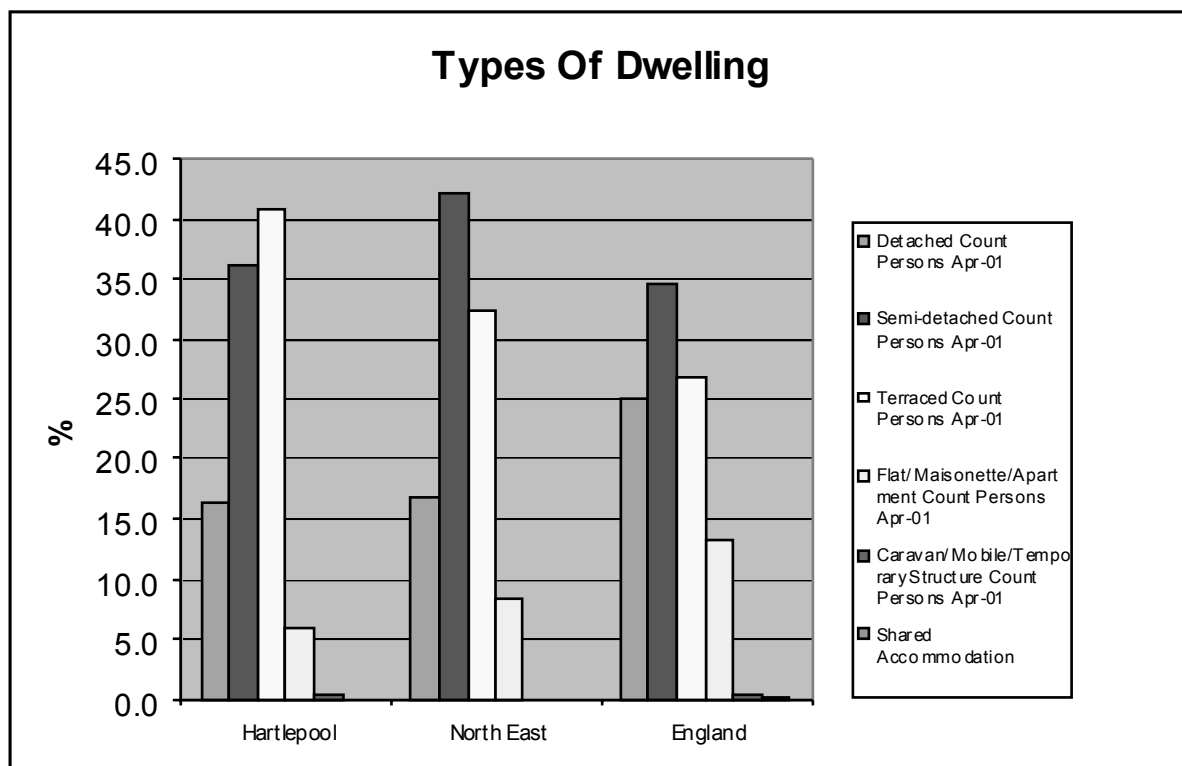
3.19 Community Safety: Community safety is another of the key issues being addressed by the Hartlepool Partnership and key community safety initiatives such as the introduction of Neighbourhood Policing and target hardening measures have contributed to the reduction in crime. Crime rates in Hartlepool are relatively high, but are generally falling year on year with a 19% reduction in recorded violence this year, which equates to 200 less victims. The improvement indicators for the 'serious acquisitive crime' rate and 'assault with injury' rate are both on target to be achieved. Although the incidence of criminal damage including arson is lower than the regional average of 32.3%, the graph below indicates that criminal damage including arson remains the highest recorded crime in Hartlepool; 28.8% compared to a national figure of 24.2%.

Notifiable Offences Recorded by the Police, 2007/2008

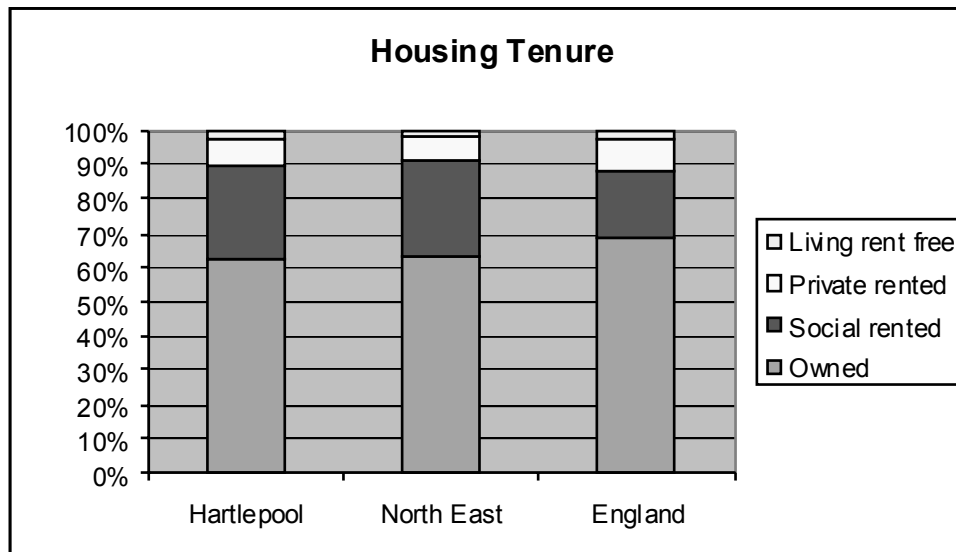


- 3.20 **Housing:** Within Hartlepool, housing market failure is evident in some parts of the town. This is due in great part to the fact that Hartlepool contains higher than average levels of terraced housing stock (41% compared to 26.7% nationally in 2004), and that older terraced properties are much less popular than they were. Conversely the proportion of detached dwellings is relatively small (16.5% in 2004 compared to 24.9% nationally). Whilst, as illustrated in the chart below, the intercensal period 1991 to 2001 has seen a decrease in the proportion of terraced dwellings and an increase in the proportion of detached dwellings in Hartlepool, the imbalance in the housing stock is still evident.

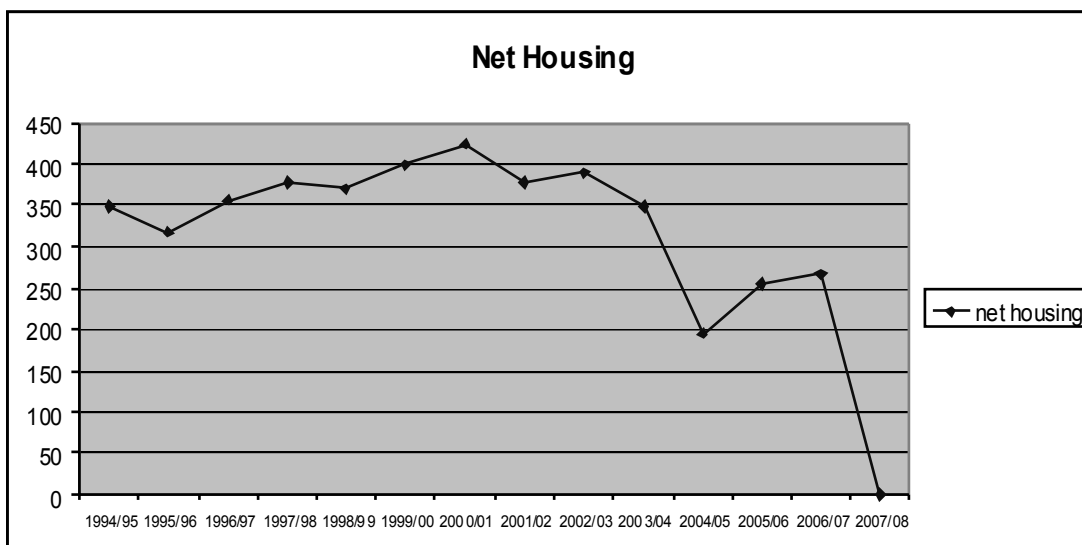
Types of Dwelling – 1991 and 2001 census (updated November 2004)



- 3.21 The imbalance in the housing stock is being addressed on a holistic basis. Housing market renewal initiatives for clearance and improvement are seeking to tackle problems associated with the existing housing stock and new housing development is helping to change the overall balance of housing stock and provide greater choice.
- 3.22 In comparison with both regional and national levels, the proportion of owner-occupied dwellings is low in Hartlepool, and consequently the proportion of dwellings rented from the public sector is high as illustrated below. Nevertheless demands on the social rented stock are currently high.

Housing Tenure (2001 Census updated 2004)

3.23 The high rate of new housing provision which has taken place over the last decade has helped to widen housing choice in Hartlepool and this may have had some effect on overall levels of net migration from the Borough as illustrated below. However in view of the number of demolitions in 2007/2008 the increase to the housing stock has ceased, with no net additions to the number of dwellings provided during the year. The slow down in the housing market evident since March 2008 is likely to continue this lower level of housing provision.

Net Housing Development and Net Migration (1994 – 2008)

House prices in the Borough remain low. The average price for houses sold in Hartlepool between July and September 2007 was £125,089, an overall increase of 8.8% over the year. This was mainly due to the 16% increase in the price of terraced properties, but despite the strong growth shown for this house type, average prices for terraced properties remain the second lowest in the region. The relative housing market buoyancy over the last year should be tempered by the fact that average prices in Hartlepool overall remain one of the weakest in the region. Nevertheless, affordability has now become a key issue in Hartlepool as highlighted in the Hartlepool Strategic Housing Market Assessment completed in June 2007.

- 3.24 The Environment: Hartlepool has a rich environmental heritage and very diverse wildlife habitats giving rise to a wide range of buildings, archaeological remains, wildlife habitats, geological and geomorphological features, landscape types and coastal vistas.
- 3.25 The Built Environment: The town has a long maritime tradition and a strong Christian heritage with the twelfth century St Hilda's church (a Grade 1 Listed Building) built on the site of a seventh century monastery. The medieval parts of town are protected by the Town Wall constructed in 1315, now a Scheduled Monument and Grade 1 Listed Building. There are 8 Conservation Areas. One of the town's Victorian parks is included on the list of Registered Parks & Gardens. There are about 200 Listed Buildings (of which eight are Grade 1 or Grade II* Listed) and eight Scheduled Monuments.
- 3.26 Geological & Geomorphological Features: The geology of Hartlepool comprises two distinct types:
- The north of the Borough sits on the southern reaches of the Durham Magnesian Limestone Plateau, which is of international geological importance. Although the Magnesian Limestone in Hartlepool is generally too far below the overlying soils to give rise to the characteristic Magnesian Grassland flora found further north, it is exposed in several quarries and road cuttings and forms a spectacular gorge in West Crimdon Dene along the northern boundary of the Borough.
 - The southern half of the Borough sits on Sherwood Sandstone from the Triassic period; a rare exposure on the coast at Long Scar & Little Scar Rocks is a Regionally Important Geological Site. Of more recent geological origin is the Submerged Forest SSSI, which underlies Carr House Sands and is intermittently exposed by the tide. This area of waterlogged peat has yielded pollen, mollusc and other remains, which have been used to establish the pattern of sea-level change in Eastern England over the past 5,000 years.
- 3.27 Wildlife Characteristics: The Borough is bordered on the east by the North Sea and features extensive areas of attractive coastline including beaches, dunes and coastal grassland. Much of the inter-tidal area of the coast is internationally important for its bird species and is protected as a Special Protection Area/Ramsar site. Other areas of the coast are designated as Sites

of Special Scientific Interest, including part of the Teesmouth National Nature Reserve, or Sites of Nature Conservation Interest.

- 3.28 The prominent location of the town's Headland, as a first landfall on the east coast, makes it of national significance for the birdwatching community. Inland is an attractive, rolling agricultural landscape including areas of Special Landscape Value. Interspersed in this landscape are a number of fragmented but nevertheless diverse and important wildlife habitats.
- 3.29 Hartlepool only has one inland SSSI, Hart Bog. This is a small area which has four distinct plant communities and is of particular botanical interest.
- 3.30 There are 6 Local Nature Reserves spread across the town and 40 non-statutory geodiversity and biodiversity sites, protected as Sites of Nature Conservation Interest (SNCI) and/or Regionally Important Geological & Geomorphological Sites (RIGGS) have been identified in the Local Plan. A further five sites have been identified by the sub-regional RIGGS group as meriting this designation.
- 3.31 The Borough contains some notable examples of wildlife species: grey and common seals are frequent along the coastline with the latter breeding in Seaton Channel.
- 3.32 The area of sand dunes, grazing marsh and mudflats around the North Gare form the northern section of the Teesmouth National Nature Reserve where there are salt marsh and dune plants with some important species of marsh orchid and other rare species.
- 3.33 Bathing water: Seaton Beach covers an extensive area and attracts significant numbers of visitors for walking, bathing and windsurfing activities. The central and southern parts of the beach meet both the Bathing Water Directive's imperative standards and the Bathing Water guideline standards. The northern part of Seaton Beach however failed the guidelines standards at the end of the 2004 season.
- 3.34 Air quality: Air quality in Hartlepool currently meets statutory standards with no requirement to prepare any Air Quality Management Areas.
- 3.35 **Culture and Leisure:** Museums associated with Hartlepool's maritime heritage and other important cultural facilities including the art gallery and Town Hall Theatre are located within the central part of the town and comprise a significant focus for Hartlepool's growing tourism economy. In particular, the Historic Quay is a major regional / national visitor attraction. It has recently been remodelled and renamed as the Hartlepool Maritime Experience. As noted in paragraph 3.8, it is likely that Hartlepool's attraction as a tourism destination will be considerably enhanced by Victoria Harbour regeneration scheme and the 2010 Tall Ships' Races.
- 3.36 There are also a number of parks and recreation facilities scattered throughout the town. The three green wedges provide important links between the countryside and the heart of the urban areas. On the fringes of the built up

area are three golf courses and the country park at Summerhill developed as part of the Tees Forest initiative.

Future Challenges

3.37 Hartlepool has over recent years seen substantial investment which has completely transformed its environment, overall prosperity and above all its image. Below is an analysis of the main strengths, weaknesses, opportunities and threats facing the Borough.

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • compactness of main urban area • sense of community / belonging • partnership working • good track record in delivering physical regeneration • diverse, high quality and accessible natural environment • maritime, industrial and religious heritage • availability of high quality housing • general support for housing renewal • high levels of accessibility by road • lack of congestion • good local road communications • active and diverse voluntary and community sector • direct rail link to London 	<ul style="list-style-type: none"> • perceived image • location off main north-south road corridor • high deprivation across large areas of the town • low employment rates and high level of worklessness • legacy of declining heavy industrial base • small service sector • imbalance in the housing stock • shortage of affordable housing • poor health • low level of skills • high crime rates • poor local rail services • exposed climate 	<ul style="list-style-type: none"> • relatively young population a possible asset for future economic prosperity • Can improve the economy and the growing house choice thus improving the recent stabilisation of population levels • availability of land to enable diversification of employment opportunities within urban area • potential for development of major research, manufacturing and distribution facilities on A19 corridor • wide potential for further tourism investment • potential for integrated transport links • major physical, economic and social regeneration benefits presented by the Victoria Harbour mixed use regeneration scheme • choice of Hartlepool as finishing port for the 2010 Tall Ships race • plans for development of Tees Valley Metro • Established housing market renewal programme • Creation of new state of the art hospital site in Wyrnyard • Recently awarded Growth Point Status for Tees Valley including Hartlepool 	<ul style="list-style-type: none"> • closure of major employer • expansion of area affected by housing market failure • climate change and rising sea levels • constraints of national planning policy • lack of financial resources / budget deficits • increasing congestion • delays in the delivery of Victoria Harbour

- 3.38 The main challenges are to continue to support the development of the local economy and address the imbalance in the housing stock (including the lack of affordable housing) so as to at least maintain the population at its current level and to ensure that the town remains sustainable and an attractive place to live, work and play. Planning policies enabling an improvement in the range of housing available in the town (both through demolition and replacement of older terraced housing and provision of a range of new housing), to enable the diversification of the local economy and the growth in tourism, to encourage the provision of improved transport links and to improve the built and natural environment will all assist in achieving this aim and improve the quality of life.
- 3.39 The current Regional Spatial Strategy (RSS) adopted in July 2008, in seeking to increase population growth in the region assumes the achievement of higher economic growth rates in order to bridge the gap between the Northern and other more prosperous regions of the country and the attraction and retention of highly skilled workers is viewed as critical to regional and sub-regional economic success. Both the RSS and the Regional Economic Strategy highlight that a large majority of this increase in population will derive from immigration of highly skilled households over this period. Hartlepool as part of the Tees Valley city region and through the policies of the new Local Plan will seek to ensure the right housing and environmental conditions are available to contribute to population growth and the attraction of key highly skilled workers to the region.

4. ASSESSMENT OF POLICIES

Introduction

- 4.1 This section of the Annual Monitoring Report considers the effectiveness of current planning policies. The current planning policies in terms of the period covered by this report are those of the Hartlepool Local Plan adopted in April 2006.
- 4.2 It is impractical to assess every policy of the 2006 Hartlepool Local Plan. Data may not be readily available and in any event some policies lend themselves to qualitative rather than quantitative assessment for which 'satisfaction' and other surveys will have to be carried out as part of the process of obtaining the views of the community and others.
- 4.3 Government advice on monitoring in relation to the new Local Development Framework planning system suggests that objectives are established early in the plan preparation process leading to the formulation of policies, and that targets should be set and output indicators established to monitor progress towards achieving the targets.
- 4.4 This section therefore considers the objectives of the 2006 Local Plan, the policies relating to these objectives and some related output indicators for judging the effectiveness of the policies. The indicators include relevant national core output indicators and a number of local output indicators. Some additional local output indicators relating to the objectives and policies of the plan have been added in this fourth report and further local output indicators will be included in subsequent annual monitoring reports. It should be noted that the Local Plan policies have been automatically saved up for a three-year period up to April 2009. A Schedule of Local Plan policies which the Secretary of State is requested to save beyond April 2009 has been submitted.
- 4.5 A limited number of targets are included in the report and in addition reference is made to other local, national or regional targets in the commentary where appropriate.

Hartlepool Local Plan Objectives, Policies and Indicators

- 4.6 The overall aim of the Hartlepool Local Plan is "*to continue to regenerate Hartlepool securing a better future for its people by seeking to meet economic, environmental and social needs in a sustainable manner*". In the context of this aim, the strategy for the Local Plan covers the following four areas:
 - regeneration of Hartlepool
 - provision of community needs
 - conservation and improvement of the environment
 - maximisation of accessibility.

- 4.7 The plan sets out specific objectives relating to the above four elements of the strategy, from which the plan's policies have been developed. Many of these policies relate to more than one objective.
- 4.8 The following part of this section sets out for each objective or group of objectives of the Hartlepool Local Plan:
- main policies flowing from the objective(s)
 - output indicator(s)
 - targets (where set)
 - data relating to the indicator(s),
 - some analysis and comment on the data, and where appropriate
 - some commentary on the related local plan policies.
- 4.9 However, indicators have not been established for all objectives, partly because of resource considerations and partly because a new Hartlepool planning system has been installed and is not yet fully operational in respect of the development of monitoring information. Nevertheless, all planning proposals and developments have been examined as part of the monitoring process, although the data provided in this report for completed developments does not include minor extensions to existing premises / uses, but focuses rather on new completed development or significant extensions, permitted through the approval of planning permission i.e. the development management or 'development control (DC) process.
- 4.10 The updated core output indicators (February 2008) are grouped into 5 groups as follows:
- Business development and town centres (BD1, BD2, BD3 and BD4)
 - Housing (H1, H2a, H2b, H2c, H2d, H3, H4, H5 and H6)
 - Environmental quality (E1, E2 and E3)
 - Minerals (M1 and M2)
 - Waste (W1 and W2)

Business Development and Town Centres

Local Plan objectives A1, A2, A3 and A8: to encourage the provision of more and higher quality job opportunities, to ensure that sites are available for the full range of industrial and commercial activities so as to enable the diversification of employment opportunities, to encourage the development of additional office, small business and light industrial uses, and to promote mixed use developments where appropriate.

Local Plan objectives B2 and D3: to ensure that Hartlepool Town Centre continues to fulfil its role as a vibrant and viable amenity providing a wide range of attractions and services with convenient access for the whole community and to ensure that developments attracting large numbers of people locate in existing centres which are highly accessible by means other than the private car

Related Policies

- Encouraging the development of the town centre as the main shopping, commercial and social centre of Hartlepool (Com1);
- Protecting the retail character of the primary shopping area (Com2) and allocation of development site within primary shopping area (Com3);
- Identifying the sequential approach for shopping and other main town centre uses (Com8 and Com9);
- Improvement of accessibility to and within town centre by modes other than the car (Tra1, Tra4, Tra5, Tra7);
- Restriction on retail developments in industrial areas and at petrol filling stations (Com10 and Com11);
- Preventing spread of town centre uses to adjoining residential areas (Hsg4);
- Sequential approach for major leisure developments (Rec14);
- Identifying area where late night uses permitted (Rec13).
- Identification and criteria for development on business and other high quality industrial sites at Wynyard Business Park (Ind1), North Burn (Ind2), Queens Meadow (Ind3) and Sovereign Park, Park View West and Golden Flatts (Ind4);
- Identification and allocation of sites for wide range of employment uses including light and general industry (Ind5, PU6), bad neighbour uses (Ind6), port-related development (Ind7) and potentially polluting or hazardous developments (Ind9 – Ind10);
- Identification of sites and areas for retail and other commercial development in primary shopping area (Com3), edge of centre locations (Com4), at Tees Bay (Com7) and west of A179/north of Middleton Road (Com17);
- Identification of areas for mixed use developments at Victoria Harbour (Com15), the Headland (Com16), edge of centre sites (Com4) and Tees Bay (Com7);
- Intention to acquire sites to improve the local economy or general environment (GEP15).

A number of output indicators have been selected to measure the effectiveness of the policies which seek to diversify and improve employment opportunities. These include most of the **national core output indicators** relating to business development and **additional local output indicators** relating to the amount and proportion of developments on prestige, high quality and other sites identified for business uses, and the number of new business start-ups.

Core Output Indicator BD1: Total amount of additional employment floorspace - by type (gross and net)**Core Output Indicator BD2: Total amount of employment floorspace on previously developed land - by type****Core Output Indicator BD3: employment land available****Table 4.1:****Employment Floorspace**

		Use Class B1a	Use Class B1b	Use Class B1c	Use Class B2	Use Class B8	Total
BD1	gross (m ²)	489.6	-	-	-	1490.2	1979.8
	Net (m ²)	489.6	-	-	-	1490.2	1979.8
BD2	gross	489.6	-	-	-	1490.2	1979.8
	% gross on PDL	100	-	-	-	100	100
BD3	hectares	30.53	30.53	30.53	132.96	91.05	315.58

Commentary:

During the year 6 business units were completed at Queens Meadow comprising 'move-on' accommodation to support business growth and representing the continuation of the high quality development of this prestige site within the urban area of Hartlepool. A further 12 units are under construction.

Most employment development activity during the year was related to small scale extensions and the change of use and re-occupation of unused or underused land and buildings.

During the year 2007/2008 strategies were undertaken for the Southern Business Zone and also for the Central Area to further employment and economic regeneration of these important employment areas. The recommendations of these strategies and how they will be implemented will be reported in next year's Annual Monitoring Report.

Employment land in Hartlepool can generally be categorised as follows:

- i. Sub-regionally important greenfield Key Employment sites close to the A19 corridor (Wynyard Business Park and North Burn)
- ii. locally important prestige and high quality sites within the town (Queens Meadow Business Park, Sovereign Park, Park View West and Golden Flatts);
- iii. within mixed use regeneration sites (Marina / Victoria Harbour)
- iv. 'general' industrial sites, most of which are substantially developed;

- v. sites retained for port and port-related uses (part Victoria Harbour and North Seaton Channel); and
- vi. site for potentially polluting and hazardous industry (North Graythorp),

About 40% of the employment land available in the Borough comprises the sub-regionally important land at Wynyard some distance from the main urban area of Hartlepool. Within the town itself, much of the available land is on the high quality sites, only one of which (Golden Flatts) remains totally undeveloped. This site could be developed for a large single user or ultimately as an extension to Queens Meadow. About 15% of the available employment land is reserved for port and port-related uses or for potentially polluting or hazardous industries, whilst much of the remaining land comprises often small parcels of land within substantially developed industrial estates.

Core Output Indicator BD4: Total amount of floor space for town centre uses

Table 4.2:

Amount of completed floorspace for town centre uses

		A1	A2	B1a	D2	Total
BD4	Gross (m ²)	-	19.2	-	-	19.2
	Net (m ²)	-370	19.2	-	-	-350.8

Local Output Indicator: *Vacancy rates in the town centre*)

Table 4.3:

Vacancy Rates in the Town Centre

No. of Retail Units	No. of Vacant Units	Total Retail Floorspace (sqm)	Vacant Retail Floorspace (sqm)
440	59 (13.4%)	380121	12434 (3.3%)

Commentary:

Information on vacancies can provide a useful indication of the viability of the town centre. The area of the Town Centre was defined in the 2006 Local Plan.

Local Plan objective A4: to promote the growth of tourism**Related Policies**

- Identification of areas for tourism related developments at the Marina (To1), Headland (To2) and Seaton Carew (To4 – To6);
- Encouragement of green tourism (To7 –To8) and business tourism (To11);
- Encouraging the provision of tourist accommodation (To9) and identifying criteria for touring caravan sites (To10).

Local Output Indicator: ***Planning permissions granted for tourist related developments***

Table 4.4:**Planning permissions granted for tourism related developments 2007/08**

General Location	Site / Location	Development
Countryside	A19 services (northbound) Elwick	Variation of condition attached to planning permission for a 40 bed lodge, fast food drive through restaurant and redevelopment of petrol station to extend permission to June 2008
	Potter Farm, 9 The Green, Elwick	Continuation of use of land for the storage of 20 touring caravans
	North Hart Farm, Butts Lane, Hart	Use of land for the storage of caravans
	Marine Hotel, Seaton Carew	Extension to Hotel including additional function area and bedrooms.

Commentary:

Tourism has become very important to the Hartlepool economy, the development at the Marina acting as a catalyst to its success. The Local Plan identifies the Marina, Victoria Harbour, the Headland and Seaton Carew as main tourism destinations and its policies encourage appropriate developments related to the very different character of these areas. The planning permissions granted during the year reflect these characteristics.

Development work at the Heugh Battery on the Headland has been undertaken to create a new visitor facility.

Hartlepool's success in winning the bid to be the finishing port for the 2010 Tall Ships' Races will have a major impact on the town's attraction as a tourist destination.

A site at the North Shelter, Seaton Carew, is no longer available as a tourism related development site following environmental improvements on the site and as a consequence policy To5 is unnecessary.

Housing

Local Plan objectives A9 and B1: to encourage the provision of high quality housing and to ensure that there is available throughout the plan period an adequate supply of suitable housing land which is capable of offering in different localities, a range of house types to meet all needs.

Local Plan objective A6: to improve the viability and environment of older housing, commercial and industrial areas

Related Policies

- Improvement of existing housing stock and its environment (Hsg1);
- Selective housing clearance and housing market renewal programmes (Hsg2 – Hsg3);
- Seeking contributions from developers for improvements in housing areas (GEP9);
- Encouraging and undertaking environmental and other enhancement schemes in Industrial and Commercial Improvement Areas (Ind8 and Com6).
- Management of housing land supply (Hsg5);
- Provision of housing in mixed use developments at Victoria Harbour and the Headland (Hsg6);
- Setting out the criteria for residential annexes, homes and hostels, residential mobile homes and gypsy sites (Hsg11 – Hsg14);
- Encouraging residential conversions and use of upper floors (Hsg7 – Hsg8);
- Seeking contributions from developers for highway and infrastructure works (GEP9).

Core Output Indicator H1 (a): plan period and housing targets (dwellings in Adopted Local Plan)

Core Output Indicator H1 (b): plan period and housing targets (dwellings in RSS)

Table 4.5

Housing targets 2004-2021

	Start of plan period	End of plan period	Total housing required	Source of plan target
H1(b)	2004	2021	6730	Adopted RSS 2008

Core Output Indicator H2a: Net additional dwellings - in previous years

Core Output Indicator H2b: Net additional dwellings – for the reporting year

Core Output Indicator H2c: Net additional dwellings in future years

Core Output Indicator H2d: Managed delivery target

Table 4.6:

Recent housing levels, likely future housing levels and how future housing levels are expected to come forward taking into account the previous years' performance.

Core Output Indicator	2004 /05	2005 /06	2006 /07	2007 /08	2008 /09	2009 /10	2010 /11	2011 /12	2012 /13	2013 /14	2014 /15	2015 /16	2016 /17	2017 /18	2018 /19	2019 /20	2020 /21
H2a Net additional dwellings in previous years	196	255	267														
H2b Net additional dwellings for the reporting year				0													
H2c Net additional dwellings in future years					443	279	504	397	450	405	409	410	425	375	385	405	425
Target (RSS)	390	390	390	390	390	390	390	400	400	400	400	400	400	400	400	400	400
H2d Managed Delivery target	-194	-135	-123	-390	+53	-111	+114	-3	+50	+5	+9	+10	+25	-75	-15	+5	+25

In relation to the RSS target; + denotes over delivery and – (minus) under delivery.

Commentary:

In view of the high number of demolitions during 2007/2008 and the uncertainties in the current housing market the early years of the trajectory show a shortfall in the strategic requirements set out in the RSS. As Victoria Harbour and other brownfield sites come forward the average annual completions is likely to be in line with the RSS requirements. Over the period there is a shortfall of about 700 units.

Hartlepool was included in the Tees Valley Growth Point bid in October 2007 which was subsequently approved in August 2008. It is anticipated that previously unviable sites can be brought forward through infrastructure investment and improvements thereby accelerating housing provision.

Local Plan objectives A7 and C10: to promote development on previously used sites where appropriate and to encourage the full use of empty or underused buildings and to ensure the appropriate enhancement of derelict, unused and under-used land and buildings

Related Policies

- Reclamation and re-use of derelict and disused land (GEP17);
- Acquisition of untidy sites (GEP16);
- Encouraging development on contaminated land (GEP18)
- Encouraging residential conversions and the residential re-use of upper floors of properties (Hsg7 – Hsg8).

Core Output Indicator H3: New and converted dwellings – on previously developed land (PDL)

Targets: The Local Plan targets for the proportion of housing development to be provided on previously developed land and through conversions of existing buildings are 60% by 2008 and 75% by 2016.

Table 4.7: The number of gross new dwellings being built upon previously developed land.

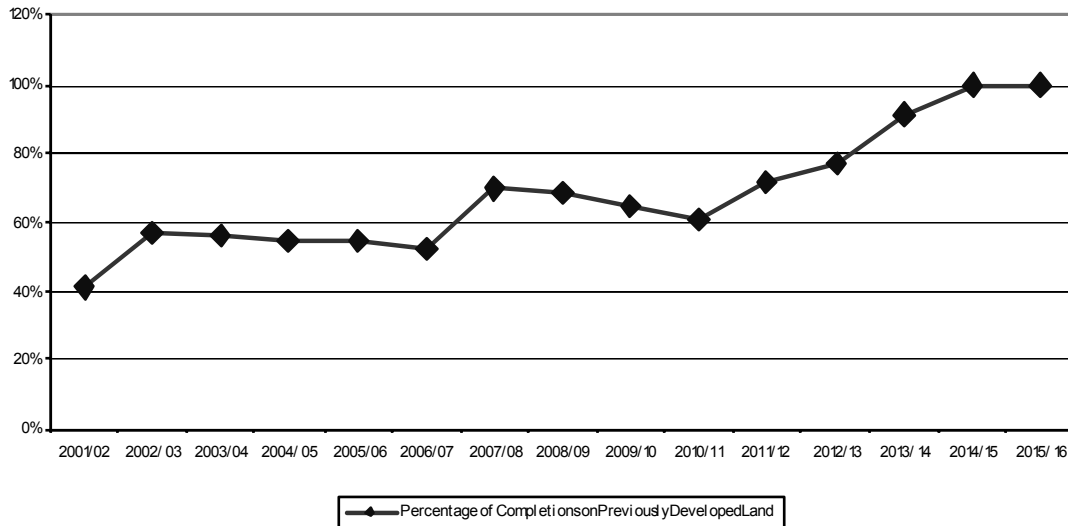
		Total
H3	Gross	212
	% Gross on PDL	64.4

Commentary

The percentage of development on previously developed land has continued to rise with redevelopment in the central areas of Hartlepool under Housing Market Renewal and through conversions of previously vacant buildings. However for some years to come there will be some greenfield sites continuing to come forward, particularly on long established permitted sites, as the 800 units in the last phases of Middle Warren.

Diagram 4.1:

Previously Developed Land Trajectory 2000-2016
Percentage of Housing Completions on Previously Developed Land

**Commentary:**

64.4% of dwellings completed (including conversions providing 73 new units) were on previously developed land. The level of brown field completions is affected by existing commitments on greenfield sites particularly Middle Warren, where a further 800 or so dwellings are likely to be provided over the next few years. The previously developed land trajectory illustrated in Diagram 4.1 above shows that the proportion of completions on previously developed land is generally anticipated to rise, particularly as the Victoria Harbour site comes forward.

The trajectory below shows the number of net housing completions since 2004 and projected net completions for the period to 2021 in relation to the average annual strategic housing requirements set by the Regional Spatial Strategy⁶.

In the absence of a full Strategic Housing Land Availability Assessment, future net completions are estimated taking into account:

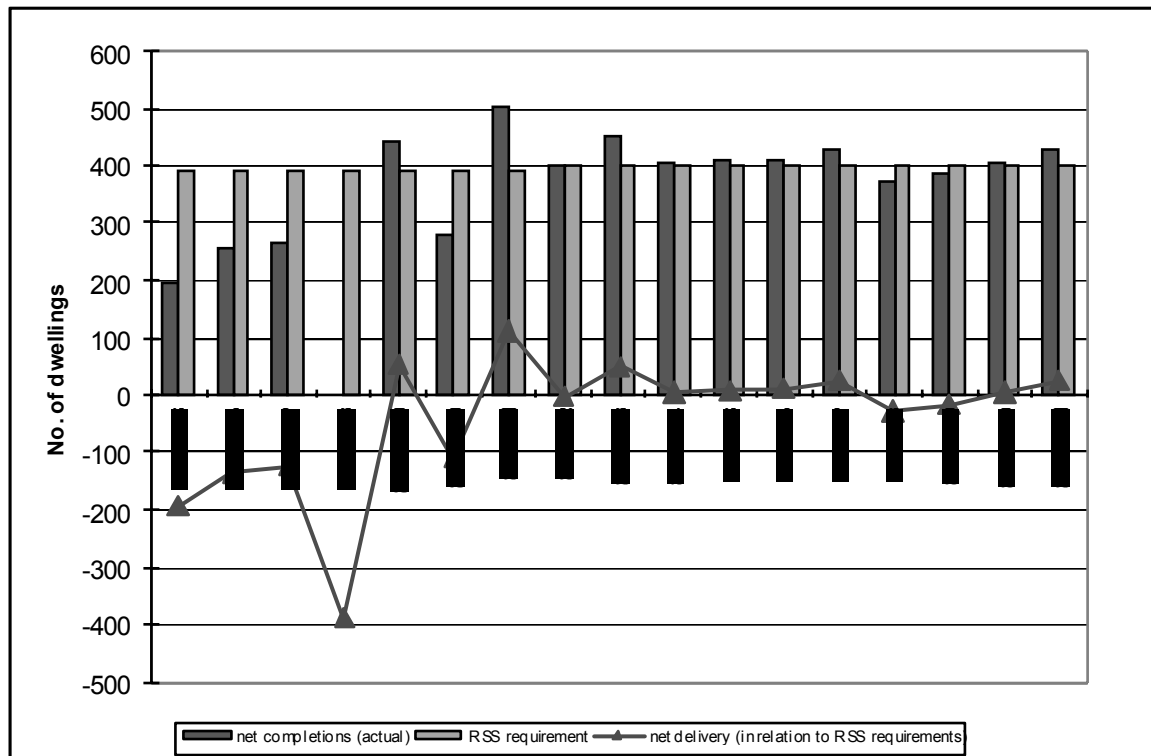
- anticipated completion rates on committed sites already under construction (including conversions) plus
- anticipated completion rates on most, but not all, sites and conversions with planning permission plus
- anticipated completion rates on major sites for which planning permission is pending, primarily the Victoria Harbour proposal, plus
- anticipated completions on additional sites which it is anticipated are likely to come forward (eg social housing developments and redevelopments on future cleared sites), less

⁶ As set out in the Regional Spatial Strategy July 2008

- e) anticipated demolitions of occupied dwellings (estimated to be 70% of actual demolitions of dwellings in the private sector and 97% of actual demolitions of dwellings in the public sector).

The Strategic Housing Land Availability Assessment which is being undertaken during Autumn 2008 will consider all potential sites. A report will be made in next year's Annual Monitoring Report.

Diagram 4.2: Housing Trajectory 2004 to 2021



Commentary:

A total of 329 dwellings (including conversions) were completed during the year. As 575 dwellings were demolished⁷, (of which it is estimated that 30% were vacant at the time clearance was first considered) there has been no overall gain to the housing stock. This represents an exceptional year and the level of demolitions in any one year is unlikely to be repeated. The nil increase to the housing market up to March 2008 was solely due to the housing clearance under Housing Market Renewal and not to any slow down in the housing market. (the economic situation with regard to housing will be considered in next year's Annual Monitoring Report)

Between 1994 and 2007, net completions have averaged 354 dwellings per annum, well over the strategic requirements set by the previous structure plans. This was primarily due to commitments and the start of development on the major site at Middle Warren allocated for development in the Cleveland Structure Plan.

⁷ No dwellings were lost to other uses.

Continuing commitments (at Middle Warren and the Marina) together with the proposed development at Victoria Harbour account for a large proportion of likely future supply.

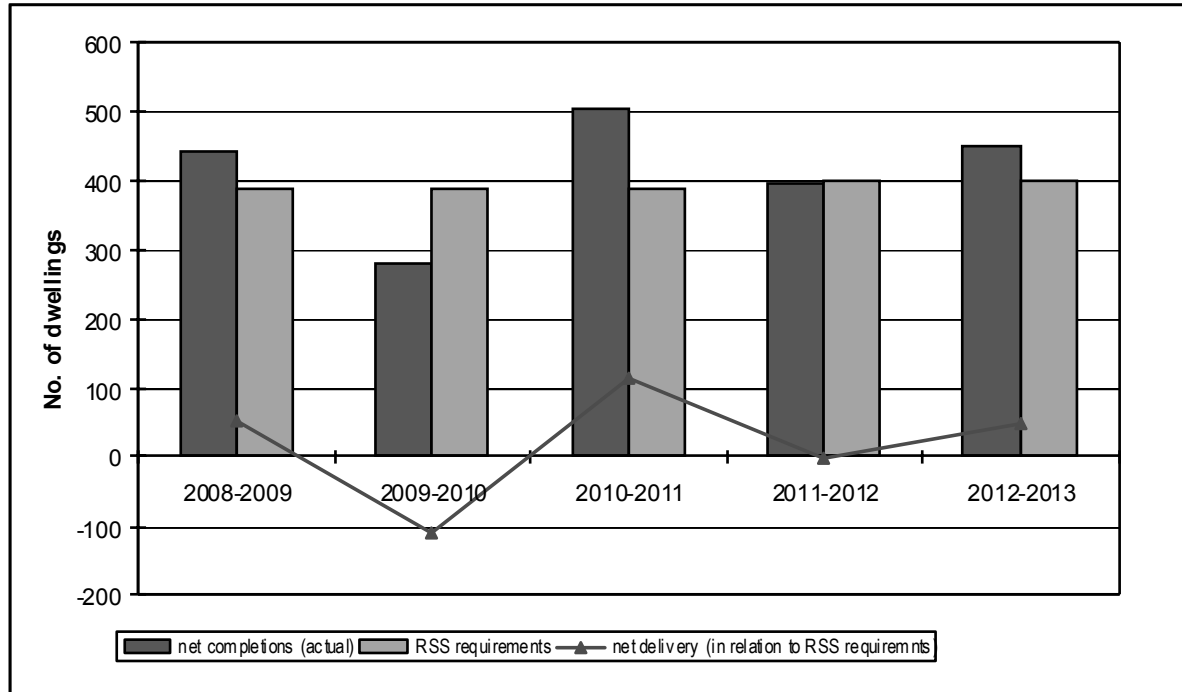
The housing trajectory shows an overall under supply of housing amounting of about 700 dwellings over the period 2004 to 2021 against the current strategic housing requirements set out in the RSS

The Housing Allocations Development Plan Document (DPD), on which work commenced in January 2008 will address the site availability to enable the strategic housing requirements in the Regional Spatial Strategy to be met. .

Growth Point Status is a government initiative aimed at supporting the work required to meet the Government's aim of delivering 3 million new homes by 2020. The initiative will support local authorities willing to accelerate housing development on existing sites and to bring forward new ones.

Hartlepool was included in the Tees Valley Growth Point bid in October 2007 which was subsequently approved in August 2008.

It is the intention that Growth Point Status and the funding associated with it, will allow previously unviable sites to be considered through realistic and reasonable infrastructure investment and improvement. This investment will help accelerate the development of existing sites as well as sites not previously considered for residential use. These sites will need to be considered in the context of the Hartlepool Local Development Framework documents including the Core Strategy and Housing Allocations Development Plan Document (DPD).

Diagram 4.3:**Five Year Supply from April 2008 in relation to the Regional Spatial Strategy Housing Requirements**

Diagrams 4.2 and 4.3 above illustrates the position with respect to a five-year supply of land from April 2008 in relation to the 2008 RSS requirements respectively. These show that, despite the low level of net completions expected over the first year due to the large number of demolitions, by the end of the five year period, net housing completions over the five years will be generally in line with the RSS. Delivery in the latter part of the five year period will, however, be affected if there is further delay in the Victoria Harbour development.

Local Output Indicator: Types of housing completed**Table 4.4****Types of Houses Completed: 2007/2008**

TYPE	Sub Total	Total
Detached 5 Bed	26	100
Detached 4 Bed	36	
Detached 3 Bed	38	
Semi-Detached 3 Bed	43	57
Semi-Detached 2 Bed	14	
Terraced House 4 Bed	6	36
Terraced House 3 Bed	1	
Terraced House 2 Bed	29	
Apartments 1 Bed	50	102
Apartments 2 Bed	52	
Bungalows	29	29
Other	5	5
TOTAL	329	329

Commentary:

High number of flats / apartments are currently being provided (over 26% of all completions in 2004/05, over 23% in 2005/06, over 36% in 2006/07 and 31% in 2007/2008). It has become evident that there has been a recent trend the overall proportion of detached dwellings has decreased. This is due to the completion of most of the sites allocated for low density housing in the 1994 Local Plan.

The Borough Council commissioned a Strategic Housing Market Assessment (completed in July 2007) which examined in detail the existing housing stock and existing permissions and how this relates to the needs and aspirations of the community. It found that in terms of the general housing market, overall market demand exceeds supply in most areas. Across Hartlepool, demand for 3 and 4 bedroom houses was strongest equating to 65.6% of the general requirements from the survey and demand for bungalows exceeds supply. However, bungalows have only accounted for an average of 1.8% completions over the last 4 years. Market demand for flats was also apparent from the survey, but given the potential scale of new build apartments with planning permission, new development will easily offset

the shortfalls evidenced and future excess supply could result in under-occupation and market distortions.

Core Output Indicator H5: Gross affordable housing completions

Table 4.5: Affordable housing completions

	Social rent homes provided	Intermediate homes provided	Affordable homes total
H5	30	29	59

Commentary:

The Local Plan does not include a specific policy requiring the provision for affordable housing. The Hartlepool Housing Market Dynamics Study prepared in 1999 in part to inform the emerging housing policies of the Local Plan together with some subsequent studies identified that there was no denial of market access to housing for households earning average or below average incomes.

The general trend of rising house prices in recent years and a new demand for RSL stock⁸ has altered the position in respect of affordability. The Strategic Housing Market Assessment completed in June 2007 for the Borough Council provided a comprehensive analysis of the housing market covering issues of housing need including supported housing requirements, housing aspirations and a detailed affordability analysis. The assessment highlights that there is a degree of pressure in the current market evidenced by market demand exceeding supply in most areas, considerable uplift in house prices in the past 5 years, strong demand for private rented accommodation and limited capacity of the social rented sector with long waiting lists and low vacancy rates.

The assessment includes a detailed analysis of affordable housing requirements using a methodology advocated in the government guidance and identifies a gross shortfall of 393 affordable dwellings per annum across Hartlepool Borough (1965 over the period April 2007 to March 2012). Meeting the need for affordable housing has therefore become a major issue for the Council and a good balance of small and larger general needs stock needs to be delivered along with some older persons'

⁸ Registered Social Landlords including Housing Hartlepool and other Housing Associations such as Three Rivers and Endeavour.

affordable accommodation. In January 2008 the Council commenced consideration of affordable housing through its Scrutiny process. It has identified a range of positive actions including the assessment of council owned land that are suitable for housing development, the development of the Affordable Housing DPD and ongoing work in partnership with local RSL's to bring forward development proposals.

The Tees Valley Sub Regional Strategic Market Assessment prepared in Autumn 2008 has subsequently updated the overall requirements for affordable housing.

As the Local Plan does not cover the need to provide affordable housing, a new DPD concerned only with matters relating to the provision of affordable housing is being prepared to provide the appropriate statutory policies to address this issue. During the year 2007/ 2008 negotiations commenced under Section 106 legal agreements for the provision of affordable housing as a requirement of the development. The use of S106 agreements requiring affordable housing provision has taken over from the previous has negotiations for housing regeneration as the place of previous need

During the year 2007 / 2008 the Council successfully achieved agreement for contributions towards housing regeneration in relation to a number of proposed housing developments. However the emphasis has now changed to address the need for affordable housing so that the negotiations for legal agreements to secure affordable housing are now being negotiated in preference to those for housing regeneration.

Commentary on Related Planning Policies

The housing market renewal programme has continued during 2007/2008. There has been an exceptionally high rate of demolitions during the period (575 dwellings) particularly in the North Central Hartlepool Area (Headway) and in the New Deal for Communities Area (Trinity Court) as sites were acquired and prepared for redevelopment.

Redevelopment has taken place on some previously cleared areas including bungalows and houses at Trinity Square in the Hart Lane area.

Core Output Indicator H4: Net additional pitches (Gypsy and Traveller)

Table 4.6: Number of gypsy and traveller pitches delivered.

	Permanent	Transit	Total
H4	nil	nil	nil

Hartlepool currently has no identified sites for pitches for Gypsies and Travellers. However Policy Hsg14 of the 2006 Local Plan sets out criteria on which to assess any application for planning permission for a gypsy and traveller site.

The Council with the other Tees Valley Authorities is in the process of producing a Tees Valley Gypsy and Travellers Accommodation Needs Assessment (GTAA). This will identify the required number of pitches that will be needed to 2021. The findings of the report will form part of the evidence base which is used to produce the Local Development Framework and will be considered when producing the Local Development Framework for the Borough. In time this Local Development Framework will replace Local Plan policy Hsg14.

Core Output H6: Housing quality – Building for Life Assessments

Table 4.7:

The level of quality in new housing development

	No. of sites with a building for life assessment of 16 or more	No. of dwellings on those sites	% of dwellings of 16 or more	No. of sites with a building for life assessment of 14 to 15	No. of dwellings on those sites	% of dwellings of 14 to 15	No. of sites with a building for life assessment of 10 to 14	No. of dwellings on those sites	% of dwellings of 10 to 14	No. of sites with a building for life assessment of less than 10	No. of dwellings on those sites	% of dwellings of less than 10	Total No. of housing sites (or phases of housing) sites	No. of dwellings of 10 to 14
H6	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil

For the year 2007/2008, none of the housing associations have started rating the new build completions against the Building for life criteria.

Environmental Quality

Local Plan objective A5: to ensure that there is an adequate infrastructure to serve new and existing development

Related Policies

- Allocation of site for sewage treatment works and criteria for improvements to existing plants (PU3);
- Requirement for adequate drainage and encouragement of sustainable drainage systems (PU1 - PU2);
- Safeguarding of road corridors (Tra11 – Tra13);
- Identification of access points for major development sites (Tra14).
- Identification of land for power generation (PU6)
- Criteria for renewable energy developments (PU7)
- Seeking contributions from developers for highway and infrastructure works (GEP9)

Core Output Indicator E1: Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds

Table 4.8: Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.

	Flooding	Quality	Total
E1	Nil	Nil	Nil

No planning permissions were granted contrary to the advice of the Environment Agency during the year 2007/2008.

Commentary on other Related Planning Policies

Although the full sewage treatment works has been developed on the allocated site at Brenda Road, policy PU3 remains relevant in respect of other existing sewage works.

Local Plan objective C9: to protect and enhance the biodiversity and geodiversity of the natural environment and ensure the careful use of natural resources

Related Policies

- Protection and enhancement of national and local sites of nature conservation and geological importance (WL1, WL2, WL3, WL5, WL7);
- Protection of species protected by law (WL4) and biodiversity generally (WL8);
- Seeking contributions from developers for works to enhance nature conservation features (GEP9);
- Seeking energy efficiency measures in new developments (GEP6)
- Safeguarding of Mineral resources (Min1);
- Encouraging use of secondary/recycled aggregates (Min2).

Core Output Indicator E2: Change in places of biodiversity importance

Table 4.9: Losses or additions to biodiversity habitat

	Loss	Addition	Total
E2 (ha)	NIL	Nil	NIL

Commentary:

There has been no change to the areas of designated international or national sites, or of priority habitats or number of designated local nature reserves during 2007/08.

No priority species were affected by planning decisions during the year. Planning permission was granted in November 2007 for the storage of pipes on vacant brownfield land West of Brenda Road. The use of the site may result in the loss of some biodiversity. Any significant loss arising from this development will be reported in next year's Annual Monitoring Report.

Core Output Indicator E3: Renewable energy generation

Table 4.10: The amount of renewable energy generation by installed capacity and type

E3	Wind onshore	Solar photovoltaics	Hydro	Biomass						Total
				Landfill gas	Sewage sludge	Municipal (& industrial) solid waste combustion	Co-firing of biomass with fossil fuel	Animal biomass	Plant biomass	
Permitted installed capacity in MW	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Completed installed capacity in MW	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil

E3 is not applicable; there are no stand alone renewable energy schemes

Commentary:

There have been no planning applications received for new renewable energy operations since the wind turbines development at Elwick was completed in 2004.

Minerals and Waste

Local Plan objective C11: to ensure that industrial and other potentially polluting or hazardous activities do not have a significant detrimental effect on the adjacent population or workforce and do not have a damaging effect on the environment.

Local Plan objective C12: to minimise the adverse environmental effects of mineral workings and waste disposal operations and ensure the appropriate restoration and after use of land.

Related Policies

- Control of pollution (GEP4);
- Criteria to be considered in relation to the development of new mineral extraction sites, including the after use of sites and transportation of minerals (Min3 – Min5);
- Policies for waste recovery (Was2 and Was3);
- Criteria relating to proposals for waste disposal (Was4-Was6).
- Control of pollution (GEP4);
- Control of developments involving the use or storage of hazardous substances (Ind11);
- Protection of the aquifer (PU4);
- Control of electricity transmission facilities (PU5);
- Control on developments on or near landfill sites (Dco1);
- Control on development near intensive livestock units (Ru6);
- Identifying where is need for an environmental impact assessment (GEP5);
- Need for waste minimisation plans (Was1).

Core Output Indicator M1: Production of primary land won aggregates by mineral planning authority

Table 4.11:

The amount of land won aggregate being produced

	Crushed rock	Sand and gravel
M1	Nil	Nil

Commentary

This information is not publicly available in respect of data for Hartlepool because of issues of business confidentiality.

Core Output Indicator M1: Production of secondary and recycled aggregates by mineral planning authority

Table 4.12: the amount of secondary and recycled aggregates being produced in addition to primary won sources in M1 above

	Secondary	Recycled
M2	Nil	Nil

Commentary:

None recorded - although there is a waste transfer operation in the town which does produce some recycled aggregates as part of the operation. In this respect issues of business confidentiality prevent the publication of detailed figures

Core Output Indicator W1: Capacity of new waste management facilities by waste planning authorities

There were no new waste management facilities provided during the year.

Table 4.13: The capacity and operational throughput of new waste management facilities as applicable.

W1	Inert landfill	Non-hazardous landfill	Hazardous landfill	Energy from waste incineration	Other incineration	Landfill gas generation plant	Pyrolysis /gasification	Metal recycling site	Transfer stations	Material recovery/recycling facilities (MRFs)	Household civic amenity sites	Open windrow composting	In-vessel composting	Anaerobic digestion	Any combined mechanical, biological and/thermal treatment (MBT)	Sewage treatment works	Other treatment	Recycling facilities construction, demolition and excavation waste	Storage of waste	Other waste management	Other developments	total
The total capacity (m ³ , tonnes or litres)	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	Nil
Maximum annual operational throughput (tonnes or litres if liquid waste)	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil	nil

Core Output Indicator W2: Amount of municipal waste arising, and managed by management type by waste planning authority

Table 4.14: The amount of household municipal waste arising and how that is being managed by type.

W2	Landfill	Incineration with EfW	Incineration without EfW	Recycled/ composted	Other	Total waste arisings
Amount of waste arisings in tonnes	5270	27031	Nil	15305	Nil	47650

Commentary

The introduction of Alternate Weekly Collection of recyclable / compostable and residual waste throughout most of the Borough has increased the tonnage of recyclable materials and the percentage and tonnage of compostable materials collected.

Local Plan objective C1: to ensure that developments do not have an adverse impact on the quality of life of the population of Hartlepool

Related Policies

- Setting out general principles for all new development (GEP1);
- Provision for access for all (GEP2);
- Encouraging crime prevention by planning and design (GEP3);
- Control on the location of food and drink developments (Com12) and on the location of late night uses (Rec13);
- Controlling other new developments to protect the amenities of residents (eg Com13 and Com14 - developments in residential areas, Hosg9 - residential developments, Rec11 - noisy outdoor sports and leisure activities, PU8 – telecommunications etc.);
- Controlling development in areas of flood risk (Dco2).

Local Output Indicator: Satisfaction with area as a place to live and with overall quality of life and problems related to quality of life)

Table 4.15:

Satisfaction with area and quality of life

	Hartlepool	National
Satisfaction with area as a place to live	83%	87%
Feel good about quality of life (standard of living, surroundings, friendship, how feel day to day)	90%	83%

Table 4.16:

Perceived problems relating to crime

	A serious problem	Not a problem
Household burglary	5%	74%
Car crime	8%	68%
Crowds and gangs causing disturbance or hooliganism	9%	71%

Commentary

The above tables form part of the results of a household survey carried out by MORI in 2007. They set a baseline position for future surveys which may be undertaken. Overall, the areas of the town where there is least satisfaction in all respects are those inner areas where housing market renewal initiatives are being undertaken (North Central and West Central Hartlepool).

Local Plan objectives C2 and C7: to retain the compact form of the main urban area by preventing urban development extending into the countryside and to protect and enhance the character of the existing villages.

Related Policies

- Definition of Urban Fence and Village Envelopes (Rur1 – Rur3);
- Developments to accord with Village Design Statements (Rur4);
- Protection of rural services (Rur6).

Local Output Indicator: Planning decisions on proposals for development outside urban fence and village envelopes

Table 4.17:

Developments approved outside Limits to Development 2004-2008

Developments Approved	2004/05	2005/06	2006/07	2007/2008
Agricultural buildings	3	4	0	1
New dwellings – no agricultural justification	0	0	0	0
New dwellings associated with agricultural existing developments	1	0	0	0
Temporary residence in connection with rural business	0	3	0	1
Replacement dwellings	1	0	0	0
Residential conversions of rural buildings	1	0	0	0
Extensions of gardens	3	1	0	0
Recreational and leisure uses	1	0	4	1
Farm diversification schemes	0	0	0	1
Extensions and other works relating to existing businesses	2	2	1	0
Telecommunications developments	2	1	0	0
Other	0	0	2	0

Table 4.18**Developments refused outside Limits to Development 2004-2007**

Developments Refused	2004/05	2005/06	2006/07	2007/008
Agricultural buildings	2	0	1	0
New dwellings – no agricultural justification	0	1	0	0
New dwellings associated with agricultural existing developments	0	0	0	0
Temporary residence in connection with rural business	0	0	0	0
Replacement dwellings	0	0	0	0
Residential conversions of rural buildings	0	0	0	0
Residential alterations and extensions	0	1	1	0
Extensions of gardens	0	1	0	0
Recreational and leisure uses	0	0	1	1
Farm diversification schemes	0	0	0	0
Extensions and other works relating to existing businesses	0	0	0	0
Telecommunications developments	0	1	0	0
Other		1	1	0

Commentary

The information provided above relates to planning applications determined since 2004 for development on land outside the limits to development (urban fence and village envelopes).

In the current year most approvals related to residential alterations and extensions, although one scheme was refused as its scale was inappropriate.

The policies defining limits to development therefore continue to protect the open countryside from inappropriate development.

Local Plan objective C3: to preserve and enhance the quality, character and setting of Conservation Areas, Listed Buildings and areas of archaeological and historic interest

Related Policies

- Protection and enhancement of conservation areas (HE1 – HE4 and supplementary note 5);
- Review of Conservation Areas (HE5), review of Listed Buildings (HE11);
- Protection of Listed Buildings (HE7 – HE10) and locally important buildings (HE12);
- Withdrawal of PD rights (GEP11);
- Protection and enhancement of Registered Parks and Gardens (HE6);
- Protection of Scheduled Monuments, areas of historic landscape and other archaeological sites (HE13 – HE15).

Local Output Indicator 18: *Number of buildings at risk*

Table 4.19:

Numbers of Buildings at Risk 2004-2007

Type of building at risk	2004/05	2005/06	2006/07	2007/2008
Grade 1 and Grade II* Listed Buildings	0	0	0	0
Grade II Listed Buildings	8	9	10	11
Non Listed Buildings in Conservation Areas	2	3	3	3

Commentary:

The national Buildings at Risk Register does not include any buildings in Hartlepool. However, the Register only relates to grade I and grade II* Listed Buildings. Hartlepool Council conducts its own survey of other important buildings in the Borough, and currently identifies that 14 of these are at some risk through neglect and decay. One building, Park Tower, the former Co-op at Stranton, is no longer at risk following its conversion into 50 apartments. One Listed Building on the Headland is currently being converted as a tea room. Within the Park Conservation Area two unlisted buildings give rise to concern.

9 of the 14 buildings at risk have planning permission, but the existence of planning permissions does not necessarily mean that the buildings will cease to be at risk, as permissions may not always be implemented.

Local Output Indicator 19: Conservation Area Appraisals undertaken**Table 4.20: Targets**

Year	Appraisals
2006/07	1
2007/08	1
2008/09	1
2009/10	1

Commentary

One Conservation Area appraisal – for the Park Area – was undertaken during the year in line with the local target. Work has commenced on an appraisal for the Church Street Area.

Local Plan objective C4: to encourage a high standard of design and the provision of high quality environment in all developments and particularly those on prominent sites, along the main road and rail corridors, and along the coast

Related Policies

- Setting out general principles for all new development (GEP1);
- Setting out design guidelines for new housing developments and for house extensions (Hsg9, Hsg10 and supplementary note4);
- Providing for high quality of design and landscaping along main approaches to Hartlepool and on the main frontages within industrial estates (GEP7, GN4);
- Encouraging the provision of public art (GEP10);
- Control on advertisements (GEP8);
- Intention to acquire sites to improve the local economy or general environment (GEP15).

Local Output Indicator 20: Satisfaction with design of residential extensions

No data for 2007/08

Commentary:

Whilst there is no data available for the current year, data is collected every few years on perceptions of how well residential extensions fit in with existing buildings. In 2003, the last year this question was asked in the annual Viewpoint questionnaire, 73% of residents considered that in most cases this was so, 21% considered that this was not so in all cases and 1% considered that it was never the case (the

remaining 6% with no view or no response). The question will be asked again in a future Viewpoint questionnaire and the responses compared with the 2003 results in a future annual monitoring report.

Local Plan objective C8: to protect and enhance the countryside and coastal areas and to make them more accessible for the benefit of the residents of, and visitors to, the Borough

Related Policies

- Criteria for outdoor recreational developments in coastal areas (Rec1) and in the countryside (Rur16);
- Protection of agricultural land (Rur9);
- Protection of Special Landscape Areas (Rur20);
- Controls on housing in the open countryside (Rur12);
- Criteria for other development in the countryside including the re-use of rural buildings and farm diversification (Rur7 – Rur8 and Rur9 - Rur11),
- Provision for tree planting and other improvements in the area of the Tees Forest (Rur14);
- Identification of small Community Forest Gateway sites (Rur15);
- Provision of network of leisure walkways including the coastal walkway and other strategic recreational routes (Rur17 – Rur18)

Local Output Indicator 22: Improvements to rights of way / leisure walkways

Table 4.21

Percentage of rights of way open and easy to use

2003/04	84.9%
2004/05	91.1%
2005/06	89.6%
2006/07	96.9%
2007/2008	78.17%

Table 4.22**Walkways created, diverted, extinguished or improved**

Walkways:	2004/2005		2005/06		2006/07		2007/2008	
	Public Rights of Way	Permissive Paths	Public Rights of Way	Permissive Paths	Public Rights of Way	Permissive Paths	Public Rights of Way	Permissive Paths
Created	0.32 km	0	0	0	0.43km	0	0.57 km (Public Bridleway No.18 Hart)	0
Diverted	0	0	0.52 km	0	0	0	0	0
Extinguished	0.19 km	0	0	0	0	0	0	0
Improved	1.53 km	1.61 km	2.59 km	0.54 km	0	0	9 km (various rights of way- using gates to replace stiles)	0

Commentary:

The percentage of rights of way open and easy to use was a National Best Value Performance Indicator (BVPI 178) and was useful in identifying how the rights of way network has been improving, although the figures do vary from year to year and reflect the position on the days when the network was surveyed.

Since the beginning of 2008, BVPI 178 has been removed from the list of National Indicators. To reflect the importance of the indicator, it is still being used by the Council as an internal performance indicator, measuring the same information (ACS PI 012). The only difference to the PI is its regularity of data collection. The survey is now carried out every month so that an up to date picture is available to interrogate and act on.

Continuous work is being carried out to improve the network of paths so that a more inclusive network will be available to a broader user base. Self Closing gates and Kissing gates have been installed as replacements to the stile. These gates as well as 'A' Frames are used to assist in the reduction of illegal motorbike use and are used sparingly and only where necessary.

The network is being improved and extended, and a new length of public footpath was created near North Hart Farm during the year. In addition, approval was given to alterations and extension of a public right of way to provide a footpath/cycleway in association with a development to convert farm buildings to studio dwellings. This approval included works to facilitate access onto the Hart- Haswell walkway (part of the Sustrans national route).

Further work has been carried out to promote the footpaths and bridleways north of Hart village. A promoted route - North Hart Circular (2.33 km) – has been devised and developed in partnership with Hart Primary School.

The next report will look to provide information on further diversions, extinguishments as well as creations. A further Legal Event Order will be looked to be completed so that the Definitive Map is brought up to date with regards to the recent Public Path Orders and Definitive Map Orders that have been confirmed since the Map's last legal update in January 2001.

Local Output Indicator 29: *Length of cycleways completed* (local output indicator)

2004/2005:	2km
2005/2006:	50m
2006/2007:	0
2007/2008:	2.33km

Commentary:

Policy Tra5 of the Local Plan makes provision for the continued development of a comprehensive network of cycle routes linking the main areas of the Borough. A promoted route the North Hart Circular (2.33 km) has been devised as part of the cycleway network.

Since March 2008 a strategy for the Hartlepool Greenway Network has been commissioned by the council. Its recommendations and progress on implementation schemes will be reported in the next annual Monitoring Report.

Endnote

Hartlepool has been transformed over the last ten to fifteen years with major changes to the built environment, reduction in unemployment and diversification of the town's economic base. The Improvement of outcomes such as these needs to continue as the spatial planning function progresses in support of sustainable development objectives expressed for Hartlepool through the Local Area Agreement established by the Council and the Local Strategic Partnership with other key agencies.

The planning policies originally set out in the 1994 Hartlepool Local Plan provided a strong land use policy context for enabling this transformation. Issues which have arisen since the 1994 Local Plan was adopted, such as housing market failure, and new opportunities to be grasped such as the regeneration of Victoria Harbour, were addressed in the 2006 Local Plan. The policies of the 2006 Local Plan have been robust and as a direct consequence have led to initiatives such as Housing Market Renewal being implemented during 2007/2008.

Work in developing the evidence base for the documents to be prepared under the new Local Development Framework spatial planning system has confirmed that affordable housing has now become an issue in Hartlepool and because of the lack of an appropriate policy in the Local Plan, it has been necessary to address this issue urgently through the preparation of a development plan document on affordable housing.

CABINET REPORT

15 December 2008



Report of: Director of Adult and Community Services and Chief Financial Officer

Subject: ORWELL WALK EXTRA CARE HOUSING SCHEME

SUMMARY

1. PURPOSE OF REPORT

To seek Member approval to enter into a funding agreement with Housing Hartlepool (HH) that satisfies the Department of Health's (DH) Extra Care Housing Fund requirements.

To inform Members of progress to date in developing the scheme.

2. SUMMARY OF CONTENTS

Hartlepool has been successful in securing extra care housing funding of £2.93 million, towards the development of an extra care housing scheme, in partnership with Hartlepool PCT and Housing Hartlepool.

The Department of Health requires the Council and HH to enter into a bilateral legal agreement that they must approve before funding is released. Members are asked to approve the Council entering into a funding agreement with HH.

3. RELEVANCE TO CABINET

The securing of £2.93 million, as part of an overall capital investment of £8.54 million into Hartlepool is significant and will provide 60 new homes.

4. TYPE OF DECISION

Key Decision (i) "any decision which is financially significant because it will result in income, expenditure or savings with a gross full year effect of £100,000 or greater, and has not previously been made public.

5. DECISION MAKING ROUTE

Cabinet – 15 December 2008

6. DECISION(S) REQUIRED

That Members approve entering into a funding agreement with Housing Hartlepool.

That Members note the progress made in developing the extra care scheme.

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2. BACKGROUND

- 2.1 Hartlepool has been successful in securing extra care housing funding of £2.93 million towards the development of an extra care housing scheme in partnership with Housing Hartlepool (HH) and Hartlepool Primary Care Trust.
- 2.2 The overall capital investment in the development is £8.54 million. HH expect to receive sales income of £2.7 million as there will be a number of full and shared ownership, as well as social rented properties. The balance of the funding will come from a mixture of land contribution and private finance borrowing by HH.
- 2.3 There is no capital investment required by the Council and its role around finance is to 'passport' the grant from DH to HH.
- 2.4 Payment of the grant from the DH is dependent upon a number of things. The first payment of 25% of the total will be made upon the DH receiving an acceptable signed agreement between the Council and HH attached at **APPENDIX 1 – Not for Publication** (*Information relating to the financial or business affairs of any particular person (including the authority holding that information, para. 3)*). Further payments of the balance of the grant will be made in 2009/10 following planning permission being granted, confirmation that site works have commenced and finally, that care and support arrangements are in place.

3. PROGRESS TO DATE

- 3.1 Considerable work has been ongoing with HH since the award of the grant. This has included the setting up of a Steering Group to oversee the development. Hartlepool Borough Council representation will be the Strategic Commissioner – Older People and the Head of Adult Services.

- 3.2 The Steering Group has, as part of the ongoing public consultation process, invited interested members of the public to attend presentations and discussions asking them to contribute by commenting on the early proposals of the buildings designs.
- 3.3 The vast majority of the views expressed demonstrated support for the scheme and positive contributions were received that will help the design team finalise proposals. There were some concerns over parking provision on the development and the surrounding residential area and these views have resulted in revised proposals.
- 3.4 A bilateral funding agreement has been drafted jointly by the Council and HH that meets the requirement of the Department of Health. It sets out the obligations on both parties to ensure the objective of providing an exemplar extra care scheme is fulfilled.
- 3.7 Within the agreement it is stipulated that the scheme will be of mixed tenure and consist of affordable housing, to rent, affordable shared ownership and leasehold sale. Also that there will be a balance of care and support needs. The Council and HH will prepare a Lettings Plan taking the above into account.
- 3.8 The Council will have nomination rights to 100% of the initial lettings and sales of the Affordable Housing, and continuing nomination rights for 100% of the re-lettings and re-sales of the Affordable Housing.

4. **RECOMMENDATIONS**

- 4.1 That Members approve entering into a funding agreement with Hartlepool Housing to enable the release of the first tranche of the Department of Health's Extra Care Grant.
- 4.2 That Members note the progress made in developing the extra care scheme at Orwell Walk.

CABINET REPORT

15 December 2008



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Cabinet – 15 December 2008

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CABINET REPORT

15th December 2008



Report of: Head of Community Safety & Prevention

Subject: Closed Circuit Television (CCTV) Strategy 2009-2012

SUMMARY

1. PURPOSE OF REPORT

To seek approval of the draft CCTV strategy 2009-2012.

To seek approval to the establishment of a capital investment scheme for CCTV.

2. SUMMARY OF CONTENTS

The report sets out the process of strategy development, from initial consideration by Cabinet of a draft strategy in January 2008; the Scrutiny investigation into CCTV in two parts, spanning the municipal years 2007/08 and 2008/09; to consideration of the final report, with recommendations from the scrutiny investigation in September 2008

3. RELEVANCE TO CABINET

Cabinet requested the revised draft CCTV strategy be resubmitted, with associated costs, by the end of 2008.

4. TYPE OF DECISION

Non key decision.

5. DECISION MAKING ROUTE

Cabinet on 15th December 2008.

6. DECISION(S) REQUIRED

Cabinet are recommended to approve the draft CCTV strategy and the proposed capital investment scheme for CCTV

Report of: Head of Community Safety & Prevention

Subject: Closed Circuit Television (CCTV) Strategy 2009-2012

1. PURPOSE OF REPORT

- 1.1 To seek approval of the draft CCTV strategy 2009-2012.
- 1.2 To seek approval to the establishment of a capital investment scheme for CCTV.

2. BACKGROUND INFORMATION

- 2.1 On 22 January 2008 Cabinet considered a report which outlined the progress made in the development of a CCTV Strategy for the town. Consequently it was agreed that the Scrutiny Co-ordinating Committee be asked to undertake a scrutiny investigation into the community CCTV camera system for Hartlepool with recommendations to be reported to Cabinet by the end of April 2008.
- 2.2 Scrutiny Co-ordinating Committee met on the 8 February 2008 and agreed to the referral from Cabinet on the topic of Hartlepool Borough Council's CCTV provision. Due to the time constraints to complete the referral by the end of the 2007/08 Municipal Year, the Scrutiny Co-ordinating Committee agreed to provide Cabinet with an Interim Report which would form the basis of an in-depth investigation into Hartlepool Borough Council's Community CCTV Provision to be undertaken by the Regeneration and Planning Services Scrutiny Forum during the 2008/09 Municipal Year.
- 2.3 Cabinet considered the Interim Report from the Scrutiny Co-ordinating Committee at their meeting of 28 April 2008 and agreed that the Regeneration and Planning Services Scrutiny Forum should undertake a detailed investigation into Hartlepool Borough Council's Community CCTV Provision and report their findings back to Cabinet by the end of September 2008.
- 2.4 On 29th September Cabinet considered the final report from the Regeneration & Planning Services Scrutiny Forum's investigation into the Council's provision of CCTV for the town. The Forum's key recommendations to the Cabinet were:
 - (a) that contributions to the operating costs of the Council's Community CCTV system be explored with:-

- (i) Safer Hartlepool Partnership – Contribution towards the annual monitoring costs as part of their mission statement towards a safer Hartlepool
 - (ii) Court Costs – Where Community CCTV cameras have provided evidence that has resulted in a conviction;
 - (iii) Cleveland Police – As the major user of the Community CCTV system in Hartlepool; and
 - (iv) Local Businesses – Where cameras are in existence, a business case be presented highlighting the pre-emptive and reactive benefits of the CCTV cameras, value for money and the number of arrests achieved.
- (b) That a detailed exercise be undertaken to calculate the costs of bringing the monitoring provision 'in-house' together with the feasibility of co-location with Cleveland Police;
- (c) That consideration be given to the future tendering for the monitoring of the Community CCTV camera system, to ensure that the Council continues to receive best value;
- (d) That as major building developments take place in Hartlepool (e.g. Victoria Harbour), contractors be obligated to ensure that a network of ducting is laid, suitable to carry the Authority's fibre optic cables;
- (e) That before Community CCTV cameras are commissioned, decommissioned or relocated, an assessment is made of the merits and appropriateness of the installation, by consulting local residents, Police, Ward Councillors, community groups and utilising redeployable cameras to monitor crime levels;
- (f) That a trial of 'Talking Cameras' in Church Street/York Road be explored;
- (g) That a planned series of public events highlighting the importance of the Community CCTV cameras be arranged;
- (h) That following Cabinet's consideration of this Final Report, the Draft CCTV Strategy be re-submitted to the Cabinet incorporating the agreed recommendations from this enquiry.

2.5 An Action Plan for the implementation of these recommendations was approved by Cabinet on 29th September 2008 with an amendment to one recommendation. It was suggested that recommendation (h) above should be reconsidered and the following sentence appended be to the end of the recommendation(h):

'and their implementation costs by the end of 2008'

This was accepted by the Regeneration and Planning Services Scrutiny Forum at its meeting on 13th November 2008.

3.0 DRAFT STRATEGY

- 3.1 A revised and updated draft Strategy is attached at **Appendix 1**. Key partners have been involved in the development of this draft Strategy.
- 3.2 The draft Strategy encompasses the Action Plan approved by Cabinet on 29th September 2008, including the revision to action (h), together with other actions which are considered necessary for the on-going development and delivery of a high quality service.
- 3.3 The Action Plan includes the development of a maintenance contract for all cameras, and associated equipment, including monitoring equipment. It also includes the establishment of a capital investment scheme, to replace ageing equipment as considered necessary for the delivery of an effective and efficient service, during the three years 2009/10 to 2011/12.
- 3.4 It is proposed that funding for the capital investment scheme of £50,000 will be allocated from the existing community safety capital budget.
- 3.5 An investment programme will be developed by officers, including considerations based on:
- Maintenance and repair costs of equipment during past three years.
 - Importance of camera sites for prevention and detection of crime and anti-social behaviour
 - Usage of camera images for evidential purposes
 - Possible use of new technology at the site
 - Likely future use of specific equipment/cameras

4.0 RECOMMENDATIONS

- 4.1 Cabinet are recommended to approve the draft CCTV strategy 2009-2012.
- 4.2 Cabinet are recommended to approve the allocation of £50,000 from the annual community safety capital budget to provide an investment scheme for CCTV cameras and equipment during 2009/10 to 2011/12.

Contact Officer Alison Mawson
Head of Community Safety & Prevention.

Background papers

Cabinet reports of 22nd January & 29th September 2008.
Regeneration & Planning Services Scrutiny Forum reports of 13th November 2008.

CABINET REPORT

15th December 2008



Report of: Head of Community Safety & Prevention

Subject: Closed Circuit Television (CCTV) Strategy 2009-2012

SUMMARY

1. PURPOSE OF REPORT

To seek approval of the draft CCTV strategy 2009-2012.

To seek approval to the establishment of a capital investment scheme for CCTV.

2. SUMMARY OF CONTENTS

The report sets out the process of strategy development, from initial consideration by Cabinet of a draft strategy in January 2008; the Scrutiny investigation into CCTV in two parts, spanning the municipal years 2007/08 and 2008/09; to consideration of the final report, with recommendations from the scrutiny investigation in September 2008

3. RELEVANCE TO CABINET

Cabinet requested the revised draft CCTV strategy be resubmitted, with associated costs, by the end of 2008.

4. TYPE OF DECISION

Non key decision.

5. DECISION MAKING ROUTE

Cabinet on 15th December 2008.

6. DECISION(S) REQUIRED

Cabinet are recommended to approve the draft CCTV strategy and the proposed capital investment scheme for CCTV

Report of: Head of Community Safety & Prevention

Subject: Closed Circuit Television (CCTV) Strategy 2009-2012

1. PURPOSE OF REPORT

- 1.1 To seek approval of the draft CCTV strategy 2009-2012.
- 1.2 To seek approval to the establishment of a capital investment scheme for CCTV.

2. BACKGROUND INFORMATION

- 2.1 On 22 January 2008 Cabinet considered a report which outlined the progress made in the development of a CCTV Strategy for the town. Consequently it was agreed that the Scrutiny Co-ordinating Committee be asked to undertake a scrutiny investigation into the community CCTV camera system for Hartlepool with recommendations to be reported to Cabinet by the end of April 2008.
- 2.2 Scrutiny Co-ordinating Committee met on the 8 February 2008 and agreed to the referral from Cabinet on the topic of Hartlepool Borough Council's CCTV provision. Due to the time constraints to complete the referral by the end of the 2007/08 Municipal Year, the Scrutiny Co-ordinating Committee agreed to provide Cabinet with an Interim Report which would form the basis of an in-depth investigation into Hartlepool Borough Council's Community CCTV Provision to be undertaken by the Regeneration and Planning Services Scrutiny Forum during the 2008/09 Municipal Year.
- 2.3 Cabinet considered the Interim Report from the Scrutiny Co-ordinating Committee at their meeting of 28 April 2008 and agreed that the Regeneration and Planning Services Scrutiny Forum should undertake a detailed investigation into Hartlepool Borough Council's Community CCTV Provision and report their findings back to Cabinet by the end of September 2008.
- 2.4 On 29th September Cabinet considered the final report from the Regeneration & Planning Services Scrutiny Forum's investigation into the Council's provision of CCTV for the town. The Forum's key recommendations to the Cabinet were:
 - (a) that contributions to the operating costs of the Council's Community CCTV system be explored with:-

- (i) Safer Hartlepool Partnership – Contribution towards the annual monitoring costs as part of their mission statement towards a safer Hartlepool
 - (ii) Court Costs – Where Community CCTV cameras have provided evidence that has resulted in a conviction;
 - (iii) Cleveland Police – As the major user of the Community CCTV system in Hartlepool; and
 - (iv) Local Businesses – Where cameras are in existence, a business case be presented highlighting the pre-emptive and reactive benefits of the CCTV cameras, value for money and the number of arrests achieved.
- (b) That a detailed exercise be undertaken to calculate the costs of bringing the monitoring provision 'in-house' together with the feasibility of co-location with Cleveland Police;
 - (c) That consideration be given to the future tendering for the monitoring of the Community CCTV camera system, to ensure that the Council continues to receive best value;
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Contact Officer Alison Mawson
Head of Community Safety & Prevention.

Background papers

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Hartlepool Borough

Council

DRAFT

**STRATEGY FOR
COMMUNITY
CLOSED CIRCUIT
TELEVISION**

2008

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Introduction

Hartlepool is located on the north east coast of England within the Tees Valley sub region. It is a compact town with a population of 89,600, living in 40,000 households of which 1.2% are from BME communities. Almost a fifth of the Town's population are at, or above, retirement age.

The town comprises dense urban areas, an established marina and expanding suburbs with a number of distinct rural villages.

A unitary local authority covers the town with a directly elected mayor and cabinet political structure. Other major service providers sharing the local authority boundary are Cleveland Police Basic Command Unit, Cleveland Fire Service, Hartlepool Primary Care Trust, The Probation Service and the Learning and Skills Council.

The Borough has seen a major transformation over the past twenty years through regeneration programmes and public and private sector investment. A number of further major regeneration projects are under development or proposal.

There is a strong tradition of partnership working in the Borough, more recently through the work of The Hartlepool Partnership which brings together the public, private, community and voluntary sectors. This body is the town's Local Strategic Partnership (LSP). It has agreed an over-arching plan entitled the Hartlepool Sustainable Community Strategy, which identifies a vision and associated strategic outcomes. The Hartlepool Local Area Agreement (LAA) is the delivery mechanism for the Strategy in 2008-2011.

Community Safety is one of the primary themes of the Hartlepool Partnership, with its priority to "make Hartlepool a safer place by reducing crime, disorder and the fear of crime". A key action in progressing this priority is the continuing installation and deployment of closed circuit television ("CCTV") cameras which are operational 24 hours a day, 365 days a year and available to support partners in fulfilling their respective roles and supporting the Partnership theme..

Back ground

There has been, and continues to be, a constant demand for the deployment of closed circuit television cameras within many areas of Hartlepool.

Closed circuit television (CCTV) offers many benefits to the citizens, visitors and businesses of Hartlepool and supports the work of enforcement and emergency services. CCTV systems have been installed to provide support and reassurance by enabling prompt, appropriate responses to incidents and present accurate details of events as they unfold. These details have proved invaluable as evidence, leading to the successful prosecution of many offenders.

Statistics, both nationally and locally, point to substantial reductions in the levels of crime being committed where CCTV cameras have been installed. In this respect Central Government recognises the role of CCTV schemes as an important tool within their Crime Reduction Strategies particularly in the fight against crime in town centres, shopping centres, rural areas, car parks and within transport links.

Many people perceive CCTV to be the panacea to totally protect the community and eliminate crime. In reality CCTV is an effective tool but only a part of the overall solution. Working in conjunction with other community safety initiatives, CCTV can provide that invaluable tool to assist The Safer Hartlepool Partnership in achieving sustainable reductions in crime levels and the fear of crime.

This document sets out the key objectives of a strategy for CCTV surveillance of public space within Hartlepool. It also outlines how the strategy will be put into practice and gives details of the background issues and protocols for the progression and delivery of the objectives. This strategy has been developed in full consultation with key partners such as Cleveland Police, Housing Hartlepool and Cleveland Fire Service and will, throughout its lifetime, seek further views and input to maximise on going development.

An Overview of the Hartlepool Borough Council Community CCTV System

Hartlepool Community CCTV scheme has grown substantially over the past few years providing, visibly, cameras undertaking the monitoring of public space in a number of areas throughout the Town. The scheme has been successful in the overall drive to achieve the objective to reduce crime and anti-social behaviour and the fear of crime.

The scheme is managed and operated by Hartlepool Borough Council and Housing Hartlepool on behalf of the Safer Hartlepool Partnership. The CCTV Control Centre building is owned by Housing Hartlepool. There is no separate permanent public space CCTV system operated by Cleveland Police.

Operation is through an experienced CCTV team, which works closely with Cleveland Police in gathering evidence and sharing intelligence to help combat crime and anti-social behaviour. In addition the scheme works closely with all departments of Hartlepool Borough Council and Central Government programmes, such as New Deal for Communities, in the enhancement of community safety. New partnerships with other public bodies such as Cleveland Fire Service have been developed.

The CCTV scheme is operational 24 hours a day, 365 days per year and all camera images are recorded. The scheme's cameras cannot all be monitored at the same time, so operators use local knowledge and shared intelligence to endeavour to monitor the right cameras at the right time of day or night. This approach increases the likelihood of observing criminal and anti-social behaviour. Operators also use live information from Police and any other appropriate radio systems, to swiftly direct cameras towards areas of need.

Hartlepool CCTV Control Centre now operates and monitors over 80 mainstream cameras, located at over 70 sites, as detailed in Appendix 1, covering public space. In addition it monitors a number of other cameras within HBC premises. Also a number of alarm activated cameras are monitored when required. Capacity is close to being maximised within the present Control Centre operational structure. The Centre does not, however, monitor all Hartlepool Borough Council internal and external CCTV cameras. Monitoring is undertaken in secure premises, with strict access control, fully compliant with all current legislation and operational requirements, as directed within CCTV Code of Practice (revised 2008). All CCTV operators, and front line management are accredited and licensed under the Security Industry Act 2001.

All images captured by CCTV cameras are stored on a secure digital system and retained for a period of no more than 28 days unless specifically required to support criminal or civil investigation and any subsequent legal process. Images not required to be retained after the 28-day period are over-written. Conversion from tape to digital retention has afforded substantially enhanced quality reproduction.

All cameras utilised by the scheme are overt. The scheme does not undertake monitoring through use of covert cameras. Cameras are of two principal varieties:

- dome
- shoebox

The majority of cameras have the ability to pan, tilt and zoom through 360 degrees allowing operators to follow a suspect and monitor incidents more effectively. Where appropriate, camera installation throughout the Town has been such as to enable cameras to interlink in following an incident or a suspect. Camera monitoring patterns are reviewed regularly in close conjunction with Police officers.

Images from the majority of cameras are transmitted to the CCTV Control Centre through HBC or British Telecom fibre link. This ensures the maximum quality of image reproduction and operational flexibility. Some lesser quality, but to acceptable CCTV industry standards, transmission systems are utilised. However a programme of up-grade to fibre is being delivered where appropriate.

HBC receives numerous requests for the installation of cameras at new locations. Each request is considered in depth in conjunction with Police and other relevant partners. In this respect CCTV cameras should not be seen as the sole solution to local problems be they temporary or otherwise. In many instances the problems can be addressed by alternative crime prevention and management solutions. A new protocol to appraise commissioning, decommissioning or redeployment was adopted in November 2008.

It is not the practice of this scheme to utilise dummy cameras in any element of it's operations.

Cameras are sited in open locations and are, therefore, vulnerable to a variety of conditions, which can impact on operational quality. We strive to ensure that no more than 5% of our overall camera stock is out of order at any one time. Nevertheless camera and transmission repairs do, often, necessitate parts replacement or off-site attention by manufacturers. Furthermore third party service providers e.g power, can impact on operational capability.

A small number of cameras within the scheme are located within HBC premises where the camera is part of the integral building or site security. Whilst the camera images will be recorded continuously, monitoring will only be undertaken by the Control Centre in the event of a security alarm activation. The Control Centre would then decide on, and action, the appropriate response.

The opportunity to work with public or private sector partners in developing compatible CCTV systems will always be explored. The Middleton Grange Shopping Centre, which is a key Town Centre location, has it's own CCTV system and Control Room for it's own security arrangements. However, their Control Centre also monitors cameras which patrol internal and external HBC owned car parks attached to the Centre thereby maximising the ability of the camera systems to work in tandem. Both Centres are linked which enables monitoring of both HBC and Middleton Grange cameras in either location. This

affords a vital back-up in the event of a major emergency situation such as evacuation of the Shopping Centre or part of the town centre.

Partnership delivery with the private sector is further demonstrated with the recent commissioning of 11 CCTV cameras monitoring throughout Longhill/Sandgate Industrial Estate. Capital costs of installation has been funded by Hartlepool Borough Council and Hartlepool New Deal for Communities. Revenue costs are, however, fully met by Estate businesses through a Business Improvement District (BID) agreement. Monitoring is undertaken, under contract, at HBC CCTV Control Centre.

Technology development over recent years has not only seen the availability of more compact and less unsightly equipment and enhanced transmission systems, but the development of mobile camera systems. These enable a rapid deployment within crime “hot-spots” to address potential short term problems and assist in appraising need for more permanent CCTV driven or other solutions. Further details are set out within this document.

The operation of CCTV systems is regulated through Government legislation as well as being underpinned by a Code of Practice overseen by the Information Commissioner. Full details are outlined within this document. Hartlepool Borough Council and HousingHartlepool, as system operators, and Cleveland Police, as key operational partners, fully comply with all legislation and good practice recommendations in respect of all cameras linked to and monitored by HBC CCTV Control Centre. Compliance is audited locally as part of the operational structure and can be subject to periodic audit by national bodies. Protocol and Service Level Agreements have been established between the prime scheme partners.

Key Strategic Objectives

The key strategic objectives of the CCTV scheme are:

1. Reduce crime and anti-social behaviour in public places within Hartlepool
2. Increase public reassurance
3. Support delivery of Safer Hartlepool Partnership strategic objectives
4. Assist Hartlepool Borough Council, and other enforcement agencies, carry out their enforcement and regulatory duties
5. Protect Hartlepool Borough Council assets and public space areas
6. Assist in, and bring added value to, the delivery of services by Hartlepool Borough Council departments and other partners

Operating Principles supporting the Key Strategic Objectives

In order to achieve the Key Strategic Objectives, it is essential that the CCTV equipment used, as well as the operation of the system itself, is to the highest standards.

The key principles relating to all Hartlepool Borough Council public-space Community CCTV operations include:

1. Planning and Assessment

The Community CCTV scheme must be based on sound criteria including the **evidence of need** from a detailed analysis of crime and incident figures. These should be based upon a representational and robust detailed analysis of crime and incident figures over a recommended period of three years as supplied by Cleveland Police and Hartlepool Borough Council Community Safety Team.

2. Partner Support

The scheme must have the full support of, and commitment from, the relevant partners, particularly Cleveland Police, with an undertaking to provide a timely and effective response to incidents identified through live monitoring of CCTV cameras or subsequent investigation of recorded images.

Cleveland Police play an integral part within any proposals to install new CCTV cameras, relocate existing cameras or vary the current monitoring and patrol patterns of cameras.

3. Public Consultation

It must be evident that the public, together with the business community where applicable, have been consulted and that there is significant support for any proposed, or variation of existing, scheme especially with regard to new camera installation or existing camera relocation.

4. Funding

The majority of capital funding for new camera installation has been attracted through Government Crime and Disorder, and similar, initiatives plus local regeneration programmes such as New Deal for Communities and, formerly, North Hartlepool Partnership. However it must be recognised that such future funding support is likely to be extremely limited.

We have been successful, in respect of a few of our cameras, in generating private sector support through negotiated Section 106 Planning agreements where major new development or expansion programmes are undertaken. Such an agreement enabled installation of 3 cameras as part of the security provision in and around the Morrisons supermarket development.

Capital has also been raised through funding programmes such as Neighbourhood Renewal Fund and Hartlepool Borough Council Community Safety Capital Fund but, once again, the limited capacity of these funds must be recognised.

Revenue support for ongoing operational, monitoring and repair costs is provided, in the main, through Hartlepool Borough Council mainstream budgets. Cleveland Police do not contribute direct financial support although they afford substantial “in kind” benefit towards the overall operation of the system. We have been able to attract contributions towards revenue costs from New Deal for Communities and, until recently, North Hartlepool Partnership, in respect of installations over recent years. Such support is time limited and Hartlepool Borough Council is expected to inherit full CCTV camera and system costs in respect of all cameras installed within the N.D.C. area from year 2011.

Private sector revenue cost contribution is minimal, the only instance being an annual sum from Morrisons in respect of the development detailed above. This, also, has time limitations.

Within all new CCTV camera installation proposals we now seek sponsor contribution towards capital and revenue costs.

5. Equipment

All camera and monitoring equipment specified for the scheme, including that used within the CCTV Control Centre, must be to acceptable industry standards and recognise sector best practice. Equipment is purchased outright and there are no finance or lease agreements.

Cameras and monitoring equipment have been installed over a period of several years. The life expectancy of a camera will vary dependent upon external location but on average should be between 6 and 8 years dependent upon any mid-life refurbishment programme. In addition the impact of technological advances must be considered – in this respect all recording equipment within our CCTV Control Centre was upgraded, three years ago, from tape to digital format to afford better image reproduction and maximise storage capacity.

Recording equipment is digital and encrypted to meet the requirements for use as evidence within criminal or civil law and to comply with Data Protection requirements.

The use of dummy cameras is not undertaken within any part of the scheme. Their use could give a false sense of security to persons within any area in which they were utilised as well as substantially hindering an investigation in the event of a criminal or other incident.

6. Monitoring and Recording

All cameras within this scheme must be connected to the HBC CCTV Control Centre for real-time, or where agreed, acceptable dial in or alarm activated monitoring and recording. The use of fibre-optic links is undertaken where it is financially viable.

All cameras have agreed and deliverable monitoring programmes which are maintained unless specific or priority circumstances impact.

All camera images are digitally recorded. Images are retained for a maximum period of 28 days, unless specifically required for investigation or evidential purposes, where-after they are over-written. Storage of, and access to, images is to Data Protection Act compliance and CCTV Code of Practice criteria. Images are only viewed by and/or released to:

- The Police in respect of the investigation of a criminal incident and/or subsequent production in a Court of Law for evidential purposes
- Person or Persons as directed within an Order of Court
- Other Enforcement or Public Sector Agencies including Cleveland Fire Service, to support investigation of incidents where criminal or other action, through legislation, could ensue

The integrity and security of the CCTV Control Centre is maintained at all times. Only in exceptional circumstances, will external organisations or individuals have any access to, or linkage with, monitoring systems, and only with the full agreement of HBC and Partners to specifically prevent and detect criminal and anti-social behaviour acts.

7. Commissioning of cameras

The principal objective of commissioning a fixed location CCTV camera is to assist in reducing and preventing crime and anti-social behaviour in either a specific or general location.

Requests are regularly forthcoming for the installation of new cameras with live monitoring at HBC CCTV Control Centre. Whilst each request has its own objectives, it is essential that all requests are considered proportionately to overall Hartlepool-wide needs.

The undertaking of CCTV monitoring of public space is directed by the Information Commissioner's Office to ensure compliance with the Data Protection Act 1998. Full guidance for CCTV compliance is set out in the CCTV Code of Practice (revised edition 2008). This code details, at length, guidelines on deciding whether to use CCTV.

To ensure equitable consideration of any requests to commission a new camera, Hartlepool Borough Council has approved a process within which the following considerations are to be taken into account:-

- Compliance to CCTV Code of Practice recommendations.
- Evidence gathered from the operation of a deployable camera. This could be waived if local circumstances exceptionally justify.
- Crime and anti-social behaviour statistical information and intelligence for the locality.
- Analysis of other security provision in the locality, including ownership and accessibility.
- Consultation with:
 - o Council officers, specifically Neighbourhood Manager and others with local interest.
 - o Police and Fire Service
 - o Ward Members
 - o Partnerships e.g. Joint Action Groups
 - o Housing Associations or other key local service providers.
- CCTV Control Centre monitoring capacity.
- Capital and revenue cost implications and support.

8. Relocation and/or decommissioning of cameras

Impact and effectiveness of all cameras is reviewed periodically by partners utilising monitoring and statistical information, partner intelligence and feedback in respect of local circumstances as well as perceptions relating fear of crime. This is in accordance with the CCTV Code of Practice (revised 2008) recommendations which requires of CCTV system operators:

“You should review regularly whether the use of CCTV continues to be justified. You will have to renew your notification yearly so this would be an appropriate time to consider the ongoing use of CCTV.”

Where it is evidenced that there is no longer a justifiable need for a camera in a specific location or a camera could be better deployed in an alternative location, be it local or elsewhere within the Town, a process for review has been approved by Hartlepool Borough Council within which the following considerations are to be taken into account:

- Recommendations from periodic review by Hartlepool Borough Council, Cleveland Police and Cleveland Fire Service to comply with the CCTV Code of Practice.
- Crime and anti-social behaviour statistical information and intelligence for the locality.
- Any changes in local demographics.

- Age and cost profile of a camera.
- CCTV Control Centre monitoring capacity.
- Consultation with:
 - o Council officers, specifically Neighbourhood Manager and others with local interest.
 - o Police and Fire Service
 - o Ward Members
 - o Partnerships e.g. Joint Action Groups
 - o Housing Associations or other key local service providers.

Consideration would also be given to:

- removal of camera, but retention of column and transmission link for an agreed period.
- Replacement by temporary deployable camera for a reviewable period.

9. Partnership Delivery

Delivery is extremely well co-ordinated between key partners, such as Cleveland Police and Cleveland Fire Service, pro-actively maximising use of CCTV cameras within live incidents and/or subsequent investigation. For some time a nominated Police Officer has undertaken a liaison link role with the CCTV Control Centre to actively develop crime detection activity and co-ordinate implementation of intelligence received. As a further development of this relationship, Cleveland Police, wherever possible, second an officer to dedicated monitoring duties within the Control Centre, which compliments the role of their CCTV Co-ordination Officer. Links with Cleveland Police Ladgate Lane Headquarters Control Room enable Police to view images within that Control Room from any of our cameras at any time. These links to Ladgate Lane are replicated from each of the 4 CCTV Control Centres operated by Local Authorities within the Cleveland area on a stand alone basis. A further link has been established with Cleveland Police's Avenue Road Hartlepool station.

As detailed Police Officers and Police Community Support Officers work in close liaison with the CCTV Control Centre operators to ensure local intelligence and knowledge is utilised within the operation and management of cameras. To support Police Officers patrol and response duties, an Airwave radio is located within the Control Room, which by remaining in permanent operation enables operators to immediately concentrate cameras on live incidents. Indeed there are numerous occasions where operators are able to alert Police Officers, over the Airwave radio, of incidents they observe setting in train the first stage of Police response.

The Community CCTV scheme supports HBC departments where public space surveillance e.g. car parks is not undertaken directly within this scheme. In

addition security for a number of HBC buildings is monitored within the Control Centre.

Active support is afforded to regeneration programmes such as New Deal for Communities, and until recently, North Hartlepool Partnership. A number of initiatives have incorporated a range of security measures including CCTV cameras. Feedback from programme officers is encouraged.

Major private sector developments such as Middleton Grange Shopping Centre have a fundamental role in ensuring cross utilisation of CCTV and other security systems. Joint initiatives and working has been progressed including a link between the Community CCTV scheme and Middleton Grange Control Centres allowing cross monitoring and partial control of each other's cameras.

A new initiative, under a Business Improvement District (BID) agreement, has recently been established on Longhill/Sandhill Business Estate through installation and monitoring of 11 cameras.

It is essential that public awareness and confidence continues to be developed through Neighbourhood Action Plans and other Forums addressing the community safety agenda. Elected Members have a key role within this process and we will continue to develop their awareness in the role and capacity of CCTV

The system provides support within the day to day security of HBC buildings and open space undertaken through the HBC Community Security contract.

Links with ShopWatch, PubWatch or similar accredited and regulated radio schemes, operating within Hartlepool, have been established and are supported where practical.

Management of the scheme

Management of the HBC Community CCTV scheme is undertaken by The Council's Community Safety Team within Regeneration and Planning Department. Monitoring of the cameras, together with recording of images, is carried out, through a Service Level Agreement, by HousingHartlepool.

A working group of representatives from Hartlepool Borough Council, Housing Hartlepool, Cleveland Police Hartlepool Basic Command Unit, Cleveland Fire Service and Hartlepool New Deal for Communities, supported by contractors who undertake maintenance of the system, meet monthly to review current operational issues, consider system improvements and review overall compliance.

All installation and maintenance/repair works of cameras or Control Centre equipment is undertaken by HBC approved contractors under the direct control of HBC officers.

Access to HBC CCTV Control Centre for any person, including Police Officers, is strictly controlled and registered in line with industry recommended procedures.

All images are digitally recorded and encrypted to meet evidential requirements of the legal system. Access to, and copying of, images are again strictly controlled and registered. Police Officers are permitted to request and remove copies of images within the rules of evidence disclosure. Other Enforcement or Public Sector Agencies, together with Cleveland Fire Service, may access images to support investigation of incidents where criminal or other action may ensue. No other viewing, or copying, of images is permitted unless under directive of a Court Order.

Hartlepool Borough Council undertakes the majority of public space surveillance, although some other public sector bodies, such as Hospitals and Government Offices, will maintain in-house systems to monitor their car parks and external space. Hartlepool Borough Council does not undertake private space surveillance as a routine or under specific contract.

1. Audit

CCTV system owners and managers can be required by The Information Commissioner, under the CCTV Code of Practice(revised 2008), to make available all paper work, including logs and records, in respect of the operation of a CCTV system where public space monitoring is involved.

The Security Industry Authority, responsible for licensing of CCTV operators, undertakes location audit to ensure licence compliance and appropriate operation of CCTV monitoring procedures within the licensing criteria. Whilst we have responded

to a written request for CCTV operator details, we have not received a physical inspection. (December 2008)

In addition other regulatory bodies can audit specific aspects of CCTV operations. The Office of Surveillance Commissioners recently undertook an audit on compliance within the Regulation of Investigatory Powers Act (RIPA).

2. Publicity

Opportunities are taken to promote and increase awareness of the CCTV scheme through local media articles and reports. However it is not the policy of the Council to release any recorded images for other than evidential or investigation purposes. Requests to make footage available for television or other programmes have been declined.

Officers involved in the operation of the Community CCTV system work closely with a wide range of community safety groups and other public forums to address any concerns or requests in respect of CCTV operations and, where appropriate, raise public awareness and assurance.

3. Code of Practice and Operating Procedures

A written code of practice and written operating procedures exist and are available for consultation through Hartlepool Borough Council (Community Safety Team) or Housing Hartlepool.

Financial Management.

All camera and monitoring equipment utilised within the scheme is to acceptable industry standards and takes into account best practice with regard to operation capability. Similarly all monitoring and recording processes are undertaken to full compliance and best practice standards

Capital acquisition of all equipment is undertaken by full and direct purchase. There are no finance or lease agreements relating to any of the system equipment. Capital funding is generated from central and local government initiatives either specifically targeted at the installation of CCTV within crime reduction initiatives or through partnership programmes including New Deal for Communities and Neighbourhood Regeneration Fund, to reduce and address the fear of crime and anti-social behaviour. Recently there have been some successful initiatives progressed in conjunction with local resident groups to install cameras.

The cost of ongoing operation of the system – revenue cost – lies totally with Hartlepool Borough Council. There is, however, agreement with some partnerships for contribution towards operating costs on either a permanent or medium term basis. Such contributors include New Deal for Communities and, until recently, North Hartlepool Partnership. A further element of contribution has been secured through Section 106 agreement within the Town & Country Planning Act 1990. It is Council policy that for all new camera installations, either full or a substantial contribution towards revenue cost, be secured within the proposals.

Revenue costs fall within four principal areas:

- **Monitoring**

An annual fee is paid to Housing Hartlepool for monitoring and all associated functions. Housing Hartlepool does not, in the majority of instances, meet capital costs with regard to equipment utilised within the CCTV Control Centre for monitoring, recording and recovery of images

- **Power**

All cameras require electrical power for operation. This is supplied through direct metering into national supply networks or by link to HBC Street Lighting network

- **Transmission**

Image transmission from a camera to the CCTV Control Centre is, principally through HBC or British Telecom dedicated fibre or general telephone connection. The other recognised industry alternative is wireless transfer of signals. Recently we

have successfully installed a wireless transmission hub for several cameras adjacent to the town centre. However the establishment of these hubs for town-wide transmission is still under development.

▪ Maintenance and repair

Cameras, plus monitoring and recording equipment, do require repair and refurbishment work to be undertaken. Most cameras, given their external location, are susceptible to weather and general wear and tear conditions. Although there are several small maintenance arrangements in place, there is not a full system maintenance and repair contract established. Any such future contract arrangements could include capital acquisition to maximise price efficiency.

Given an operation of over 80 cameras, revenue costs are substantial. The following information seeks to broadly illustrate those costs based on revenue cost incurred for the financial year 2007/8 and an assessment for the financial years 2008/9 and 2009/10.

	2007/8 Actual Spend	2008/09 Budget	2009/10 Projected Budget
Repairs Maintenance Contractor	66250	60370	58500
Maintenance (Electricals Cables)- DSO	3380	3500	3800
Power	4400	5150	5500
Transmission (Fibre/Telephone)	37040	44800	45000
Monitoring	73230	76090	79130
Exceptional Items	0	0	4500*
Total Expenditure	184300	189910	196430
NDC contribution	36580	42710	#
Section 106 contribution	7000	7000	7000
Total Income	43580	49710	#
Overall Cost	140720	140200	#

*Security Industry Authority (SIA) Re-licence

#To be finalised as NDC will cease to exist at the end of 2010/11

Notes:

- Monitoring. An annual payment, increasing by R.P.I., is paid to HousingHartlepool. This agreement is re-negotiable in March 2009
- Power. The acquisition of power is through overall contractual arrangements with NPower, either by provision direct from network, or through HBC street lighting
- Transmission arrangements have been contracted with British Telecom as the only service provider within Hartlepool able to meet full requirements. This is under review.

- In conjunction with contractors undertaking maintenance and repair work, we have completed a diagnostic age maintenance profile of all cameras and equipment for the years 2006/7 and 2007/8 which now forms the basis for ongoing review and planning. The analysis assesses maximum perceived maintenance cost but cannot fully account for unanticipated breakdowns.

Each new camera installation adds, in broad terms, an average cost of approximately £2500 per annum, calculated over a 5 year period, in operating, maintenance and repair costs. This does not take into account unanticipated repairs.

Utilisation of Mobile CCTV

Mobile or rapid deployment CCTV cameras are designed to be easily located in crime “hot-spots” where CCTV as an appropriate response and early intervention is beneficial. In addition they are a useful tool in assessing the feasibility of proposals for the installation of a fixed CCTV camera given the relevant financial implications.

Mobile cameras can be used to support Police and community safety initiatives to involve drugs, anti-social behaviour, racial harassment and intelligence led operations. Deployment of mobile cameras alongside fixed CCTV cameras can also offer a greater degree of flexibility in overall CCTV operations. The nature of many crime “hot-spots”, allied to changing patterns of offending and displacement over a period of time, enables use of mobile cameras to be part of a series of pro-active and reactive measures to address core localised problems.

One mobile CCTV delivery format is the on-board equipping of a self-contained vehicle incorporating camera monitoring and recording equipment. This facility affords the ultimate short term response to monitor events or other public gatherings where security concerns may prevail. Such facilities are utilised by Cleveland Police and have proved extremely useful in monitoring Town Centre evening economy activity and high risk football matches. However there are no plans for utilisation of such a facility by HBC.

HBC utilises deployable cameras which can be securely mounted to a fixed point, generally an existing street lighting column or by installation of a dedicated column, for short to medium term monitoring. Images are captured through a down loadable on site recorder or transmitted as radio wave signals allowing images to be viewed and/or stored within a nearby fixed location or vehicle. The Council currently owns one deployable camera whilst a further camera has been acquired by Hartlepool Central JAG (Joint Action Group), which the Council operates on their behalf, for deployment within their area. Hartlepool Borough Council has also assisted Resident Groups installing a mobile camera in the Dyke House area.

Mobile cameras can be used as an effective support tool at locations from where fixed site cameras are relocated and a subsequent short term need is identified.

As with a fixed CCTV camera, all operations of a mobile camera are regulated by Data Protection Act and CCTV Code of Practice criteria including the display of appropriate signage.

Other CCTV Developments

1. Automatic Number Plate Recognition

A large percentage of criminal activity surrounds, or directly involves, the use of motor vehicles.

Automatic Number Plate Recognition systems have been developed countrywide. In 2006 Cleveland Police, with capital funding from Central Government, introduced a force-wide A.N.P.R. programme within Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton Council districts. 13 A.N.P.R. readers have been installed within Cleveland Police Hartlepool Basic Command Unit area which has a link to the HBC Community CCTV Control Centre. This enables the HBC CCTV camera system to support Cleveland Police Headquarters Operations Control Centre in monitoring suspicious vehicles and liaising with on the spot Police Officers.

2. Traffic Management Act 2004

HBC Community CCTV cameras are not utilised to monitor moving traffic or road junctions for the purpose of issuing fixed penalty notices.

This Act affords new traffic control and enforcement powers to Local Authorities. CCTV is used in some London areas to detect road offences such as illegal use of bus lanes, yellow box junction violations and restricted entry violations. There is every likelihood that larger cities or conurbations will, in the future, exercise such powers and utilise CCTV to detect traffic infringements and follow fixed penalty notice procedures. The utilisation of these powers within Hartlepool is currently under consideration.

Hartlepool exercises powers within Decriminalised Parking Enforcement to issue penalty charge notices in respect vehicles illegally parked on the highway. Whilst HBC Community CCTV cameras are not used for the direct detection of such offences, they may be utilised to support the health and safety of officers undertaking enforcement duties.

Outcomes and Measures of Success

As part of operational assessment, it is prudent to underpin performance with output and outcome measures to assess the success, or otherwise, of performance, identify strengths and weaknesses and plan future development.

1. Audit

Audit by Government or legislative bodies, be it regular or irregular, is a valuable compliance measure of the CCTV scheme operations. As part of the process of meeting those criteria, a number of local audit checks are undertaken within HBC CCTV Control Room by management and HBC Officers. These include:

- Control Room access entry logs
- Viewing request logs
- Image copy logs
- Visual audit of operator monitoring procedures
- Random examination of recorded images to ensure monitoring compliance within Data Protection Act
- Security Industry Authority licence compliance

2. Crime and Incident Statistics

Originating from Police:

- Number of viewing requests
- Number of copies of images/footage taken
- Arrests recorded

Reference should be made to Appendix 3

Originating from Public or Legal Representatives:

- Requests received for image viewing
(Whilst CCTV images cannot be released to the public or their representatives, we receive a number of such requests to assist the defence of a person facing trial or in relation to incidents where criminal proceedings may not follow e.g. vehicle accidents. However such footage can be conditionally made available through The Police or through Court Order. Requests can be an indicator of public confidence in seeking CCTV camera support when perceived to be available).

3. Camera Operational Efficiency

To maximise monitoring ability and recording of images, the time cameras are out of action should be minimised. Non-operational cameras do not represent best value and return on investment. Camera operational status is regularly monitored with an objective of no more than 5% of camera stock or monitoring equipment being out of action through fault or decommissioning for repair or refurbishment.

Reference should be made to Appendix 3

4. Partner Output and Outcome Measures

Within funding support, certain partners e.g. Hartlepool New Deal for Communities, and formerly North Hartlepool Partnership, specify output and outcome measures and targets to support best value and achievement within their scheme programme.

Measures, in addition to those outlined above, include:

- Participation in Community Safety and Crime Reduction working groups
- Reduction in number of crimes within camera catchment area
- Review of camera patrol and monitoring patterns

S.W.O.T. ANALYSIS

<p>Strengths</p> <ul style="list-style-type: none"> - Established system with evidenced success - Proven management/operational structure - Strong Partnership strategic and operational links - Full ownership without financial encumbrance - Meets all legal criteria and compliance 	<p>Weaknesses</p> <ul style="list-style-type: none"> - All financial responsibility lies with HBC - Equipment age profile - Control Room capacity - No capital acquisition/maintenance/repair procurement arrangements - Public awareness of system
<p>Opportunities</p> <ul style="list-style-type: none"> - Income generation from other monitoring work including private sector - Incorporation/management of all HBC CCTV systems to maximise compliance and cost structure - Integration of other public sector CCTV systems - Sub regional delivery and procurement - Technology advances 	<p>Threats</p> <ul style="list-style-type: none"> - HBC does not own CCTV Control Centre building - Funding constraints - Partner withdrawal/establishing of own parallel CCTV systems - Change on legislation and/or Government priorities - Technology advances

Action Plan

1. Plans associated with 2008Scrutiny investigation

In early 2008, Hartlepool Borough Council Cabinet gave consideration to a report that outlined the progress made in development of public space CCTV operations throughout the town.

At the request of Cabinet, Hartlepool Borough Council's Scrutiny Co-ordinating Committee undertook an interim report on CCTV operations within Hartlepool during February to April 2008. At the start of the new municipal year the Regeneration and Planning Services Scrutiny Forum, re-opened the investigation and completed a detailed investigation into many aspects of CCTV operations.

A final report was received and agreed by Cabinet in September 2008, which included an Action Plan that will underpin and direct future development and operation of Hartlepool Borough Council CCTV operations. The Action Plan is detailed below:

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
<p>A That contributions to the operating costs of the Council's Community CCTV system be explored with:</p> <p>(i) Safer Hartlepool Partnership – Contribution towards the annual monitoring costs as part of their mission statement towards a safer Hartlepool;</p> <p>(ii) Court Costs – Where Community CCTV cameras have provided evidence that has resulted in a conviction;</p>	<p>Prepare report on merits of CCTV with request for funding.</p> <p>○ Seek advice on legal possibility of claim for CCTV costs from Chief Solicitor</p> <p>○ If possible: brief Court User Group</p> <p>○ Implement</p> <p>○ Examine possibility of 'confiscation of assets with Police</p>	<p>December 08</p> <p>April 09</p>	<p>Nil</p> <p>Nil</p>
<p>iii) Cleveland Police – As the major user of the Community CCTV system in Hartlepool and</p>	<p>○ Seek information from other areas where Police contribute to inform negotiations</p> <p>○ Explore possible funding options with Police including in-kind benefit</p>	<p>April 09</p>	<p>Nil</p>

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
<p>iv) Local Businesses – Where cameras are in existence, a business case be presented highlighting pre-emptive and reactive benefits of the CCTV cameras, value for money and the number of arrests achieved</p> <p>B That a detailed exercise be undertaken to calculate the costs of bringing the monitoring provision ‘in-house’ together with the feasibility of co-location with Cleveland Police;</p>	<ul style="list-style-type: none"> ○ Identify businesses in areas covered by cameras ○ Analyse crime and ASB in areas ○ Research how other local authorities prepare case for financial contribution. ○ Analyse opportunities with Economic Development team to introduce further Business Improvement Districts (BID) ○ Progress funding discussion with businesses ○ Develop options for establishing in-house provision ○ Explore the feasibility of co-location with Cleveland Police 	<p>January 09</p> <p>January 09</p> <p>January 09</p> <p>January 09</p> <p>August 09</p> <p>August 09</p>	<p>Nil</p> <p>Nil</p>
<p>C That consideration be given to the future tendering for the monitoring of the Community CCTV camera system, to ensure that the Council continues to receive best value;</p>	<ul style="list-style-type: none"> ○ Negotiate extension of existing SLA for initial period ○ Consider future tendering in conjunction with actions under (b) above ○ Report to members on the future of community monitoring centre, including consideration of best value 	<p>August 09</p>	<p>Approx £40,000 in 2009/10</p>

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
D That as major building developments take place in Hartlepool (e.g. Victoria Harbour), contractors be obligated to ensure that a network of ducting is laid, suitable to carry the Authority's fibre optic cables;	<ul style="list-style-type: none"> ○ Establish how to identify opportunities for planning gain ○ Negotiate section 106 agreement when opportunities arise 	December 08 When opportunity arises	Nil
E That before Community CCTV cameras are commissioned, decommissioned or relocated, an assessment is made of the merits and appropriateness of the installation, by consulting local residents, Police, Ward Councillors, community groups and utilising re-deployable cameras to monitor crime	<ul style="list-style-type: none"> ○ Develop criteria for commissioning or decommissioning static camera sites in conjunction with partners and key stakeholders. ○ Consult residents, businesses and other interested parties on proposals. ○ Include proposals in CCTV strategy 	March 09	Nil
F That a trial of 'Talking Cameras' in Church Street/York Road be explored;	<ul style="list-style-type: none"> ○ Establish sites for 'talking cameras' 	2 cameras installed by April 09	Costs to be met from existing budget
G That a planned series of public events highlighting the importance of the Community CCTV Cameras be arranged; and	<ul style="list-style-type: none"> ○ Prepare presentation/video ○ Establish plan to deliver minimum 2 presentations in each of north, centre and south neighbourhoods during 2008/09 and 09/10 	December 09	Nil

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
H That following Cabinet's consideration of the Final Report, the Draft CCTV Strategy be re-submitted to the Cabinet incorporating the agreed recommendations from this enquiry	<ul style="list-style-type: none"> ○ Undertake Diversity Impact Assessment ○ Update draft CCTV Strategy to include commissioning/decommissioning proposals at (e) 	May 09 December 08	Nil

Other Plans

Financial

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Undertake a full review of revenue costs for annual operation of CCTV system. Prepare 5 year financial projection	HBC	HousingHartlepool Cleveland Police Cleveland Fire Service	June 2009 and annually July 2009	Existing	Ensure funding levels to maintain full operation. Future financial planning.
Explore opportunities for sub regional procurement of operational and maintenance services	HBC	Sub regional local authorities. Cleveland Police	July 2009	Existing	Feasibility exercise completed. Identification of benefits which could accrue.
Implementation of an investment plan to upgrade cameras and other equipment over the next 3 to 5 years	HBC	HousingHartlepool	May 2009 and annually	Annual allocation of £50,000 from Community Safety Capital budget	Maximisation of system operation and update.

Infrastructure

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Maintain and update full diagnostic age profile of all camera and monitoring equipment leading to development of an ongoing maintenance programme to maximise ongoing camera operation.	HBC	Housing Hartlepool. CCTV Contractor	April 2009 and annually	Existing.	Retention of full operation. Minimisation in camera/equipment down-time. Operational benefit from introduction of new technology.

Monitoring Operation

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Review operational effectiveness of monitoring and recording equipment	Housing Hartlepool	HBC Cleveland Police Cleveland Fire Service.	June 2009	Existing	Identify existing cost efficiency and suitability. Appraisal of technological developments. Confirmation of standards for evidential and other legal requirements.

Operational Compliance

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Undertake annual internal compliance audit of Control Centre	HBC	HousingHartlepool	February 2009	Nil	Compliance of Control Centre operation
Ensure ongoing compliance within revised CCTV data protection code of practice (revised edition 2008)	HousingHartlepool	Cleveland Police.	February 2009	Nil	Ongoing compliance. External audit by legislative bodies.
Co-ordinate operational Data Protection and CCTV Code of Practice compliance for all HBC internal and external CCTV systems	HBC	HousingHartlepool Schools	September 2009	Nil	Full compliance. Appropriate management of all enquiries and complaints relating to CCTV operation
Review/implement recommendations from National CCTV Strategy Delivery Board	HBC	HousingHartlepool Cleveland Police	Ongoing	Awaiting clarification from Government	Full compliance

Sundry

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Review of CCTV Benchmarking measures as recommended by Public Authority CCTV Managers Association	HBC	HousingHartlepool Cleveland Police Cleveland Fire Service	May 2009	Existing	Productive operation of system. Identification of cost efficiency opportunities

Appendix 1

Public Space Camera Locations Monitored at HBC CCTV Control Centre.

1. Bottom Church Street
2. Back Church Street
3. Whitby Street
4. Scarborough Street
5. Hanson House
6. Whitby Street Drug Centre
7. Fastnet Grove
8. Musgrave Walk
9. Corner of Stockton Road and Victoria Road
10. Victoria Road

11. Rear York Road and Victoria Road
12. Avenue Road and Lucan Street
13. Raby Road and Museum Road
14. Clarence Road and Museum Road 1
15. Clarence Road and Museum Road 2
16. Stockton Street
17. Mill House Skate Park 1
18. Mill House Skate Park 2
19. Mill House Public House
20. Mill House rear 1

21. Mill House rear 2
22. Murray Street
23. Lynnfield Community Park
24. Tankerville Street and Milton Road
25. Thornton Street
26. Victoria Road and York Road corner
27. York Road - Lloyds Bank/Central Library
28. Roker Street car park 1
29. Roker Street car park 2
30. York Road and Park Road corner

31. Gainford Street
32. Richard Court
33. Burn Valley roundabout
34. Waldon Street

35. Kathleen Street
36. Oxford Road and Shrewsbury Street
37. Belle Vue roundabout
38. Jutland Road 1
39. Jutland Road 2
40. Newholme Court 1

41. Newholme Court 2
42. Newholme Road 3
43. Newholme Road 4
44. Owton Manor Lane East
45. Fens Shopping Parade, Catcote Road
46. St. Patrick's Church, Owton Manor Lane
47. Wynyard Road Shopping Parade
48. Balmoral Road
49. Catcote Road Shopping Parade
50. Eskdale Road Shopping Parade

51. Headland Heugh
52. Headland Block Sands
53. Southgate, Headland
54. Borough Hall, Headland
55. Northgate, Headland
56. Old Boys Playing Fields
57. Spion Kop (under review)
58. King George V Playing Fields
59. Warren Road and Winterbottom Avenue
60. Brus Arms roundabout 1

61. Brus Arms roundabout 2
62. King Oswy Drive Shopping Parade
63. Clavering Road Shopping Parade
64. Seaton Front Hotel
65. Seaton Front Esplanade
66. Elizabeth Way Shopping Parade
67. Seaton Park
68. Duke Street and Cundall Street
69. Hart Lane and Raby Road
70. Hart Lane and Duke Street

71. St. Pauls Road and South Road
72. Oxford Road and Stockton Road
73. Rear Victoria Road
74. Newburn Bridge Industrial Estate
75. Park Square
76. West View Miers Avenue

Cameras monitored on as needs basis

- 77 Tanfield Nurseries
- 78 Burn Road Recycling Centre
- 79 Lynn Street
- 80 Brougham Enterprise Centre

- 81 Burn Valley Gardens Children's Play ground
- 82 Brierton A2L School
- 83 Wynyard House*
- 84 St. Cuthbert's Church*
- 85 Grayfields Recreation Centre
- 86 Burbank Street 1*
- 87 Burbank Street 2*
- 88 Burbank Street 3*
- 89 Burbank Street 4*

*Cameras are not owned by Hartlepool Borough Council.

Other links:

- a. CCTV Control Centre to Cleveland Police Ladgate Lane Headquarters enabling Police Control room to simultaneously monitor any HBC camera. This also underpins Hartlepool Borough Council's Emergency Planning responsibilities
- b. CCTV Control Centre to Cleveland Police Hartlepool Avenue Road station
- c. CCTV Control Centre to Hartlepool Middleton Grange Shopping Centre CCTV Control Room to enable co-ordinated monitoring of criminal and anti-social behaviour in and around the Centre as well as remote site monitoring in support of emergency evacuation

Other prime CCTV camera systems:

- Town Centre Car Parks. HBC is responsible for 22 CCTV cameras within Town Centre car parks. Monitoring is currently undertaken in conjunction with Middleton Grange Shopping Centre Control Room.
- Hartlepool Maritime Experience. 12 CCTV cameras protect the interior and exterior of this prestigious tourist attraction. Camera operation, including monitoring, is under review.

Appendix 2

Legislation affecting CCTV Systems

Operation of CCTV systems, in respect of live monitoring, storage and release of images and access to Control Rooms, is controlled by a number of Acts of Parliament and Regulatory Bodies. System Operators are required to consider and address all such Acts and Regulations. Hartlepool Borough Council Community CCTV system currently complies with, amongst others:

Data Protection Act 1998

Data is defined as that which confirms identifying features, for example, a name or an image. Personal data is confidential and the Data Protection Act 1998 assures an individual's right to privacy. All CCTV systems are required to be notified to The Information Commissioner's Office.

Human Rights Act 1998

European legislation identifies and protects human rights. Everyone has the right to respect for private and family life, their home and their correspondence (e.g. telephone calls and mail).

Crime and Disorder Act 1998

Section 17 of the Crime and Disorder Act 1998 requires all responsible authorities to consider Community Safety within all aspects of their work. The Safer Hartlepool Partnership has an overall objective to secure sustainable reductions in crime and disorder, and to address the fear of crime, within the Town of Hartlepool.

Regulatory Investigatory Powers Act (RIPA) 2000

RIPA sets out and provides the authority for targeted covert surveillance. Unauthorised surveillance cannot be used as evidence and will constitute a breach of privacy and human rights legislation.

Freedom of Information Act 2000

An individual has the right to request and be provided with information held about them by public authorities. Any request must be in legible writing, include name and address and specify the information required. A public authority is obligated to reply within a specific timescale.

Private Security Industry Act 2001

The Security Industry Authority is responsible for implementing the requirements of this Act which requires that companies and individuals, operating within the private security industry sector, are licensed and monitored. This includes CCTV operations carrying out public space surveillance which may include the specific observation and recording of the actions of individuals. This will include the detection and prevention of criminal and anti-social behaviour.

Criminal Procedures and Investigations Act 1996

This is designed to create a statutory framework for the disclosure to defendants of material which the prosecution would not intend to use in the presentation of its own case – known as unused material. This may include, where in existence, CCTV camera images.

CCTV Code of Practice

The code provides good practice advice for those involved in operating CCTV systems which view or record images of individuals and helps operators comply with their legal obligations under the Data Protection Act 1998. The Data Protection Act not only creates obligations for organisations, it also gives individuals rights such as access to their details and recourse where they suffer damage. The code details good practice recommendations, based on legally enforceable principles, to assist compliant operation of systems.

A revised Code of Practice was published in early 2008. This revised code has been developed through extensive consultation with The Association of Chief Police Officers (ACPO) and other principal bodies involved in the operation of public space monitoring by CCTV camera.

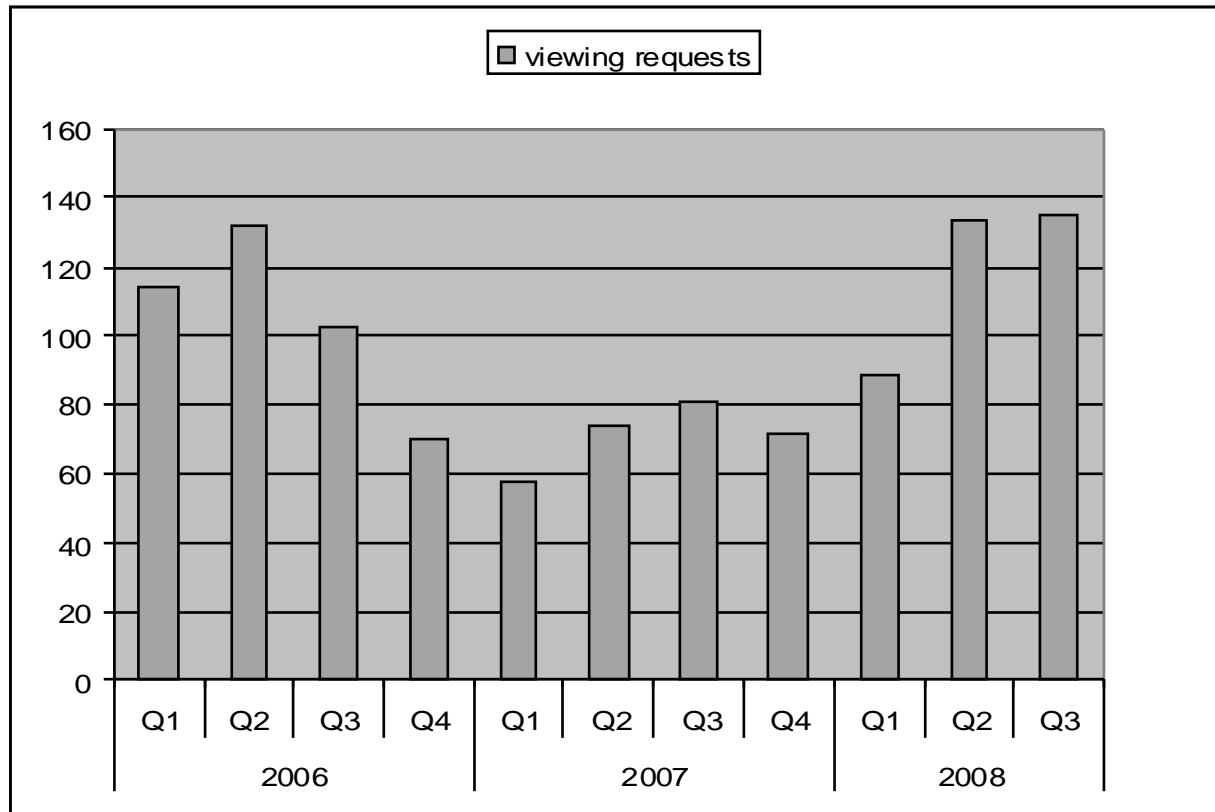
Appendix 3

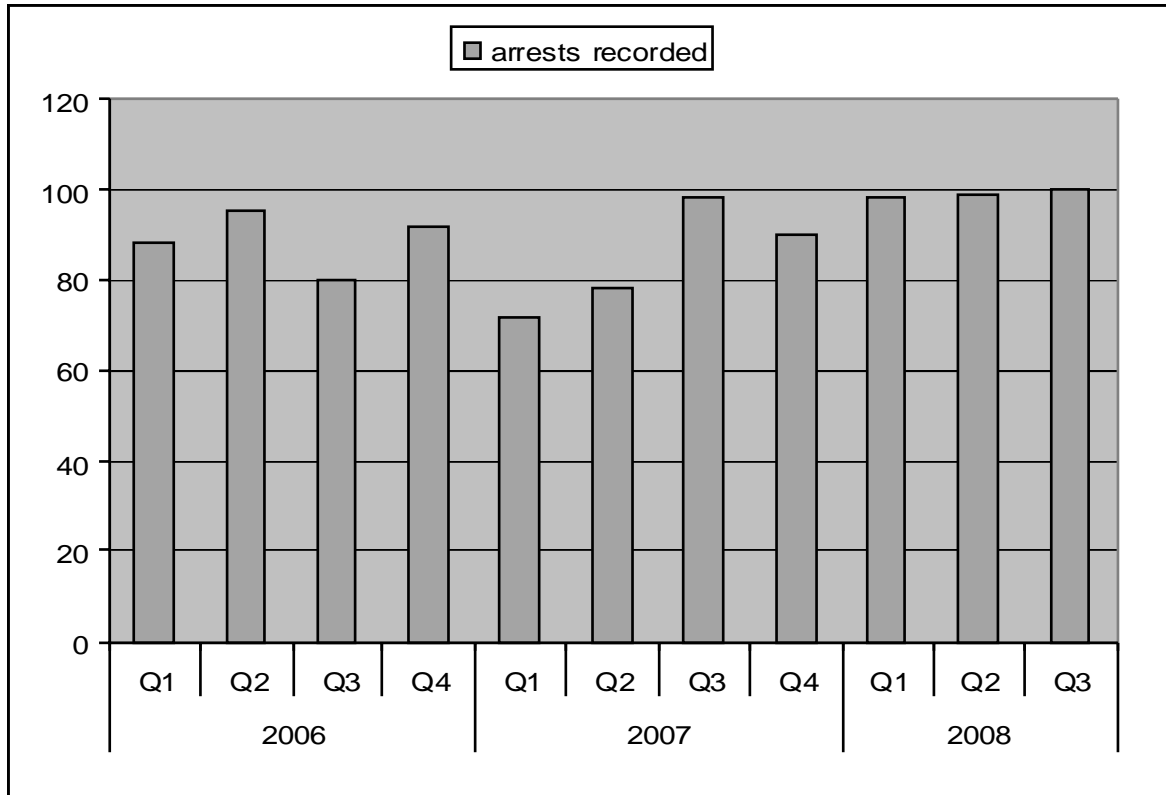
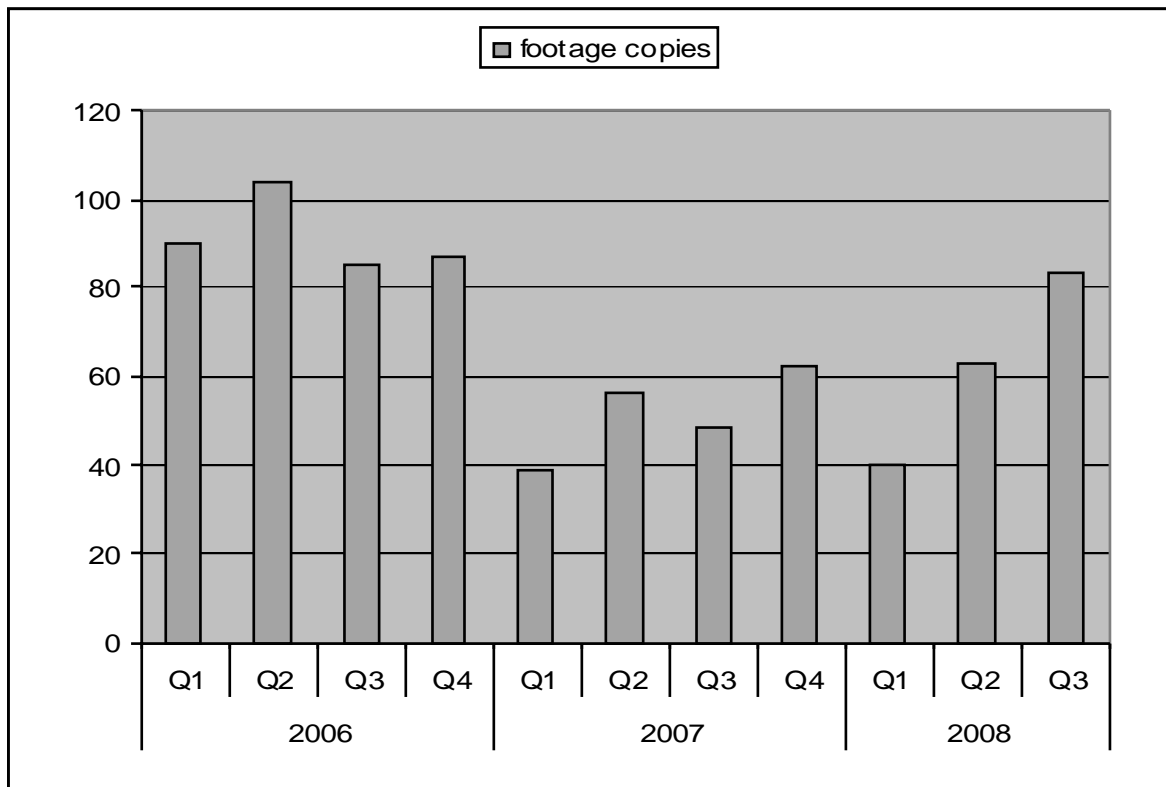
Statistical Information

1) CCTV Control Centre Statistics - January 2006 – October 2008

		viewing requests	footage copies	arrests recorded
2006	Q1	114	90	88
	Q2	132	104	95
	Q3	103	85	80
	Q4	70	87	92
2007	Q1	57	39	72
	Q2	74	56	78
	Q3	81	48	98
	Q4	72	62	90
2008	Q1	88	40	98
	Q2	134	63	99
	Q3	135	83	100

Q1 – January March etc.





2) Camera Operational Efficiency
August 2006 – October 2008

Month	Fully Operational %	Partially Operational %	Out of Order %
August 2006	85	8	7
September	88	4	8
October	84	7	9
November	92	5	3
December	92	6	2
January 2007	87	7	6
February	86	11	3
March	92	4	4
April	91	5	4
May	92	4	4
June	92	4	4
July	95	4	1
August	94	1	5
September	91	4	5
October	94	3	3
November	91	5	3
December	96	2	2
January 2008	95	3	2
February	95	2	3
March	93	4	3
April	89	6	5
May	88	7	5
June	95	2	3
July	92	6	2
August	89	8	3
September	93	3	4
October	91	4	5

Definitions:

- Fully operational. Working in all aspects including monitoring capability within Control Centre
- Partially operational. Camera still operating and images recording. However there may be operation limitations such as camera restricted “pan, tilt and zoom” capacity or monitoring limitations such as “flickering” screen within Control Centre
- Out of action. Camera not functioning – either removed for maintenance and/or replacement of parts or with manufacturers for refurbishment/major repair. Loss of power. Control Centre equipment failure.

Hartlepool Borough

Council

DRAFT

**STRATEGY FOR
COMMUNITY
CLOSED CIRCUIT
TELEVISION**

2008

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Introduction

Hartlepool is located on the north east coast of England within the Tees Valley sub region. It is a compact town with a population of 89,600, living in 40,000 households of which 1.2% are from BME communities. Almost a fifth of the Town's population are at, or above, retirement age.

The town comprises dense urban areas, an established marina and expanding suburbs with a number of distinct rural villages.

A unitary local authority covers the town with a directly elected mayor and cabinet political structure. Other major service providers sharing the local authority boundary are Cleveland Police Basic Command Unit, Cleveland Fire Service, Hartlepool Primary Care Trust, The Probation Service and the Learning and Skills Council.

The Borough has seen a major transformation over the past twenty years through regeneration programmes and public and private sector investment. A number of further major regeneration projects are under development or proposal.

There is a strong tradition of partnership working in the Borough, more recently through the work of The Hartlepool Partnership which brings together the public, private, community and voluntary sectors. This body is the town's Local Strategic Partnership (LSP). It has agreed an over-arching plan entitled the Hartlepool Sustainable Community Strategy, which identifies a vision and associated strategic outcomes. The Hartlepool Local Area Agreement (LAA) is the delivery mechanism for the Strategy in 2008-2011.

Community Safety is one of the primary themes of the Hartlepool Partnership, with its priority to "make Hartlepool a safer place by reducing crime, disorder and the fear of crime". A key action in progressing this priority is the continuing installation and deployment of closed circuit television ("CCTV") cameras which are operational 24 hours a day, 365 days a year and available to support partners in fulfilling their respective roles and supporting the Partnership theme..

Back ground

There has been, and continues to be, a constant demand for the deployment of closed circuit television cameras within many areas of Hartlepool.

Closed circuit television (CCTV) offers many benefits to the citizens, visitors and businesses of Hartlepool and supports the work of enforcement and emergency services. CCTV systems have been installed to provide support and reassurance by enabling prompt, appropriate responses to incidents and present accurate details of events as they unfold. These details have proved invaluable as evidence, leading to the successful prosecution of many offenders.

Statistics, both nationally and locally, point to substantial reductions in the levels of crime being committed where CCTV cameras have been installed. In this respect Central Government recognises the role of CCTV schemes as an important tool within their Crime Reduction Strategies particularly in the fight against crime in town centres, shopping centres, rural areas, car parks and within transport links.

Many people perceive CCTV to be the panacea to totally protect the community and eliminate crime. In reality CCTV is an effective tool but only a part of the overall solution. Working in conjunction with other community safety initiatives, CCTV can provide that invaluable tool to assist The Safer Hartlepool Partnership in achieving sustainable reductions in crime levels and the fear of crime.

This document sets out the key objectives of a strategy for CCTV surveillance of public space within Hartlepool. It also outlines how the strategy will be put into practice and gives details of the background issues and protocols for the progression and delivery of the objectives. This strategy has been developed in full consultation with key partners such as Cleveland Police, Housing Hartlepool and Cleveland Fire Service and will, throughout its lifetime, seek further views and input to maximise on going development.

An Overview of the Hartlepool Borough Council Community CCTV System

Hartlepool Community CCTV scheme has grown substantially over the past few years providing, visibly, cameras undertaking the monitoring of public space in a number of areas throughout the Town. The scheme has been successful in the overall drive to achieve the objective to reduce crime and anti-social behaviour and the fear of crime.

The scheme is managed and operated by Hartlepool Borough Council and Housing Hartlepool on behalf of the Safer Hartlepool Partnership. The CCTV Control Centre building is owned by Housing Hartlepool. There is no separate permanent public space CCTV system operated by Cleveland Police.

Operation is through an experienced CCTV team, which works closely with Cleveland Police in gathering evidence and sharing intelligence to help combat crime and anti-social behaviour. In addition the scheme works closely with all departments of Hartlepool Borough Council and Central Government programmes, such as New Deal for Communities, in the enhancement of community safety. New partnerships with other public bodies such as Cleveland Fire Service have been developed.

The CCTV scheme is operational 24 hours a day, 365 days per year and all camera images are recorded. The scheme's cameras cannot all be monitored at the same time, so operators use local knowledge and shared intelligence to endeavour to monitor the right cameras at the right time of day or night. This approach increases the likelihood of observing criminal and anti-social behaviour. Operators also use live information from Police and any other appropriate radio systems, to swiftly direct cameras towards areas of need.

Hartlepool CCTV Control Centre now operates and monitors over 80 mainstream cameras, located at over 70 sites, as detailed in Appendix 1, covering public space. In addition it monitors a number of other cameras within HBC premises. Also a number of alarm activated cameras are monitored when required. Capacity is close to being maximised within the present Control Centre operational structure. The Centre does not, however, monitor all Hartlepool Borough Council internal and external CCTV cameras. Monitoring is undertaken in secure premises, with strict access control, fully compliant with all current legislation and operational requirements, as directed within CCTV Code of Practice (revised 2008). All CCTV operators, and front line management are accredited and licensed under the Security Industry Act 2001.

All images captured by CCTV cameras are stored on a secure digital system and retained for a period of no more than 28 days unless specifically required to support criminal or civil investigation and any subsequent legal process. Images not required to be retained after the 28-day period are over-written. Conversion from tape to digital retention has afforded substantially enhanced quality reproduction.

All cameras utilised by the scheme are overt. The scheme does not undertake monitoring through use of covert cameras. Cameras are of two principal varieties:

- dome
- shoebox

The majority of cameras have the ability to pan, tilt and zoom through 360 degrees allowing operators to follow a suspect and monitor incidents more effectively. Where appropriate, camera installation throughout the Town has been such as to enable cameras to interlink in following an incident or a suspect. Camera monitoring patterns are reviewed regularly in close conjunction with Police officers.

Images from the majority of cameras are transmitted to the CCTV Control Centre through HBC or British Telecom fibre link. This ensures the maximum quality of image reproduction and operational flexibility. Some lesser quality, but to acceptable CCTV industry standards, transmission systems are utilised. However a programme of up-grade to fibre is being delivered where appropriate.

HBC receives numerous requests for the installation of cameras at new locations. Each request is considered in depth in conjunction with Police and other relevant partners. In this respect CCTV cameras should not be seen as the sole solution to local problems be they temporary or otherwise. In many instances the problems can be addressed by alternative crime prevention and management solutions. A new protocol to appraise commissioning, decommissioning or redeployment was adopted in November 2008.

It is not the practice of this scheme to utilise dummy cameras in any element of it's operations.

Cameras are sited in open locations and are, therefore, vulnerable to a variety of conditions, which can impact on operational quality. We strive to ensure that no more than 5% of our overall camera stock is out of order at any one time. Nevertheless camera and transmission repairs do, often, necessitate parts replacement or off-site attention by manufacturers. Furthermore third party service providers e.g power, can impact on operational capability.

A small number of cameras within the scheme are located within HBC premises where the camera is part of the integral building or site security. Whilst the camera images will be recorded continuously, monitoring will only be undertaken by the Control Centre in the event of a security alarm activation. The Control Centre would then decide on, and action, the appropriate response.

The opportunity to work with public or private sector partners in developing compatible CCTV systems will always be explored. The Middleton Grange Shopping Centre, which is a key Town Centre location, has it's own CCTV system and Control Room for it's own security arrangements. However, their Control Centre also monitors cameras which patrol internal and external HBC owned car parks attached to the Centre thereby maximising the ability of the camera systems to work in tandem. Both Centres are linked which enables monitoring of both HBC and Middleton Grange cameras in either location. This

affords a vital back-up in the event of a major emergency situation such as evacuation of the Shopping Centre or part of the town centre.

Partnership delivery with the private sector is further demonstrated with the recent commissioning of 11 CCTV cameras monitoring throughout Longhill/Sandgate Industrial Estate. Capital costs of installation has been funded by Hartlepool Borough Council and Hartlepool New Deal for Communities. Revenue costs are, however, fully met by Estate businesses through a Business Improvement District (BID) agreement. Monitoring is undertaken, under contract, at HBC CCTV Control Centre.

Technology development over recent years has not only seen the availability of more compact and less unsightly equipment and enhanced transmission systems, but the development of mobile camera systems. These enable a rapid deployment within crime “hot-spots” to address potential short term problems and assist in appraising need for more permanent CCTV driven or other solutions. Further details are set out within this document.

The operation of CCTV systems is regulated through Government legislation as well as being underpinned by a Code of Practice overseen by the Information Commissioner. Full details are outlined within this document. Hartlepool Borough Council and HousingHartlepool, as system operators, and Cleveland Police, as key operational partners, fully comply with all legislation and good practice recommendations in respect of all cameras linked to and monitored by HBC CCTV Control Centre. Compliance is audited locally as part of the operational structure and can be subject to periodic audit by national bodies. Protocol and Service Level Agreements have been established between the prime scheme partners.

Key Strategic Objectives

The key strategic objectives of the CCTV scheme are:

1. Reduce crime and anti-social behaviour in public places within Hartlepool
2. Increase public reassurance
3. Support delivery of Safer Hartlepool Partnership strategic objectives
4. Assist Hartlepool Borough Council, and other enforcement agencies, carry out their enforcement and regulatory duties
5. Protect Hartlepool Borough Council assets and public space areas
6. Assist in, and bring added value to, the delivery of services by Hartlepool Borough Council departments and other partners

Operating Principles supporting the Key Strategic Objectives

In order to achieve the Key Strategic Objectives, it is essential that the CCTV equipment used, as well as the operation of the system itself, is to the highest standards.

The key principles relating to all Hartlepool Borough Council public-space Community CCTV operations include:

1. Planning and Assessment

The Community CCTV scheme must be based on sound criteria including the **evidence of need** from a detailed analysis of crime and incident figures. These should be based upon a representational and robust detailed analysis of crime and incident figures over a recommended period of three years as supplied by Cleveland Police and Hartlepool Borough Council Community Safety Team.

2. Partner Support

The scheme must have the full support of, and commitment from, the relevant partners, particularly Cleveland Police, with an undertaking to provide a timely and effective response to incidents identified through live monitoring of CCTV cameras or subsequent investigation of recorded images.

Cleveland Police play an integral part within any proposals to install new CCTV cameras, relocate existing cameras or vary the current monitoring and patrol patterns of cameras.

3. Public Consultation

It must be evident that the public, together with the business community where applicable, have been consulted and that there is significant support for any proposed, or variation of existing, scheme especially with regard to new camera installation or existing camera relocation.

4. Funding

The majority of capital funding for new camera installation has been attracted through Government Crime and Disorder, and similar, initiatives plus local regeneration programmes such as New Deal for Communities and, formerly, North Hartlepool Partnership. However it must be recognised that such future funding support is likely to be extremely limited.

We have been successful, in respect of a few of our cameras, in generating private sector support through negotiated Section 106 Planning agreements where major new development or expansion programmes are undertaken. Such an agreement enabled installation of 3 cameras as part of the security provision in and around the Morrisons supermarket development.

Capital has also been raised through funding programmes such as Neighbourhood Renewal Fund and Hartlepool Borough Council Community Safety Capital Fund but, once again, the limited capacity of these funds must be recognised.

Revenue support for ongoing operational, monitoring and repair costs is provided, in the main, through Hartlepool Borough Council mainstream budgets. Cleveland Police do not contribute direct financial support although they afford substantial “in kind” benefit towards the overall operation of the system. We have been able to attract contributions towards revenue costs from New Deal for Communities and, until recently, North Hartlepool Partnership, in respect of installations over recent years. Such support is time limited and Hartlepool Borough Council is expected to inherit full CCTV camera and system costs in respect of all cameras installed within the N.D.C. area from year 2011.

Private sector revenue cost contribution is minimal, the only instance being an annual sum from Morrisons in respect of the development detailed above. This, also, has time limitations.

Within all new CCTV camera installation proposals we now seek sponsor contribution towards capital and revenue costs.

5. Equipment

All camera and monitoring equipment specified for the scheme, including that used within the CCTV Control Centre, must be to acceptable industry standards and recognise sector best practice. Equipment is purchased outright and there are no finance or lease agreements.

Cameras and monitoring equipment have been installed over a period of several years. The life expectancy of a camera will vary dependent upon external location but on average should be between 6 and 8 years dependent upon any mid-life refurbishment programme. In addition the impact of technological advances must be considered – in this respect all recording equipment within our CCTV Control Centre was upgraded, three years ago, from tape to digital format to afford better image reproduction and maximise storage capacity.

Recording equipment is digital and encrypted to meet the requirements for use as evidence within criminal or civil law and to comply with Data Protection requirements.

The use of dummy cameras is not undertaken within any part of the scheme. Their use could give a false sense of security to persons within any area in which they were utilised as well as substantially hindering an investigation in the event of a criminal or other incident.

6. Monitoring and Recording

All cameras within this scheme must be connected to the HBC CCTV Control Centre for real-time, or where agreed, acceptable dial in or alarm activated monitoring and recording. The use of fibre-optic links is undertaken where it is financially viable.

All cameras have agreed and deliverable monitoring programmes which are maintained unless specific or priority circumstances impact.

All camera images are digitally recorded. Images are retained for a maximum period of 28 days, unless specifically required for investigation or evidential purposes, where-after they are over-written. Storage of, and access to, images is to Data Protection Act compliance and CCTV Code of Practice criteria. Images are only viewed by and/or released to:

- The Police in respect of the investigation of a criminal incident and/or subsequent production in a Court of Law for evidential purposes
- Person or Persons as directed within an Order of Court
- Other Enforcement or Public Sector Agencies including Cleveland Fire Service, to support investigation of incidents where criminal or other action, through legislation, could ensue

The integrity and security of the CCTV Control Centre is maintained at all times. Only in exceptional circumstances, will external organisations or individuals have any access to, or linkage with, monitoring systems, and only with the full agreement of HBC and Partners to specifically prevent and detect criminal and anti-social behaviour acts.

7. Commissioning of cameras

The principal objective of commissioning a fixed location CCTV camera is to assist in reducing and preventing crime and anti-social behaviour in either a specific or general location.

Requests are regularly forthcoming for the installation of new cameras with live monitoring at HBC CCTV Control Centre. Whilst each request has its own objectives, it is essential that all requests are considered proportionately to overall Hartlepool-wide needs.

The undertaking of CCTV monitoring of public space is directed by the Information Commissioner's Office to ensure compliance with the Data Protection Act 1998. Full guidance for CCTV compliance is set out in the CCTV Code of Practice (revised edition 2008). This code details, at length, guidelines on deciding whether to use CCTV.

To ensure equitable consideration of any requests to commission a new camera, Hartlepool Borough Council has approved a process within which the following considerations are to be taken into account:-

- Compliance to CCTV Code of Practice recommendations.
- Evidence gathered from the operation of a deployable camera. This could be waived if local circumstances exceptionally justify.
- Crime and anti-social behaviour statistical information and intelligence for the locality.
- Analysis of other security provision in the locality, including ownership and accessibility.
- Consultation with:
 - o Council officers, specifically Neighbourhood Manager and others with local interest.
 - o Police and Fire Service
 - o Ward Members
 - o Partnerships e.g. Joint Action Groups
 - o Housing Associations or other key local service providers.
- CCTV Control Centre monitoring capacity.
- Capital and revenue cost implications and support.

8. Relocation and/or decommissioning of cameras

Impact and effectiveness of all cameras is reviewed periodically by partners utilising monitoring and statistical information, partner intelligence and feedback in respect of local circumstances as well as perceptions relating fear of crime. This is in accordance with the CCTV Code of Practice (revised 2008) recommendations which requires of CCTV system operators:

“You should review regularly whether the use of CCTV continues to be justified. You will have to renew your notification yearly so this would be an appropriate time to consider the ongoing use of CCTV.”

Where it is evidenced that there is no longer a justifiable need for a camera in a specific location or a camera could be better deployed in an alternative location, be it local or elsewhere within the Town, a process for review has been approved by Hartlepool Borough Council within which the following considerations are to be taken into account:

- Recommendations from periodic review by Hartlepool Borough Council, Cleveland Police and Cleveland Fire Service to comply with the CCTV Code of Practice.
- Crime and anti-social behaviour statistical information and intelligence for the locality.
- Any changes in local demographics.

- Age and cost profile of a camera.
- CCTV Control Centre monitoring capacity.
- Consultation with:
 - o Council officers, specifically Neighbourhood Manager and others with local interest.
 - o Police and Fire Service
 - o Ward Members
 - o Partnerships e.g. Joint Action Groups
 - o Housing Associations or other key local service providers.

Consideration would also be given to:

- removal of camera, but retention of column and transmission link for an agreed period.
- Replacement by temporary deployable camera for a reviewable period.

9. Partnership Delivery

Delivery is extremely well co-ordinated between key partners, such as Cleveland Police and Cleveland Fire Service, pro-actively maximising use of CCTV cameras within live incidents and/or subsequent investigation. For some time a nominated Police Officer has undertaken a liaison link role with the CCTV Control Centre to actively develop crime detection activity and co-ordinate implementation of intelligence received. As a further development of this relationship, Cleveland Police, wherever possible, second an officer to dedicated monitoring duties within the Control Centre, which compliments the role of their CCTV Co-ordination Officer. Links with Cleveland Police Ladgate Lane Headquarters Control Room enable Police to view images within that Control Room from any of our cameras at any time. These links to Ladgate Lane are replicated from each of the 4 CCTV Control Centres operated by Local Authorities within the Cleveland area on a stand alone basis. A further link has been established with Cleveland Police's Avenue Road Hartlepool station.

As detailed Police Officers and Police Community Support Officers work in close liaison with the CCTV Control Centre operators to ensure local intelligence and knowledge is utilised within the operation and management of cameras. To support Police Officers patrol and response duties, an Airwave radio is located within the Control Room, which by remaining in permanent operation enables operators to immediately concentrate cameras on live incidents. Indeed there are numerous occasions where operators are able to alert Police Officers, over the Airwave radio, of incidents they observe setting in train the first stage of Police response.

The Community CCTV scheme supports HBC departments where public space surveillance e.g. car parks is not undertaken directly within this scheme. In

addition security for a number of HBC buildings is monitored within the Control Centre.

Active support is afforded to regeneration programmes such as New Deal for Communities, and until recently, North Hartlepool Partnership. A number of initiatives have incorporated a range of security measures including CCTV cameras. Feedback from programme officers is encouraged.

Major private sector developments such as Middleton Grange Shopping Centre have a fundamental role in ensuring cross utilisation of CCTV and other security systems. Joint initiatives and working has been progressed including a link between the Community CCTV scheme and Middleton Grange Control Centres allowing cross monitoring and partial control of each other's cameras.

A new initiative, under a Business Improvement District (BID) agreement, has recently been established on Longhill/Sandhill Business Estate through installation and monitoring of 11 cameras.

It is essential that public awareness and confidence continues to be developed through Neighbourhood Action Plans and other Forums addressing the community safety agenda. Elected Members have a key role within this process and we will continue to develop their awareness in the role and capacity of CCTV

The system provides support within the day to day security of HBC buildings and open space undertaken through the HBC Community Security contract.

Links with ShopWatch, PubWatch or similar accredited and regulated radio schemes, operating within Hartlepool, have been established and are supported where practical.

Management of the scheme

Management of the HBC Community CCTV scheme is undertaken by The Council's Community Safety Team within Regeneration and Planning Department. Monitoring of the cameras, together with recording of images, is carried out, through a Service Level Agreement, by HousingHartlepool.

A working group of representatives from Hartlepool Borough Council, Housing Hartlepool, Cleveland Police Hartlepool Basic Command Unit, Cleveland Fire Service and Hartlepool New Deal for Communities, supported by contractors who undertake maintenance of the system, meet monthly to review current operational issues, consider system improvements and review overall compliance.

All installation and maintenance/repair works of cameras or Control Centre equipment is undertaken by HBC approved contractors under the direct control of HBC officers.

Access to HBC CCTV Control Centre for any person, including Police Officers, is strictly controlled and registered in line with industry recommended procedures.

All images are digitally recorded and encrypted to meet evidential requirements of the legal system. Access to, and copying of, images are again strictly controlled and registered. Police Officers are permitted to request and remove copies of images within the rules of evidence disclosure. Other Enforcement or Public Sector Agencies, together with Cleveland Fire Service, may access images to support investigation of incidents where criminal or other action may ensue. No other viewing, or copying, of images is permitted unless under directive of a Court Order.

Hartlepool Borough Council undertakes the majority of public space surveillance, although some other public sector bodies, such as Hospitals and Government Offices, will maintain in-house systems to monitor their car parks and external space. Hartlepool Borough Council does not undertake private space surveillance as a routine or under specific contract.

1. Audit

CCTV system owners and managers can be required by The Information Commissioner, under the CCTV Code of Practice(revised 2008), to make available all paper work, including logs and records, in respect of the operation of a CCTV system where public space monitoring is involved.

The Security Industry Authority, responsible for licensing of CCTV operators, undertakes location audit to ensure licence compliance and appropriate operation of CCTV monitoring procedures within the licensing criteria. Whilst we have responded

to a written request for CCTV operator details, we have not received a physical inspection. (December 2008)

In addition other regulatory bodies can audit specific aspects of CCTV operations. The Office of Surveillance Commissioners recently undertook an audit on compliance within the Regulation of Investigatory Powers Act (RIPA).

2. Publicity

Opportunities are taken to promote and increase awareness of the CCTV scheme through local media articles and reports. However it is not the policy of the Council to release any recorded images for other than evidential or investigation purposes. Requests to make footage available for television or other programmes have been declined.

Officers involved in the operation of the Community CCTV system work closely with a wide range of community safety groups and other public forums to address any concerns or requests in respect of CCTV operations and, where appropriate, raise public awareness and assurance.

3. Code of Practice and Operating Procedures

A written code of practice and written operating procedures exist and are available for consultation through Hartlepool Borough Council (Community Safety Team) or Housing Hartlepool.

Financial Management.

All camera and monitoring equipment utilised within the scheme is to acceptable industry standards and takes into account best practice with regard to operation capability. Similarly all monitoring and recording processes are undertaken to full compliance and best practice standards

Capital acquisition of all equipment is undertaken by full and direct purchase. There are no finance or lease agreements relating to any of the system equipment. Capital funding is generated from central and local government initiatives either specifically targeted at the installation of CCTV within crime reduction initiatives or through partnership programmes including New Deal for Communities and Neighbourhood Regeneration Fund, to reduce and address the fear of crime and anti-social behaviour. Recently there have been some successful initiatives progressed in conjunction with local resident groups to install cameras.

The cost of ongoing operation of the system – revenue cost – lies totally with Hartlepool Borough Council. There is, however, agreement with some partnerships for contribution towards operating costs on either a permanent or medium term basis. Such contributors include New Deal for Communities and, until recently, North Hartlepool Partnership. A further element of contribution has been secured through Section 106 agreement within the Town & Country Planning Act 1990. It is Council policy that for all new camera installations, either full or a substantial contribution towards revenue cost, be secured within the proposals.

Revenue costs fall within four principal areas:

- **Monitoring**

An annual fee is paid to Housing Hartlepool for monitoring and all associated functions. Housing Hartlepool does not, in the majority of instances, meet capital costs with regard to equipment utilised within the CCTV Control Centre for monitoring, recording and recovery of images

- **Power**

All cameras require electrical power for operation. This is supplied through direct metering into national supply networks or by link to HBC Street Lighting network

- **Transmission**

Image transmission from a camera to the CCTV Control Centre is, principally through HBC or British Telecom dedicated fibre or general telephone connection. The other recognised industry alternative is wireless transfer of signals. Recently we

have successfully installed a wireless transmission hub for several cameras adjacent to the town centre. However the establishment of these hubs for town-wide transmission is still under development.

▪ Maintenance and repair

Cameras, plus monitoring and recording equipment, do require repair and refurbishment work to be undertaken. Most cameras, given their external location, are susceptible to weather and general wear and tear conditions. Although there are several small maintenance arrangements in place, there is not a full system maintenance and repair contract established. Any such future contract arrangements could include capital acquisition to maximise price efficiency.

Given an operation of over 80 cameras, revenue costs are substantial. The following information seeks to broadly illustrate those costs based on revenue cost incurred for the financial year 2007/8 and an assessment for the financial years 2008/9 and 2009/10.

	2007/8 Actual Spend	2008/09 Budget	2009/10 Projected Budget
Repairs Maintenance Contractor	66250	60370	58500
Maintenance (Electricals Cables)- DSO	3380	3500	3800
Power	4400	5150	5500
Transmission (Fibre/Telephone)	37040	44800	45000
Monitoring	73230	76090	79130
Exceptional Items	0	0	4500*
Total Expenditure	184300	189910	196430
NDC contribution	36580	42710	#
Section 106 contribution	7000	7000	7000
Total Income	43580	49710	#
Overall Cost	140720	140200	#

*Security Industry Authority (SIA) Re-licence

#To be finalised as NDC will cease to exist at the end of 2010/11

Notes:

- Monitoring. An annual payment, increasing by R.P.I., is paid to HousingHartlepool. This agreement is re-negotiable in March 2009
- Power. The acquisition of power is through overall contractual arrangements with NPower, either by provision direct from network, or through HBC street lighting
- Transmission arrangements have been contracted with British Telecom as the only service provider within Hartlepool able to meet full requirements. This is under review.

- In conjunction with contractors undertaking maintenance and repair work, we have completed a diagnostic age maintenance profile of all cameras and equipment for the years 2006/7 and 2007/8 which now forms the basis for ongoing review and planning. The analysis assesses maximum perceived maintenance cost but cannot fully account for unanticipated breakdowns.

Each new camera installation adds, in broad terms, an average cost of approximately £2500 per annum, calculated over a 5 year period, in operating, maintenance and repair costs. This does not take into account unanticipated repairs.

Utilisation of Mobile CCTV

Mobile or rapid deployment CCTV cameras are designed to be easily located in crime “hot-spots” where CCTV as an appropriate response and early intervention is beneficial. In addition they are a useful tool in assessing the feasibility of proposals for the installation of a fixed CCTV camera given the relevant financial implications.

Mobile cameras can be used to support Police and community safety initiatives to involve drugs, anti-social behaviour, racial harassment and intelligence led operations. Deployment of mobile cameras alongside fixed CCTV cameras can also offer a greater degree of flexibility in overall CCTV operations. The nature of many crime “hot-spots”, allied to changing patterns of offending and displacement over a period of time, enables use of mobile cameras to be part of a series of pro-active and reactive measures to address core localised problems.

One mobile CCTV delivery format is the on-board equipping of a self-contained vehicle incorporating camera monitoring and recording equipment. This facility affords the ultimate short term response to monitor events or other public gatherings where security concerns may prevail. Such facilities are utilised by Cleveland Police and have proved extremely useful in monitoring Town Centre evening economy activity and high risk football matches. However there are no plans for utilisation of such a facility by HBC.

HBC utilises deployable cameras which can be securely mounted to a fixed point, generally an existing street lighting column or by installation of a dedicated column, for short to medium term monitoring. Images are captured through a down loadable on site recorder or transmitted as radio wave signals allowing images to be viewed and/or stored within a nearby fixed location or vehicle. The Council currently owns one deployable camera whilst a further camera has been acquired by Hartlepool Central JAG (Joint Action Group), which the Council operates on their behalf, for deployment within their area. Hartlepool Borough Council has also assisted Resident Groups installing a mobile camera in the Dyke House area.

Mobile cameras can be used as an effective support tool at locations from where fixed site cameras are relocated and a subsequent short term need is identified.

As with a fixed CCTV camera, all operations of a mobile camera are regulated by Data Protection Act and CCTV Code of Practice criteria including the display of appropriate signage.

Other CCTV Developments

1. Automatic Number Plate Recognition

A large percentage of criminal activity surrounds, or directly involves, the use of motor vehicles.

Automatic Number Plate Recognition systems have been developed countrywide. In 2006 Cleveland Police, with capital funding from Central Government, introduced a force-wide A.N.P.R. programme within Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton Council districts. 13 A.N.P.R. readers have been installed within Cleveland Police Hartlepool Basic Command Unit area which has a link to the HBC Community CCTV Control Centre. This enables the HBC CCTV camera system to support Cleveland Police Headquarters Operations Control Centre in monitoring suspicious vehicles and liaising with on the spot Police Officers.

2. Traffic Management Act 2004

HBC Community CCTV cameras are not utilised to monitor moving traffic or road junctions for the purpose of issuing fixed penalty notices.

This Act affords new traffic control and enforcement powers to Local Authorities. CCTV is used in some London areas to detect road offences such as illegal use of bus lanes, yellow box junction violations and restricted entry violations. There is every likelihood that larger cities or conurbations will, in the future, exercise such powers and utilise CCTV to detect traffic infringements and follow fixed penalty notice procedures. The utilisation of these powers within Hartlepool is currently under consideration.

Hartlepool exercises powers within Decriminalised Parking Enforcement to issue penalty charge notices in respect vehicles illegally parked on the highway. Whilst HBC Community CCTV cameras are not used for the direct detection of such offences, they may be utilised to support the health and safety of officers undertaking enforcement duties.

Outcomes and Measures of Success

As part of operational assessment, it is prudent to underpin performance with output and outcome measures to assess the success, or otherwise, of performance, identify strengths and weaknesses and plan future development.

1. Audit

Audit by Government or legislative bodies, be it regular or irregular, is a valuable compliance measure of the CCTV scheme operations. As part of the process of meeting those criteria, a number of local audit checks are undertaken within HBC CCTV Control Room by management and HBC Officers. These include:

- Control Room access entry logs
- Viewing request logs
- Image copy logs
- Visual audit of operator monitoring procedures
- Random examination of recorded images to ensure monitoring compliance within Data Protection Act
- Security Industry Authority licence compliance

2. Crime and Incident Statistics

Originating from Police:

- Number of viewing requests
- Number of copies of images/footage taken
- Arrests recorded

Reference should be made to Appendix 3

Originating from Public or Legal Representatives:

- Requests received for image viewing
(Whilst CCTV images cannot be released to the public or their representatives, we receive a number of such requests to assist the defence of a person facing trial or in relation to incidents where criminal proceedings may not follow e.g. vehicle accidents. However such footage can be conditionally made available through The Police or through Court Order. Requests can be an indicator of public confidence in seeking CCTV camera support when perceived to be available).

3. Camera Operational Efficiency

To maximise monitoring ability and recording of images, the time cameras are out of action should be minimised. Non-operational cameras do not represent best value and return on investment. Camera operational status is regularly monitored with an objective of no more than 5% of camera stock or monitoring equipment being out of action through fault or decommissioning for repair or refurbishment.

Reference should be made to Appendix 3

4. Partner Output and Outcome Measures

Within funding support, certain partners e.g. Hartlepool New Deal for Communities, and formerly North Hartlepool Partnership, specify output and outcome measures and targets to support best value and achievement within their scheme programme.

Measures, in addition to those outlined above, include:

- Participation in Community Safety and Crime Reduction working groups
- Reduction in number of crimes within camera catchment area
- Review of camera patrol and monitoring patterns

S.W.O.T. ANALYSIS

<p>Strengths</p> <ul style="list-style-type: none"> - Established system with evidenced success - Proven management/operational structure - Strong Partnership strategic and operational links - Full ownership without financial encumbrance - Meets all legal criteria and compliance 	<p>Weaknesses</p> <ul style="list-style-type: none"> - All financial responsibility lies with HBC - Equipment age profile - Control Room capacity - No capital acquisition/maintenance/repair procurement arrangements - Public awareness of system
<p>Opportunities</p> <ul style="list-style-type: none"> - Income generation from other monitoring work including private sector - Incorporation/management of all HBC CCTV systems to maximise compliance and cost structure - Integration of other public sector CCTV systems - Sub regional delivery and procurement - Technology advances 	<p>Threats</p> <ul style="list-style-type: none"> - HBC does not own CCTV Control Centre building - Funding constraints - Partner withdrawal/establishing of own parallel CCTV systems - Change on legislation and/or Government priorities - Technology advances

Action Plan

1. Plans associated with 2008Scrutiny investigation

In early 2008, Hartlepool Borough Council Cabinet gave consideration to a report that outlined the progress made in development of public space CCTV operations throughout the town.

At the request of Cabinet, Hartlepool Borough Council's Scrutiny Co-ordinating Committee undertook an interim report on CCTV operations within Hartlepool during February to April 2008. At the start of the new municipal year the Regeneration and Planning Services Scrutiny Forum, re-opened the investigation and completed a detailed investigation into many aspects of CCTV operations.

A final report was received and agreed by Cabinet in September 2008, which included an Action Plan that will underpin and direct future development and operation of Hartlepool Borough Council CCTV operations. The Action Plan is detailed below:

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
<p>A That contributions to the operating costs of the Council's Community CCTV system be explored with:</p> <p>(i) Safer Hartlepool Partnership – Contribution towards the annual monitoring costs as part of their mission statement towards a safer Hartlepool;</p> <p>(ii) Court Costs – Where Community CCTV cameras have provided evidence that has resulted in a conviction;</p>	<p>Prepare report on merits of CCTV with request for funding.</p> <p>○ Seek advice on legal possibility of claim for CCTV costs from Chief Solicitor</p> <p>○ If possible: brief Court User Group</p> <p>○ Implement</p> <p>○ Examine possibility of 'confiscation of assets with Police</p>	<p>December 08</p> <p>April 09</p>	<p>Nil</p> <p>Nil</p>
<p>iii) Cleveland Police – As the major user of the Community CCTV system in Hartlepool and</p>	<p>○ Seek information from other areas where Police contribute to inform negotiations</p> <p>○ Explore possible funding options with Police including in-kind benefit</p>	<p>April 09</p>	<p>Nil</p>

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
<p>iv) Local Businesses – Where cameras are in existence, a business case be presented highlighting pre-emptive and reactive benefits of the CCTV cameras, value for money and the number of arrests achieved</p> <p>B That a detailed exercise be undertaken to calculate the costs of bringing the monitoring provision ‘in-house’ together with the feasibility of co-location with Cleveland Police;</p>	<ul style="list-style-type: none"> ○ Identify businesses in areas covered by cameras ○ Analyse crime and ASB in areas ○ Research how other local authorities prepare case for financial contribution. ○ Analyse opportunities with Economic Development team to introduce further Business Improvement Districts (BID) ○ Progress funding discussion with businesses ○ Develop options for establishing in-house provision ○ Explore the feasibility of co-location with Cleveland Police 	<p>January 09</p> <p>January 09</p> <p>January 09</p> <p>January 09</p> <p>August 09</p> <p>August 09</p>	<p>Nil</p> <p>Nil</p>
<p>C That consideration be given to the future tendering for the monitoring of the Community CCTV camera system, to ensure that the Council continues to receive best value;</p>	<ul style="list-style-type: none"> ○ Negotiate extension of existing SLA for initial period ○ Consider future tendering in conjunction with actions under (b) above ○ Report to members on the future of community monitoring centre, including consideration of best value 	<p>August 09</p>	<p>Approx £40,000 in 2009/10</p>

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
D That as major building developments take place in Hartlepool (e.g. Victoria Harbour), contractors be obligated to ensure that a network of ducting is laid, suitable to carry the Authority's fibre optic cables;	<ul style="list-style-type: none"> ○ Establish how to identify opportunities for planning gain ○ Negotiate section 106 agreement when opportunities arise 	December 08 When opportunity arises	Nil
E That before Community CCTV cameras are commissioned, decommissioned or relocated, an assessment is made of the merits and appropriateness of the installation, by consulting local residents, Police, Ward Councillors, community groups and utilising re-deployable cameras to monitor crime	<ul style="list-style-type: none"> ○ Develop criteria for commissioning or decommissioning static camera sites in conjunction with partners and key stakeholders. ○ Consult residents, businesses and other interested parties on proposals. ○ Include proposals in CCTV strategy 	March 09	Nil
F That a trial of 'Talking Cameras' in Church Street/York Road be explored;	<ul style="list-style-type: none"> ○ Establish sites for 'talking cameras' 	2 cameras installed by April 09	Costs to be met from existing budget
G That a planned series of public events highlighting the importance of the Community CCTV Cameras be arranged; and	<ul style="list-style-type: none"> ○ Prepare presentation/video ○ Establish plan to deliver minimum 2 presentations in each of north, centre and south neighbourhoods during 2008/09 and 09/10 	December 09	Nil

Recommendation	Executive Response/ Proposed Action	Delivery Timescale	Budget Implications for HBC
H That following Cabinet's consideration of the Final Report, the Draft CCTV Strategy be re-submitted to the Cabinet incorporating the agreed recommendations from this enquiry	<ul style="list-style-type: none"> ○ Undertake Diversity Impact Assessment ○ Update draft CCTV Strategy to include commissioning/decommissioning proposals at (e) 	May 09 December 08	Nil

Other Plans

Financial

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Undertake a full review of revenue costs for annual operation of CCTV system. Prepare 5 year financial projection	HBC	HousingHartlepool Cleveland Police Cleveland Fire Service	June 2009 and annually July 2009	Existing	Ensure funding levels to maintain full operation. Future financial planning.
Explore opportunities for sub regional procurement of operational and maintenance services	HBC	Sub regional local authorities. Cleveland Police	July 2009	Existing	Feasibility exercise completed. Identification of benefits which could accrue.
Implementation of an investment plan to upgrade cameras and other equipment over the next 3 to 5 years	HBC	HousingHartlepool	May 2009 and annually	Annual allocation of £50,000 from Community Safety Capital budget	Maximisation of system operation and update.

Infrastructure

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Maintain and update full diagnostic age profile of all camera and monitoring equipment leading to development of an ongoing maintenance programme to maximise ongoing camera operation.	HBC	Housing Hartlepool. CCTV Contractor	April 2009 and annually	Existing.	Retention of full operation. Minimisation in camera/equipment down-time. Operational benefit from introduction of new technology.

Monitoring Operation

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Review operational effectiveness of monitoring and recording equipment	Housing Hartlepool	HBC Cleveland Police Cleveland Fire Service.	June 2009	Existing	Identify existing cost efficiency and suitability. Appraisal of technological developments. Confirmation of standards for evidential and other legal requirements.

Operational Compliance

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Undertake annual internal compliance audit of Control Centre	HBC	HousingHartlepool	February 2009	Nil	Compliance of Control Centre operation
Ensure ongoing compliance within revised CCTV data protection code of practice (revised edition 2008)	HousingHartlepool	Cleveland Police.	February 2009	Nil	Ongoing compliance. External audit by legislative bodies.
Co-ordinate operational Data Protection and CCTV Code of Practice compliance for all HBC internal and external CCTV systems	HBC	HousingHartlepool Schools	September 2009	Nil	Full compliance. Appropriate management of all enquiries and complaints relating to CCTV operation
Review/implement recommendations from National CCTV Strategy Delivery Board	HBC	HousingHartlepool Cleveland Police	Ongoing	Awaiting clarification from Government	Full compliance

Sundry

<u>Proposal</u>	<u>Lead Partner</u>	<u>Other Partners</u>	<u>Timescale</u>	<u>Budget Implications for HBC</u>	<u>Measure</u>
Review of CCTV Benchmarking measures as recommended by Public Authority CCTV Managers Association	HBC	HousingHartlepool Cleveland Police Cleveland Fire Service	May 2009	Existing	Productive operation of system. Identification of cost efficiency opportunities

Appendix 1

Public Space Camera Locations Monitored at HBC CCTV Control Centre.

1. Bottom Church Street
2. Back Church Street
3. Whitby Street
4. Scarborough Street
5. Hanson House
6. Whitby Street Drug Centre
7. Fastnet Grove
8. Musgrave Walk
9. Corner of Stockton Road and Victoria Road
10. Victoria Road

11. Rear York Road and Victoria Road
12. Avenue Road and Lucan Street
13. Raby Road and Museum Road
14. Clarence Road and Museum Road 1
15. Clarence Road and Museum Road 2
16. Stockton Street
17. Mill House Skate Park 1
18. Mill House Skate Park 2
19. Mill House Public House
20. Mill House rear 1

21. Mill House rear 2
22. Murray Street
23. Lynnfield Community Park
24. Tankerville Street and Milton Road
25. Thornton Street
26. Victoria Road and York Road corner
27. York Road - Lloyds Bank/Central Library
28. Roker Street car park 1
29. Roker Street car park 2
30. York Road and Park Road corner

31. Gainford Street
32. Richard Court
33. Burn Valley roundabout
34. Waldon Street

35. Kathleen Street
36. Oxford Road and Shrewsbury Street
37. Belle Vue roundabout
38. Jutland Road 1
39. Jutland Road 2
40. Newholme Court 1

41. Newholme Court 2
42. Newholme Road 3
43. Newholme Road 4
44. Owton Manor Lane East
45. Fens Shopping Parade, Catcote Road
46. St. Patrick's Church, Owton Manor Lane
47. Wynyard Road Shopping Parade
48. Balmoral Road
49. Catcote Road Shopping Parade
50. Eskdale Road Shopping Parade

51. Headland Heugh
52. Headland Block Sands
53. Southgate, Headland
54. Borough Hall, Headland
55. Northgate, Headland
56. Old Boys Playing Fields
57. Spion Kop (under review)
58. King George V Playing Fields
59. Warren Road and Winterbottom Avenue
60. Brus Arms roundabout 1

61. Brus Arms roundabout 2
62. King Oswy Drive Shopping Parade
63. Clavering Road Shopping Parade
64. Seaton Front Hotel
65. Seaton Front Esplanade
66. Elizabeth Way Shopping Parade
67. Seaton Park
68. Duke Street and Cundall Street
69. Hart Lane and Raby Road
70. Hart Lane and Duke Street

71. St. Pauls Road and South Road
72. Oxford Road and Stockton Road
73. Rear Victoria Road
74. Newburn Bridge Industrial Estate
75. Park Square
76. West View Miers Avenue

Cameras monitored on as needs basis

- 77 Tanfield Nurseries
- 78 Burn Road Recycling Centre
- 79 Lynn Street
- 80 Brougham Enterprise Centre

- 81 Burn Valley Gardens Children's Play ground
- 82 Brierton A2L School
- 83 Wynyard House*
- 84 St. Cuthbert's Church*
- 85 Grayfields Recreation Centre
- 86 Burbank Street 1*
- 87 Burbank Street 2*
- 88 Burbank Street 3*
- 89 Burbank Street 4*

*Cameras are not owned by Hartlepool Borough Council.

Other links:

- a. CCTV Control Centre to Cleveland Police Ladgate Lane Headquarters enabling Police Control room to simultaneously monitor any HBC camera. This also underpins Hartlepool Borough Council's Emergency Planning responsibilities
- b. CCTV Control Centre to Cleveland Police Hartlepool Avenue Road station
- c. CCTV Control Centre to Hartlepool Middleton Grange Shopping Centre CCTV Control Room to enable co-ordinated monitoring of criminal and anti-social behaviour in and around the Centre as well as remote site monitoring in support of emergency evacuation

Other prime CCTV camera systems:

- Town Centre Car Parks. HBC is responsible for 22 CCTV cameras within Town Centre car parks. Monitoring is currently undertaken in conjunction with Middleton Grange Shopping Centre Control Room.
- Hartlepool Maritime Experience. 12 CCTV cameras protect the interior and exterior of this prestigious tourist attraction. Camera operation, including monitoring, is under review.

Appendix 2

Legislation affecting CCTV Systems

Operation of CCTV systems, in respect of live monitoring, storage and release of images and access to Control Rooms, is controlled by a number of Acts of Parliament and Regulatory Bodies. System Operators are required to consider and address all such Acts and Regulations. Hartlepool Borough Council Community CCTV system currently complies with, amongst others:

Data Protection Act 1998

Data is defined as that which confirms identifying features, for example, a name or an image. Personal data is confidential and the Data Protection Act 1998 assures an individual's right to privacy. All CCTV systems are required to be notified to The Information Commissioner's Office.

Human Rights Act 1998

European legislation identifies and protects human rights. Everyone has the right to respect for private and family life, their home and their correspondence (e.g. telephone calls and mail).

Crime and Disorder Act 1998

Section 17 of the Crime and Disorder Act 1998 requires all responsible authorities to consider Community Safety within all aspects of their work. The Safer Hartlepool Partnership has an overall objective to secure sustainable reductions in crime and disorder, and to address the fear of crime, within the Town of Hartlepool.

Regulatory Investigatory Powers Act (RIPA) 2000

RIPA sets out and provides the authority for targeted covert surveillance. Unauthorised surveillance cannot be used as evidence and will constitute a breach of privacy and human rights legislation.

Freedom of Information Act 2000

An individual has the right to request and be provided with information held about them by public authorities. Any request must be in legible writing, include name and address and specify the information required. A public authority is obligated to reply within a specific timescale.

Private Security Industry Act 2001

The Security Industry Authority is responsible for implementing the requirements of this Act which requires that companies and individuals, operating within the private security industry sector, are licensed and monitored. This includes CCTV operations carrying out public space surveillance which may include the specific observation and recording of the actions of individuals. This will include the detection and prevention of criminal and anti-social behaviour.

Criminal Procedures and Investigations Act 1996

This is designed to create a statutory framework for the disclosure to defendants of material which the prosecution would not intend to use in the presentation of its own case – known as unused material. This may include, where in existence, CCTV camera images.

CCTV Code of Practice

The code provides good practice advice for those involved in operating CCTV systems which view or record images of individuals and helps operators comply with their legal obligations under the Data Protection Act 1998. The Data Protection Act not only creates obligations for organisations, it also gives individuals rights such as access to their details and recourse where they suffer damage. The code details good practice recommendations, based on legally enforceable principles, to assist compliant operation of systems.

A revised Code of Practice was published in early 2008. This revised code has been developed through extensive consultation with The Association of Chief Police Officers (ACPO) and other principal bodies involved in the operation of public space monitoring by CCTV camera.

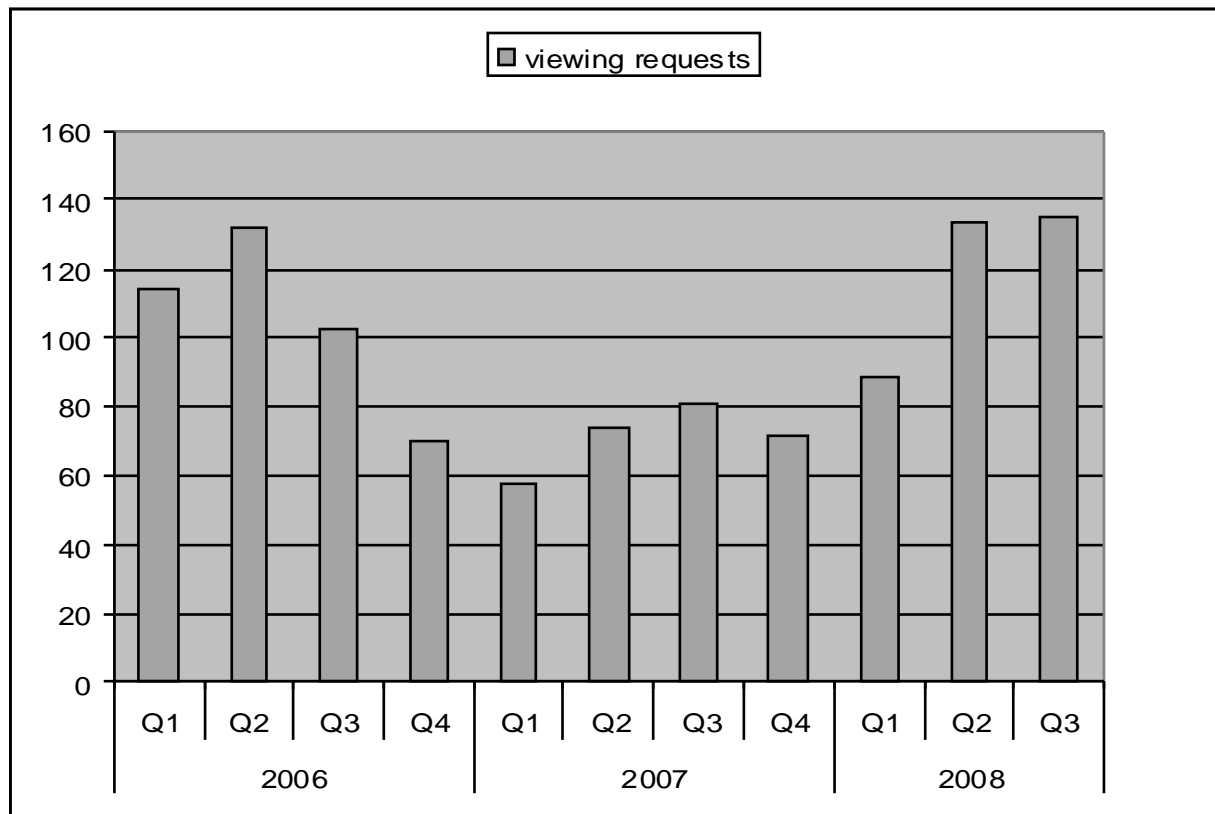
Appendix 3

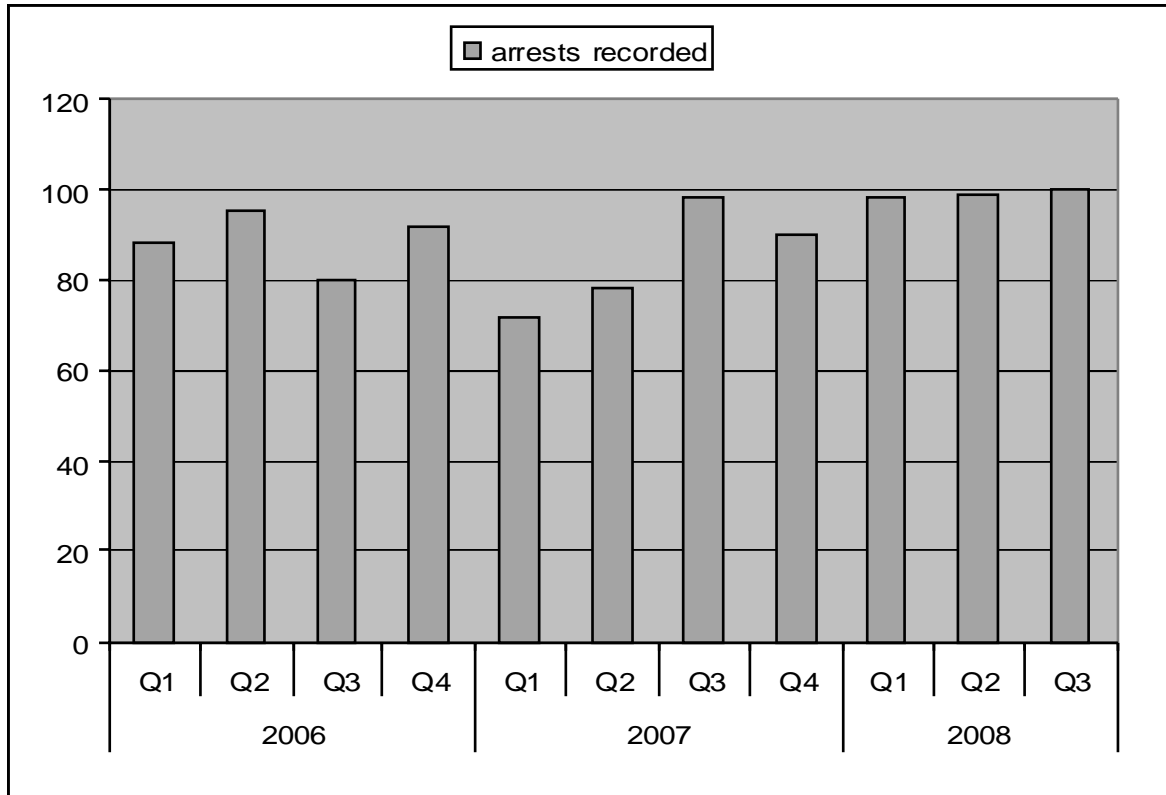
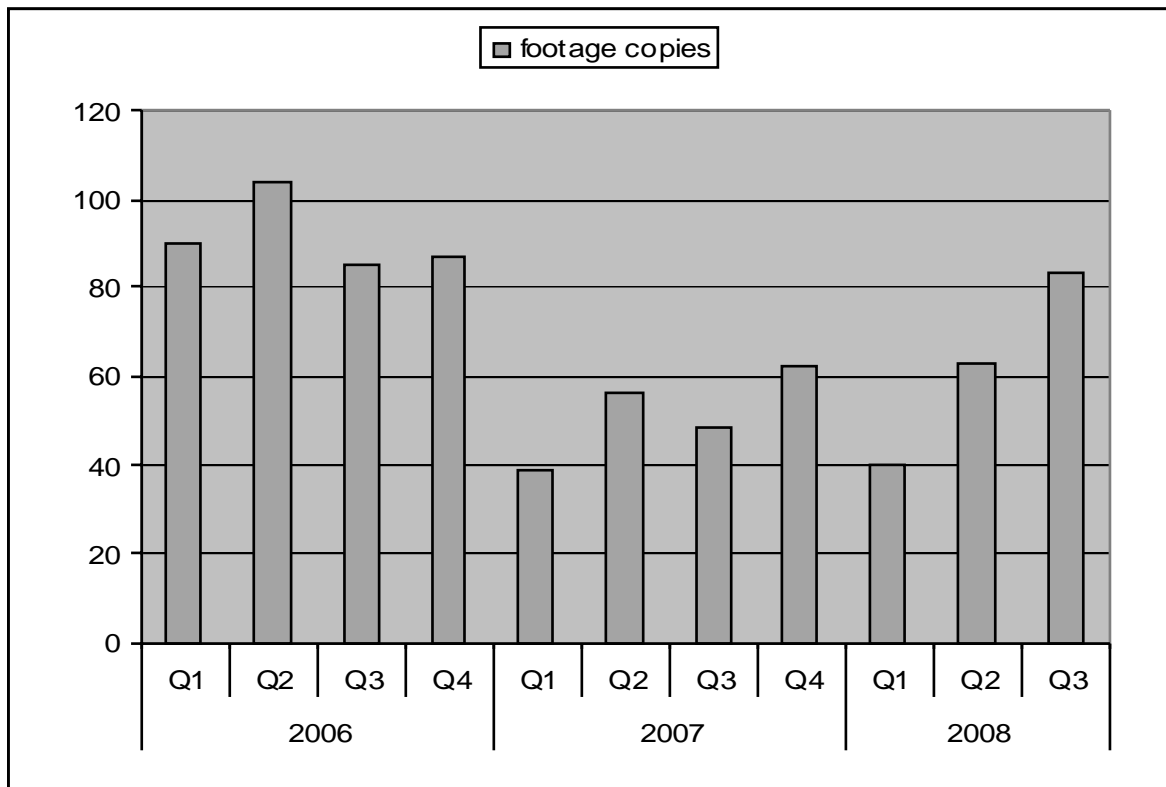
Statistical Information

1) CCTV Control Centre Statistics - January 2006 – October 2008

		viewing requests	footage copies	arrests recorded
2006	Q1	114	90	88
	Q2	132	104	95
	Q3	103	85	80
	Q4	70	87	92
2007	Q1	57	39	72
	Q2	74	56	78
	Q3	81	48	98
	Q4	72	62	90
2008	Q1	88	40	98
	Q2	134	63	99
	Q3	135	83	100

Q1 – January March etc.





2) Camera Operational Efficiency
August 2006 – October 2008

Month	Fully Operational %	Partially Operational %	Out of Order %
August 2006	85	8	7
September	88	4	8
October	84	7	9
November	92	5	3
December	92	6	2
January 2007	87	7	6
February	86	11	3
March	92	4	4
April	91	5	4
May	92	4	4
June	92	4	4
July	95	4	1
August	94	1	5
September	91	4	5
October	94	3	3
November	91	5	3
December	96	2	2
January 2008	95	3	2
February	95	2	3
March	93	4	3
April	89	6	5
May	88	7	5
June	95	2	3
July	92	6	2
August	89	8	3
September	93	3	4
October	91	4	5

Definitions:

- Fully operational. Working in all aspects including monitoring capability within Control Centre
- Partially operational. Camera still operating and images recording. However there may be operation limitations such as camera restricted “pan, tilt and zoom” capacity or monitoring limitations such as “flickering” screen within Control Centre
- Out of action. Camera not functioning – either removed for maintenance and/or replacement of parts or with manufacturers for refurbishment/major repair. Loss of power. Control Centre equipment failure.

CABINET REPORT

15TH December 2008



Report of: Director of Regeneration and Planning Services

Subject: CENTRAL AREA INVESTMENT FRAMEWORK

SUMMARY

1. PURPOSE OF REPORT

The report presents the main findings of the Central Area Investment Framework (CAIF) study which provides a strategic context for the regeneration of Hartlepool's central area.

2. SUMMARY OF CONTENTS

The report sets out the background to this piece of work which is intended to respond to the Regional Development Agency's increasing focus of Single Programme resources towards strategic projects which deliver direct economic benefits. The report outlines the approach to the preparation of the strategy which was largely funded by One NorthEast, and highlights the Framework's findings and recommendations.

3. RELEVANCE TO CABINET

The implementation of the strategy will impact across the remits of several portfolios

4. TYPE OF DECISION

Non-key

5. DECISION MAKING ROUTE

Cabinet on 15th December 2008 to receive the report. Decisions relating to the development and delivery of individual project initiatives included in the CAIF will be presented to relevant portfolio holders in due course

6. DECISION(S) REQUIRED

Cabinet is requested to note the main findings of the CAIF report.

Report of: Director of Regeneration and Planning Services

Subject: CENTRAL AREA INVESTMENT FRAMEWORK

1. PURPOSE OF REPORT

- 1.1 The report presents the main findings of the Central Area Investment Framework (CAIF) study which provides a strategic context for the regeneration of Hartlepool's central area.

2 BACKGROUND

- 2.1 In September 2007, the Council secured Single Programme funding to prepare a regeneration framework for the central area of Hartlepool. The need to prepare the CAIF resulted from increasing difficulties being experienced by the Council in securing Single Programme resources to deliver priorities identified within the Coastal Arc programme. Whilst the Coastal Arc was recognised as one of the three spatial priorities for the Tees Valley in documents such as the Regional Spatial Strategy, Regional Economic Strategy and the Tees Valley City Region Business Case, it has become increasingly difficult to secure economic regeneration funds through the Single Programme because One NorthEast has sought to focus its limited resources on major strategic initiatives which deliver significant economic benefit. Regeneration projects within central areas were not considered to be of the highest priority for Single Programme support. Within Hartlepool, One NorthEast has informally indicated that the delivery of Victoria Harbour and the development of Queens Meadow are their main investment priorities.
- 2.2 Responding to the limited support towards investment in town centres, the Tees Valley authorities have continued to push the case for investing in these locations, highlighting the importance of high quality place shaping public realm improvements in attracting new investment. Some Tees Valley local authorities have sought to produce investment frameworks which provide a strategic context within which individual projects could be shown as contributing towards the overall plan. In addition to the CAIF, Hartlepool is also producing an investment framework for the Southern Business Zone to provide the context for investment in the town's main industrial areas and business parks.

3 THE CENTRAL AREA INVESTMENT FRAMEWORK

- 3.1 In December last year Genecon was appointed to develop an investment framework to provide the strategic justification for investment in the central area of Hartlepool and identify specific proposals which could form part of bids for funding. The study looked beyond the immediate town centre taking in the areas to the east of Stockton Street and the A689 including the marina, Church Street and the east central area, and also including Mill House and Stranton. The framework was required to:-
- Build on current proposals and key investment opportunities including Hartlepool College of FE, the LIFT scheme, Middleton Grange Shopping Centre, the transport interchange, Jomast's marina proposals and the Mill House area.
 - Address key problems/barriers including the poor connectivity between the town centre, the marina and Victoria Harbour, the unoccupied building at Jackson's Landing and the inefficient use of space and derelict/untidy buildings within the East Central Area (between Stockton Street, Mainsforth Terrace, Huckelhoven Way and Church Street).
 - Identify key regeneration priorities and specific project opportunities that could form the basis of funding bids.
- 3.2 The development of the CAIF has involved a three stage approach. An initial scoping exercise was carried out involving discussions with key stakeholders, market analysis, physical assessments and investigations around current and potential investment opportunities which resulted in the preparation of a Key Issues Paper. This Paper identified a number of strategic opportunities together with barriers and constraints which would need to be overcome if these are to be realised. Further discussion and investigations around these issues helped inform the detailed Investment Framework which forms stage two of the CAIF and which provides the main rationale for investment in these areas. The third stage, which is currently being finalised, is an Action Plan which sets out in detail individual project proposals, benefits, indicative costs and implementation mechanisms. Copies of the Key Issues Paper and Investment Framework are available in the Members Room under confidential cover given the commercial sensitivity of some of the contents. The main components and recommendations of the CAIF are highlighted below.
- 3.3 The investigations included a review of current market conditions within the central area. This review produced a number of conclusions on Hartlepool's current position including:-
- there is a distinct lack of quality business space and retailing opportunities within the centre of Hartlepool which is diverting investment/demand to competing locations elsewhere
 - in particular there is a shortage of supply of good quality office space for SME's with a potential opportunity for the provision of high quality small scale office and workspace units to encourage indigenous growth
 - a key constraint in the central area is a lack of available viable development sites, outside the marina area. The viability of

development could be significantly improved by public sector investment in enabling works such as site assembly and public realm improvements or remediation of ground conditions

- the fragmented retail offer generated by edge of town centre and outlying retail parks undermines the performance of the primary shopping area and future planning policies should look to strengthen the protection of the main shopping area
- there is a need to improve linkages for both vehicle and pedestrian flows throughout the central area

3.4 An assessment was also carried out of the environmental conditions prevalent within the central area which identified areas of poor townscape, poor visual and physical connectivity and a lack of 'gateway' features defining the entrance to the town centre and creating a sense of arrival. Stockton Street and, to a lesser extent, York Road were seen as barriers due to the volume of traffic they carry and the railway forms an east-west barrier dividing the marina from the town centre. The importance of high quality landscapes particularly around key investment sites and at key nodes such as Church Square/Upper Church Street were also highlighted as essential in improving connectivity and encouraging investment, and enhancing the visitor experience.

3.5 The analysis led to the identification of a number of strategic interventions which could deliver significant economic benefit to central Hartlepool. A key component of this is the development of the East Central Area as an Innovation and Skills Quarter (ISQ). At present this area does not function effectively due largely to a disjointed land ownership and use arrangement, a poor quality environment with a number of vacant, derelict buildings and weak urban townscape. The catalyst of the new Hartlepool College of Further Education, the presence of Cleveland College of Art and Design, the area's strategic location between the main shopping centre, marina and the Church Street Transport Interchange and the potential for land use assembly to create mixed use development sites offers the opportunity for major investment in this area. The strategy recommends that the relocation of the Council owned depot at Lynn Street would provide an excellent development opportunity which could potentially accommodate a mix of uses including office, new business and incubation floor space set within a high quality public realm. Strategic acquisition of buildings within the ISQ would provide opportunities for college related workspace and a possible Digital City satellite facility which would help towards the retention of skills within Hartlepool. (Digital City is a Tees Valley initiative which is currently being developed in Middlesbrough and utilises links with the University of Teesside to provide expertise in digital technology, digital media and creative industries).

3.6 Picking up on the need to improve connectivity throughout the central area, the strategy recommends improvements to Stockton Street to reduce the barrier the dual carriageway poses to pedestrian access to the ISQ, the new transport interchange, Church Street and the marina. Initial thoughts about reducing the carriageway to a single lane each way were discounted due to the importance placed on maintaining free flow of traffic and vehicular access

to the marina area and Victoria Harbour. Instead the strategy proposes a series of more achievable environmental and traffic management measures to enhance pedestrian movement and strengthen the visual links between each side of the carriageway. Environmental enhancements would also serve to provide a better 'definition' of the town centre, and these would encourage potential improvements by the owners of Middleton Grange Shopping Centre.

- 3.7 Linking in to the above, the strategy identifies Upper Church Street and Church Square as a key location for public realm improvements as it represents a focal connection point linking the main strategic locations of the central area. Rejuvenating the 'tired' appearance of the square would help improve the function of the space, raise the profile and image of the central area and encourage private investment into the adjacent ISQ.
- 3.8 The strategy includes a number of other recommendations including adopting a proactive approach to securing a new use for Jackson's Landing and other landmark buildings; progressing investigations around the development of the Mill House area in the light of feasibility work currently underway for the Mill House Leisure Centre and adjacent facilities; considering enhancements to key gateway sites such as near the Stranton roundabout to enhance the approaches and provide better definition to the town centre; pursue wider connectivity initiatives linked to the proposed Tees Valley Metro project, cycle and pedestrian routes, signage and improving connections between the transport interchange to the marina; and developing planning policies which reinforce and protect the function of the main shopping area and facilitate the regeneration of the ISQ.

4 NEXT STEPS

- 4.1 It is recognised that this is an aspirational and long term strategy which seeks to deliver change over a 5 to 10 year period, as and when funding opportunities become available. The strategy and the associated Action Plan will be used to support bids for Single Programme and other resources. Whilst One NorthEast's funding priorities for Hartlepool are understood to focus on the delivery of Victoria Harbour and inward investment at Queen's Meadow, the report demonstrates the importance and value of investing in the central area. In the short to medium term, it is proposed that schemes are prepared which support the development of the ISQ including strategic site acquisitions, development of Digital City proposals, further investigations around the relocation of the transport depot, and public realm/place shaping improvements around Stockton Street and Church Square/Upper Church Street.
- 4.2 There is a provisional Single Programme allocation for Central Hartlepool within the current year and it is proposed that this is used to support the acquisition of strategic properties within the ISQ. Recommendations on specific properties to be targeted for acquisition will be presented for approval to the Finance and Efficiency Portfolio Holder following discussions with One

NorthEast whilst the Regeneration and Liveability Portfolio Holder will consider the details of bids for Single Programme resources.

5 FINANCIAL IMPLICATIONS AND RISK

- 5.1 Funding and Single Programme contributions for the study have been reported and agreed previously. Delivery of individual recommendations will be largely dependent upon external funding being secured particularly through the Single Programme; however other sources such as Growth Point and funding which may become available through the new Homes and Communities Agency will be explored. Single Programme in particular increasingly requires an element of match funding to be used alongside their resources and it is likely that the Council would have to contribute towards individual projects. Some of this could come from the approved Regeneration Match Funding budget however specific resources would be considered in detail as individual project proposals are developed. As indicated above, more detailed proposals will be the subject of further reports in due course.

6 RECOMMENDATIONS

- 6.1 Cabinet is requested to note the main findings of the report.

CABINET REPORT

15TH December 2008



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- 3.1 In December last year Genecon was appointed to develop an investment framework to provide the strategic justification for investment in the central area of Hartlepool and identify specific proposals which could form part of bids for funding. The study looked beyond the immediate town centre taking in the areas to the east of Stockton Street and the A689 including the marina, Church Street and the east central area, and also including Mill House and Stranton. The framework was required to:-
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 - Address key problems/barriers including the poor connectivity between the town centre, the marina and Victoria Harbour, the unoccupied building at Jackson's Landing and the inefficient use of space and derelict/untidy buildings within the East Central Area (between Stockton Street, Mainsforth Terrace, Huckelhoven Way and Church Street).
 - Identify key regeneration priorities and specific project opportunities that could form the basis of funding bids.
- 3.2 The development of the CAIF has involved a three stage approach. An initial scoping exercise was carried out involving discussions with key stakeholders, market analysis, physical assessments and investigations around current and potential investment opportunities which resulted in the preparation of a Key Issues Paper. This Paper identified a number of strategic opportunities together with barriers and constraints which would need to be overcome if these are to be realised. Further discussion and investigations around these issues helped inform the detailed Investment Framework which forms stage two of the CAIF and which provides the main rationale for investment in these areas. The third stage, which is currently being finalised, is an Action Plan which sets out in detail individual project proposals, benefits, indicative costs and implementation mechanisms. Copies of the Key Issues Paper and Investment Framework are available in the Members Room under confidential cover given the commercial sensitivity of some of the contents. The main components and recommendations of the CAIF are highlighted below.
- 3.3 The investigations included a review of current market conditions within the central area. This review produced a number of conclusions on Hartlepool's current position including:-
- there is a distinct lack of quality business space and retailing opportunities within the centre of Hartlepool which is diverting investment/demand to competing locations elsewhere
 - in particular there is a shortage of supply of good quality office space for SME's with a potential opportunity for the provision of high quality small scale office and workspace units to encourage indigenous growth
 - a key constraint in the central area is a lack of available viable development sites, outside the marina area. The viability of

development could be significantly improved by public sector investment in enabling works such as site assembly and public realm improvements or remediation of ground conditions

- the fragmented retail offer generated by edge of town centre and outlying retail parks undermines the performance of the primary shopping area and future planning policies should look to strengthen the protection of the main shopping area
- there is a need to improve linkages for both vehicle and pedestrian flows throughout the central area

3.4 An assessment was also carried out of the environmental conditions prevalent within the central area which identified areas of poor townscape, poor visual and physical connectivity and a lack of 'gateway' features defining the entrance to the town centre and creating a sense of arrival. Stockton Street and, to a lesser extent, York Road were seen as barriers due to the volume of traffic they carry and the railway forms an east-west barrier dividing the marina from the town centre. The importance of high quality landscapes particularly around key investment sites and at key nodes such as Church Square/Upper Church Street were also highlighted as essential in improving connectivity and encouraging investment, and enhancing the visitor experience.

3.5 The analysis led to the identification of a number of strategic interventions which could deliver significant economic benefit to central Hartlepool. A key component of this is the development of the East Central Area as an Innovation and Skills Quarter (ISQ). At present this area does not function effectively due largely to a disjointed land ownership and use arrangement, a poor quality environment with a number of vacant, derelict buildings and weak urban townscape. The catalyst of the new Hartlepool College of Further Education, the presence of Cleveland College of Art and Design, the area's strategic location between the main shopping centre, marina and the Church Street Transport Interchange and the potential for land use assembly to create mixed use development sites offers the opportunity for major investment in this area. The strategy recommends that the relocation of the Council owned depot at Lynn Street would provide an excellent development opportunity which could potentially accommodate a mix of uses including office, new business and incubation floor space set within a high quality public realm. Strategic acquisition of buildings within the ISQ would provide opportunities for college related workspace and a possible Digital City satellite facility which would help towards the retention of skills within Hartlepool. (Digital City is a Tees Valley initiative which is currently being developed in Middlesbrough and utilises links with the University of Teesside to provide expertise in digital technology, digital media and creative industries).

3.6 Picking up on the need to improve connectivity throughout the central area, the strategy recommends improvements to Stockton Street to reduce the barrier the dual carriageway poses to pedestrian access to the ISQ, the new transport interchange, Church Street and the marina. Initial thoughts about reducing the carriageway to a single lane each way were discounted due to the importance placed on maintaining free flow of traffic and vehicular access

to the marina area and Victoria Harbour. Instead the strategy proposes a series of more achievable environmental and traffic management measures to enhance pedestrian movement and strengthen the visual links between each side of the carriageway. Environmental enhancements would also serve to provide a better 'definition' of the town centre, and these would encourage potential improvements by the owners of Middleton Grange Shopping Centre.

- 3.7 Linking in to the above, the strategy identifies Upper Church Street and Church Square as a key location for public realm improvements as it represents a focal connection point linking the main strategic locations of the central area. Rejuvenating the 'tired' appearance of the square would help improve the function of the space, raise the profile and image of the central area and encourage private investment into the adjacent ISQ.
- 3.8 The strategy includes a number of other recommendations including adopting a proactive approach to securing a new use for Jackson's Landing and other landmark buildings; progressing investigations around the development of the Mill House area in the light of feasibility work currently underway for the Mill House Leisure Centre and adjacent facilities; considering enhancements to key gateway sites such as near the Stranton roundabout to enhance the approaches and provide better definition to the town centre; pursue wider connectivity initiatives linked to the proposed Tees Valley Metro project, cycle and pedestrian routes, signage and improving connections between the transport interchange to the marina; and developing planning policies which reinforce and protect the function of the main shopping area and facilitate the regeneration of the ISQ.

4 NEXT STEPS

- 4.1 It is recognised that this is an aspirational and long term strategy which seeks to deliver change over a 5 to 10 year period, as and when funding opportunities become available. The strategy and the associated Action Plan will be used to support bids for Single Programme and other resources. Whilst One NorthEast's funding priorities for Hartlepool are understood to focus on the delivery of Victoria Harbour and inward investment at Queen's Meadow, the report demonstrates the importance and value of investing in the central area. In the short to medium term, it is proposed that schemes are prepared which support the development of the ISQ including strategic site acquisitions, development of Digital City proposals, further investigations around the relocation of the transport depot, and public realm/place shaping improvements around Stockton Street and Church Square/Upper Church Street.
- 4.2 There is a provisional Single Programme allocation for Central Hartlepool within the current year and it is proposed that this is used to support the acquisition of strategic properties within the ISQ. Recommendations on specific properties to be targeted for acquisition will be presented for approval to the Finance and Efficiency Portfolio Holder following discussions with One

NorthEast whilst the Regeneration and Liveability Portfolio Holder will consider the details of bids for Single Programme resources.

5 FINANCIAL IMPLICATIONS AND RISK

- 5.1 Funding and Single Programme contributions for the study have been reported and agreed previously. Delivery of individual recommendations will be largely dependent upon external funding being secured particularly through the Single Programme; however other sources such as Growth Point and funding which may become available through the new Homes and Communities Agency will be explored. Single Programme in particular increasingly requires an element of match funding to be used alongside their resources and it is likely that the Council would have to contribute towards individual projects. Some of this could come from the approved Regeneration Match Funding budget however specific resources would be considered in detail as individual project proposals are developed. As indicated above, more detailed proposals will be the subject of further reports in due course.

6 RECOMMENDATIONS

- 6.1 Cabinet is requested to note the main findings of the report.

CABINET REPORT

15 December 2008



Report of: Scrutiny Co-ordinating Committee

Subject: FORMAL RESPONSE TO THE EXECUTIVE'S
INITIAL BUDGET AND POLICY FRAMEWORK
CONSULTATION PROPOSALS FOR 2009/10

SUMMARY

1. PURPOSE OF REPORT

- 1.1 To provide the formal response of the Scrutiny Co-ordinating Committee in relation to the Executive's Initial Budget and Policy Framework Consultation Proposals for 2009/10.

2. SUMMARY OF CONTENTS

- 2.1 The report provides an overview of Scrutiny's involvement in the Authority's budget setting process for 2009/10 together with their formal response to the Executive's Initial Budget and Policy Framework Proposals.

3. RELEVANCE TO CABINET

- 3.1 Cabinet are requested to consider the formal response of the Scrutiny Co-ordinating Committee in relation to the Executive's Initial proposals, prior to determining their finalised proposals on 22 December 2008.

4. TYPE OF DECISION

- 4.1 Not applicable in this instance.

5. DECISION MAKING ROUTE

- 5.1 Cabinet meeting of 15 December 2008 to assist the Executive in the finalisation of their Budget and Policy Framework Proposals for 2009/10 on 22 December 2008 and thereafter Full Council on 12 February 2009.

6. DECISION(S) REQUIRED

6.1 It is recommended that the Cabinet:-

- (a) considers the formal response of the Scrutiny Co-ordinating Committee as outlined in Section 3 of this report; and
- (b) provides feedback to the Scrutiny Co-ordinating Committee in relation to the formal response, as outlined in Section 3, during the consideration of the Executive's finalised Budget and Policy Framework Proposals for 2009/10 (paragraph 2.4 refers).

CABINET

15 December 2008



Report of: Scrutiny Co-ordinating Committee

Subject: FORMAL RESPONSE TO THE EXECUTIVE'S
INITIAL BUDGET AND POLICY FRAMEWORK
CONSULTATION PROPOSALS FOR 2009/10

1. PURPOSE OF THE REPORT

- 1.1 To provide the formal response of the Scrutiny Co-ordinating Committee in relation to the Executive's Initial Budget and Policy Framework Consultation Proposals for 2009/10.

2. BACKGROUND INFORMATION

- 2.1 At a meeting of the Scrutiny Co-ordinating Committee held on 31 October 2008, consideration was given to the Executive's Initial Budget and Policy Framework Consultation Proposals for 2009/10.
- 2.2 At this meeting it was agreed that the initial consultation proposals were to be considered on a departmental basis by the appropriate Scrutiny Forum. With any comments/observations being fed back to the meeting of the Scrutiny Co-ordinating Committee held on 28 November 2008 to assist in the formulation of this Committee's formal response (as outlined further on within this report), to be considered during this meeting of the Cabinet.
- 2.3 Following the consideration of the Scrutiny Co-ordinating Committee's formal response during this meeting along with the finalisation of the Executive's Budget and Policy Framework Proposals for 2008/09 on 22 December 2008, further consideration will be given to the finalised proposals by the Scrutiny Co-ordinating Committee at their meeting on 9 January 2009.
- 2.4 The Scrutiny Co-ordinating Committee and the four standing Scrutiny Forums will then repeat the same process followed for the initial budget consultation proposals to enable consideration to be given to the Executive's finalised budget proposals for 2009/10 on the below-mentioned dates with the intention of presenting a formal response to the meeting of Cabinet on 9 February 2009:-

Scrutiny Forum	Date of Meeting
Scrutiny Co-ordinating Committee	9 January 2009, 2.20 pm / 23 January 2009, 2.00 pm
Neighbourhood Services Scrutiny Forum	12 January 2009, 4.00 pm
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Adult and Community Services and Health Scrutiny Forum	14 January 2009, 3.30 pm
Regeneration and Planning Services Scrutiny Forum	16 January 2009, 2.00 pm

- 2.5 During the consideration of the Executive's finalised Budget and Policy Framework Proposals for 2009/10, Cabinet Members are invited to attend the appropriate Scrutiny meeting(s) as outlined above.

3. FORMAL RESPONSE OF SCRUTINY TO THE EXECUTIVE'S INITIAL BUDGET AND POLICY FRAMEWORK CONSULTATION PROPOSALS FOR 2009/10

- 3.1 Members of the Scrutiny Co-ordinating Committee and the four standing Scrutiny Forums (with the exception to the Health Scrutiny Forum) considered in detail the proposed budgetary pressures, priorities, grant terminations and efficiencies, as part of the Executive's Budget and Policy Framework initial consultation proposals for 2009/10.
- 3.2 Members were largely supportive in principle of the identified budgetary pressures, grant terminations and efficiencies, however, whilst the Scrutiny Forums had taken the opportunity to discuss the priorities, the Scrutiny Co-ordinating Committee agreed during the determination of this formal response that consideration would not be given to the proposed budget priorities for 2009/10 until further consideration was given to the Executive's finalised Budget and Policy Framework Proposals during January 2009.
- 3.3 In addition to the above, a number of concerns/comments were made by the Scrutiny Co-ordinating Committee and the four standing Scrutiny Forums, as outlined overleaf:-

- 3.4 Adult and Community Services Department:- Members supported the Adult and Community Services departmental Budget for 2009/10. The Forum did, however, raise concerns in relation to:-
- (a) The very large increase in the BT computer line charges to Branch Libraries; and
 - (b) The number of staff reductions which the Forum felt, wherever possible, should be achieved through natural wastage or redeployment rather than redundancy.
- 3.5 Chief Executive's Department – Members supported the Chief Executive's Department's proposed budget pressures and efficiencies for 2009/10 and agreed not to consider the priorities in detail until the final budget proposals had been agreed by the Cabinet in December 2008.
- 3.6 Children's Services Department:- Members supported the Children's Services departmental Budget for 2009/10. The Forum did, however, like it to be noted that:-
- (a) Members were concerned about the deletion of the School Development and Curriculum fund and requested detailed confirmation from the Director of Children's Services how the Department proposes that 'one off' initiatives might be financed from other sources;
 - (b) Members wished it be noted that they had reservations about the removal of the subsidy for pupil support from low income families wishing to attend Lanehead and Carlton Outdoor Centres; and
 - (c) Although Members accepted that 3% efficiency savings were required they hoped that those efficiencies relating to impact on staffing numbers were reflective of natural wastage rather than actual redundancies.
- 3.7 Neighbourhood Services Department:- Members supported the Neighbourhood Services departmental budget for 2009/10. The Forum did, however, like it to be noted that:-
- (a) In relation to the budget priority for highways investment, the Forum felt that it should be more reflective of the recommendations arising from their recent investigation into the Condition of the Highways in Hartlepool, specifically focusing on a move from reactive maintenance to planned maintenance.
- 3.8 Regeneration and Planning Services Department:- Members strongly supported the funding of the terminating grant for the Family Intervention Programme, aimed at effectively targeting some of the most problematic families within Hartlepool who are persistently perpetrating anti-social behaviour and are at risk of losing their homes or of other significant enforcement action.

- 3.9 Relating to the priorities the Forum raised concerns over the lack of means testing for the Conservation Area Grants, SNCI's and the UPVC Windows Grant, and felt that of these priorities they would prefer to see support for:-
- (a) UPVC Windows Grant, subject to a caveat of means testing applicants;
 - (b) Youth Justice Preventative Measures, subject to more detail of the programme planned and if the identified cost was realistic; and
 - (c) CCTV, dependent on the cost of implementation of the recommendations by the Forum.
- 3.10 The Forum supported all efficiencies identified apart from the following that they would like to see support continue for:-
- (a) Business Grants, with reference to the current poor economic climate; and
 - (b) Marketing Budget, due to the Forum's current investigation it was felt inappropriate at the moment to recommend a cut in this budget area.

4. RECOMMENDATIONS

- 4.1 It is recommended that the Cabinet:-
- (a) considers the formal response of the Scrutiny Co-ordinating Committee, as outlined in Section 3 of this report; and
 - (b) provides feedback to the Scrutiny Co-ordinating Committee in relation to the formal response, as outlined in Section 3, during the consideration of the Executive's finalised Budget and Policy Framework Proposals for 2009/10 (paragraph 2.4 refers).

December 2008

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BACKGROUND PAPERS

The following background papers were used in the preparation of this report:-

- (i) Report of the Chief Financial Officer entitled 'Budget and Policy Framework 2009/2010 to 2011/12 – Initial Consultation Proposals' presented to the Scrutiny Co-ordinating Committee held on 31 October 2008.

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CABINET REPORT

15 December 2008



Report of: Scrutiny Co-ordinating Committee

Subject: FORMAL RESPONSE TO THE EXECUTIVE'S
INITIAL BUDGET AND POLICY FRAMEWORK
CONSULTATION PROPOSALS FOR 2009/10

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1. PURPOSE OF REPORT

- 1.1 To provide the formal response of the Scrutiny Co-ordinating Committee in relation to the Executive's Initial Budget and Policy Framework Consultation Proposals for 2009/10.

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- 2.1 The report provides an overview of Scrutiny's involvement in the Authority's budget setting process for 2009/10 together with their formal response to the Executive's Initial Budget and Policy Framework Proposals.

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- 3.1 Cabinet are requested to consider the formal response of the Scrutiny Co-ordinating Committee in relation to the Executive's Initial proposals, prior to determining their finalised proposals on 22 December 2008.

4. TYPE OF DECISION

- 4.1 Not applicable in this instance.

5. DECISION MAKING ROUTE

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6.1 It is recommended that the Cabinet:-

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CABINET

15 December 2008



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December 2008

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