

# **CABINET AGENDA**



**Monday, 27 July 2009**

**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 13 July 2009  
(previously circulated)
- 4. BUDGET AND POLICY FRAMEWORK**  
No items
- 5. KEY DECISIONS**  
No items

**6. OTHER ITEMS REQUIRING DECISION**

- 6.1 Amendments To The Membership Of The Tall Ships Project Board – *Director of Adults and Community Services*
- 6.2 Revisions To The Local Development Scheme – *Director of Regeneration and Planning*

**7. ITEMS FOR DISCUSSION**

No items

**8. ITEMS FOR INFORMATION**

- 8.1 Prudential Borrowing 2004/05 to 2009/10

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

- 9.1 Final Report – Appropriate Accommodation For Homeless Young People For Whatever Reason – *Children’s Services Scrutiny Forum*
- 9.2 Scrutiny Investigation Into ‘Appropriate Accommodation For Homeless Young People For Whatever Reason’ – Action Plan - *Director of Children’s Services and Director of Regeneration and Planning Services*
- 9.3 Final Report – Coastal Defences And Shoreline Management In Hartlepool – *Neighbourhood Services Scrutiny Forum*
- 9.4 Action Plan – Coastal Defences And Shoreline Management In Hartlepool – *Director Of Neighbourhood Services*

# CABINET REPORT

27<sup>th</sup> July 2009



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

**Subject:** AMENDMENTS TO THE MEMBERSHIP OF THE  
TALL SHIPS PROJECT BOARD

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## SUMMARY

### 1. PURPOSE OF REPORT

This report details minor changes to the membership of the Tall Ships Project Board in 2009/2010 for Cabinet approval.

### 2. SUMMARY OF CONTENTS

The report details the previous membership and updated membership of the Tall Ships Project Board.

### 3. RELEVANCE TO CABINET

The terms of reference for the Tall Ships Project Board state that membership will be determined by Cabinet. The Tall Ships project will have a significant impact on the town as part of its regeneration and visitor profile.

### 4. TYPE OF DECISION

Non-key

### 5. DECISION MAKING ROUTE

Cabinet – 27 July 2009

### 6. DECISION(S) REQUIRED

Cabinet are requested to approve changes to the Membership of the Tall Ships Project Board.

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

**Subject:** Amendments to the membership of the Tall Ships Project Board

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**1. PURPOSE OF REPORT**

- 1.1 This report details minor changes to the membership of the Tall Ships Project Board in 2009/2010.

**2. BACKGROUND**

- 2.1 Membership and terms of reference of the Tall Ships Project Board were agreed by cabinet on the 10 December 2007 and that the membership would be reviewed annually.
- 2.2 At Annual Council on the 25 June 2009 the make-up of the OTHER DECISION MAKING BODIES were determined.
- 2.3 Whilst this duly allocates the non-executive Members the Executive representation is reduced due to the Deputy Mayor and the Portfolio Holder for Finance being one and the same person.
- 2.4 Due to the change in portfolio titles and scoping it is now suggested that the new portfolio for Regeneration and Economic Development is added to the Executive Member list.
- 2.4 In practice this will simply maintain the same number of councillors at the meeting and be inclusive of all directly relevant Portfolio Chair's.

**3. RECOMMENDATION**

Cabinet are requested to approve changes to the Membership of the Tall Ships Project Board.

Contact Officer: John Mennear, Assistant Director Community Services

# CABINET REPORT

27 July 2009



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

**Subject:** REVISIONS TO THE LOCAL DEVELOPMENT SCHEME

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## SUMMARY

### 1. PURPOSE OF REPORT

To seek approval to a revision of the current Hartlepool Local Development Scheme to take account of changes arising from new Planning Regulations and to reflect the need for additional requirements to secure a robust evidence base in the preparation of planning documents.

### 2. SUMMARY OF CONTENTS

The report provides details of the Local Development Scheme, a rolling programme for the Council's proposals for producing planning policy documents over the next three years, which is being revised to reflect new requirements under Planning Regulations and the need, on Government Office for the North East advice, to prepare a robust evidence base.

Following the preparation of the 2008 Local Development Scheme there were discussions with Government Office for the North East (GONE) regarding the need for a robust evidence base so that any planning documents could proceed smoothly through to the adoption process and so satisfy the ultimate test of the Planning Inspector in finding the document 'sound'.

Since the last revision to the Local Development Scheme the Town & Country Planning Regulations have changed the various stages required in the preparation of planning documents and how these should be reflected in the Local Development Scheme.

As a result there is a need to update the Local Development Scheme. A revised Local Development Scheme 2009 is attached as **Appendix 1**. The timetable for the following documents has been amended as shown in Tables 1-8.

The document will need to be formally agreed with the Planning Inspectorate prior to being formally submitted to the Secretary of State.

**3. RELEVANCE TO CABINET**

The Local Development Scheme sets out the Council's programme for the preparation of development plan documents forming part of the Development Plan which is part of the Budget and Policy Framework.

**4. TYPE OF DECISION**

Non Key

**5. DECISION MAKING ROUTE**

Cabinet 27 July 2009 then to Council for approval on 30 July 2009.

**6. DECISION REQUIRED**

That Cabinet approve the revised Local Development Scheme 2009 and, subject to endorsement by Council, and following consultation with the Planning Inspectorate, submit the revised Local Development Scheme to the Secretary of State.

# CABINET REPORT

27 July 2009



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

**Subject:** REVISIONS TO THE LOCAL DEVELOPMENT SCHEME

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## 1. PURPOSE OF REPORT

- 1.1 To seek approval to a revision of the current Hartlepool Local Development Scheme to take account of changes arising from new Planning Regulations and to reflect the need for additional requirements to secure robust evidence base in the preparation of planning documents.

## 2. BACKGROUND

- 2.1 On 16 February 2008 Cabinet agreed an update to the Local Development Scheme (LDS) which sets out a rolling programme for the Council's proposals for producing policy documents over the next three years. The main purpose of the Local Development Scheme is to identify and to highlight the stages in the preparation of the planning policy documents comprising the Local Development Framework (LDF) particularly with regard to public participation with the community and major stakeholders.
- 2.2 Following the preparation of the 2008 Local Development Scheme there were discussions with Government Office for the North East (GONE) to ensure that the documents produced as part of the Local Development Framework are able to proceed smoothly through to the adoption process and so satisfy the ultimate test of the Planning Inspector in finding the document 'sound'.
- 2.3 Since the last revision to the LDS, the Town & Country Planning Regulations which came into force on 1 September 2008 and 6 April 2009 have changed the various stages required in the preparation of planning documents and how these should be reflected in the LDS. It is therefore necessary to further revise the LDS to incorporate these changes.

### 3. Preparation of Evidence Base for Planning Documents

- 3.1 On 21 July 2008 Cabinet was advised that the evidence based used in the LDF preparation needed to be thoroughly prepared to ensure that it is as robust as possible in the light of experience elsewhere in the country in ensuring LDFs are found to be 'sound'. As a consequence, certain key stages in the preparation of the Core Strategy are being re-profiled.
- 3.2 Work has continued in the preparation of the evidence base to support the Local Development Framework. This has included the Employment Land Review, the Central Area Investment Framework and the Southern Business Zone Study which have all now been completed and which will assist in setting out the regeneration priorities to be taken into consideration in the preparation of the Core Strategy.
- 3.3 In addition to these documents, Government Office for the North East (GONE) strongly advised officers to have in place a Strategic Housing Land Availability Assessment (a requirement under Planning Policy Statement 3) together with an update to the 2005 Hartlepool Retail Study prior to the development of the Core Strategy. These two pieces of work are nearing completion and reports will be made to future Cabinet meetings.
- 3.4 Work is also being undertaken on an update of the Strategic Flood Risk Assessment to reflect changes in the methodology used.

### 4. The Local Development Scheme

- 4.1 Now that there is more clarity on the timetable for completing the evidence base for the Local Development Framework the Local Development Scheme should be revised to reflect the changes in the programme. The Revised Local Development Scheme 2009 is attached at **Appendix 1**.
- 4.2 The timetables for the various documents have been amended as shown in Tables 1-8. The Development Plan Documents currently at varying stages of preparation are:
- Core Strategy Development Plan Document (DPD)
  - Housing Allocations Development Plan Document (DPD)
  - Affordable Housing Development Plan Document (DPD)
  - Joint Minerals & Waste Development Plan Documents (2 DPDs).
- 4.3 The Core Strategy timetable has been revised with the Preferred Options stage now programmed for March 2010. With a re-profiling of the Core Strategy timetable there will be a knock on effect on the Housing Allocations DPD.



- 4.4 Work is well underway in the preparation of the Affordable Housing DPD with an Economic Viability Assessment completed in May 2009. This was an additional stage introduced into the programme on the advice of GONE. It is now intended that the Preferred Options stage of the Affordable Housing DPD will be published for consultation during September 2009.
- 4.5 The timetable for the Joint Minerals and Waste Development Plan Documents, being prepared on behalf of the Tees Valley authorities, is governed by the need to keep to a unified timetable with the other Tees Valley Authorities and so adhere to agreed milestones.
- 4.6 Three other documents were included in the 2008 Local Development Scheme, namely:
- Victoria Harbour Supplementary Planning Document (SPD)
  - Planning Obligations Supplementary Planning Document (SPD)
  - Transport Assessment & Travel Plan Guidance Supplementary Planning Document (SPD)
- 4.7 As SPDs are not subject to independent examination by the Planning Inspectorate it is not now necessary to include them in the LDS. This change occurred in regulations brought in in 2009. However it is considered helpful to retain them in the programme to give a full a picture as possible. The revised timetables are set out in Tables 4, 5 & 6.
- 4.8 The Statement of Community Involvement was not identified in the 2008 Local Development Scheme as it had been previously adopted in October 2006. The Statement of Community Involvement sets out how the Council intends to involve the community and other interested parties in the new planning system and provide standards for involving the community in all the different stages of the planning policy process and in the determination of planning applications.
- 4.9 A review of the SCI is now being prepared to reflect various changes in the Regulations. A public consultation was held in May and June 2009 and the next stage will involve consultation on the published version, in September 2009. The precise timetable is not required to be included in the LDS but reference is made to the review in the text.

## **5. THE NEXT STEPS**

- 5.1 The Revised Local Development Scheme 2009 needs to be formally agreed with the Planning Inspectorate prior to being formally submitted to the Secretary of State.

**6. RECOMMENDATIONS**

- 6.1 That Cabinet approve the revised Local Development Scheme 2009 and, subject to endorsement by Council, and following consultation with the Planning Inspectorate, submit the revised Local Development Scheme to the Secretary of State.



# Hartlepool Borough Council Local Development Scheme



July 2009



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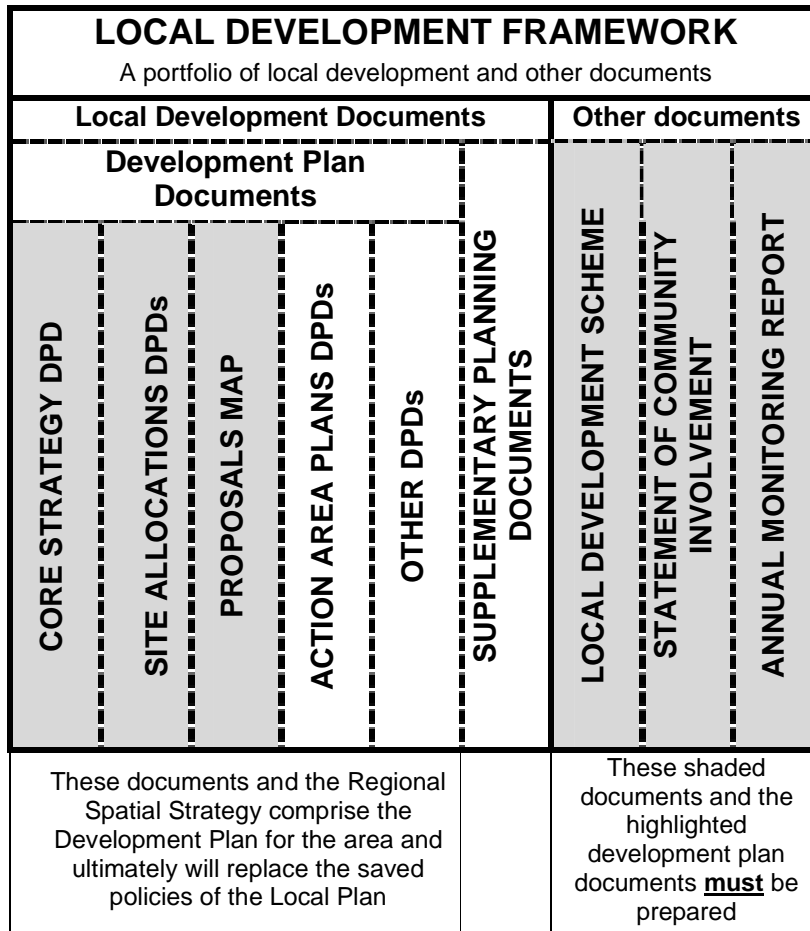
# **1. INTRODUCTION**

- 1.1 This local development scheme 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 this period into the future. The scheme will be reviewed as necessary as circumstances change (see section 10).
- 1.2 The Local Development Scheme was first published in March 2005. It was subsequently reviewed in July 2006 to take account of the proposal to prepare joint Minerals and Waste Development Plan Documents and also to exclude from the programme, the Hartlepool Local Plan, which had been adopted in April 2006. The 2007 review related to changes to the timetable for the preparation of the Planning Obligations SPD and the preparation of a new SPD on Transport Assessment & Travel Plan Guidance. The 2009 review takes account of the need to include several new documents including the Affordable Housing Development Plan Document and the Victoria Harbour Supplementary Planning Document.
- 1.3 The Local Development Scheme acts as the starting point for the community, key stakeholders and others with an interest in the development process, to find out about the status of existing and emerging planning policies. It sets out the timetable and highlights the key stages for the preparation of new policy documents and when they are proposed to be subject to public consultation. Acronyms and terminology used in this document are explained in Appendix 1.
- 1.4 Statutory planning policies for Hartlepool are presently set out in the saved policies of the Hartlepool Local Plan including Mineral and Waste policies (adopted 2006 with certain policies saved beyond 13 April 2009) and the North of England Plan Regional Spatial Strategy published in July 2008.
- 1.5 The Planning and Compulsory Purchase Act 2004 resulted in major changes to the way the planning policy system operates and how the new types of planning document will be prepared. Local Development Documents (LDDs) contained within Local Development Frameworks (LDF) are progressively replacing the Local Plans and Supplementary Planning Guidance, whilst at the regional level, the Regional Spatial Strategy (RSS) is in place, superseding the Tees Valley Structure Plan.
- 1.6 The Local Development Scheme describes the main features of the new planning system and then sets out the programme for the production of future planning policies. Important aspects related to the process for the development of planning policies are highlighted in sections 4 to 8 of the Scheme and the final section identifies circumstances in which the scheme will be reviewed.

## 2. THE DEVELOPMENT PLANNING SYSTEM

- 2.1 The Local Development Framework comprises a portfolio of Local Development Documents which together deliver the spatial planning strategy for the Hartlepool area (see Diagram 1 below). Initially the Local Development Framework will also include saved policies from the Hartlepool Local Plan 2006.

**Diagram 1: Local Development Framework Documents**



## 2.2 The documents comprising the Local Development Framework include:

- This document – the **Local Development Scheme (LDS)** – sets out the details of each of the Local Development Documents to be commenced over the next three years or so and the timescales and arrangements for their preparation.
- **Development Plan Documents (DPDs)** – which together with the Regional Spatial Strategy will comprise the statutory Development Plan and deliver the spatial planning strategy for the area. The Development Plan Documents will be subject to independent public examination. The 2006 Hartlepool Local Plan will be superseded in due course by a number of different types of Development Plan Documents as follows:
  - **Core Strategy** setting out the spatial vision, spatial objectives and core policies for the area;
  - **Site Specific Allocations** of land such as housing and employment sites;
  - **Action Area Plans** (where needed) relating to specific parts of the area where there will be comprehensive treatment or to protect sensitive areas
  - **Proposals Map** which will be updated as each new DPD is adopted;
  - **DPDs** containing waste and minerals policies;
  - together with any other DPDs considered necessary.

The Core Strategy must generally conform with the Regional Spatial Strategy (RSS) and all other DPDs must conform with the Core Strategy.

- **Supplementary Planning Documents (SPDs)** – these are non-statutory documents expanding on or providing further detail to policies in a development plan document – they can take the form of design guides, development briefs, master plans or issue-based documents. Although SPDs will be subject to full public consultation, they will not be independently examined.
- **Statement of Community Involvement (SCI)** – this sets out the policy for involving the community and key stakeholders both in the preparation and revision of local development documents and with respect to planning applications.
- **Annual Monitoring Report** – assessing the implementation of the local development scheme and the extent to which policies in local development documents are being achieved.

### **3. THE LOCAL DEVELOPMENT SCHEME**

- 3.1 The first Local Development Scheme was prepared by the Council in March 2005 with reviews approved in July 2006 and March 2007.
- 3.2 This further review of the scheme sets out the programme for the preparation of a number of new documents to be included in the Local Development Framework. Diagrams 2, 3 and 4 provide an overview of the timetable for the production of these documents covering the next three years or so.
- 3.3 Further details on the role and content of proposed Local Development Documents, key dates relating to their production, arrangements for their preparation and review and monitoring are set out in Tables 1 - 8.

#### **Saved Policies**

- 3.4 The Act allows policies in Local Plans to be 'saved' for a period of at least three years from the date the Act came into force (September 2004) or in the case of plans adopted after then, from the date the plan is adopted (i.e. April 2006 for the Hartlepool Local Plan). New policies in development plan documents will progressively replace those saved in the Local Plan.
- 3.5 Appendix 2 lists the policies of the 2006 Hartlepool Local Plan which the Secretary of State has made a direction to save. These saved policies will thus continue to remain effective until the LDF policies are adopted.
- 3.6 The status of Supplementary Planning Guidance following the commencement of the new planning system remains the same as long as relevant saved policies are in place. It will continue to be a material consideration in terms of determining planning applications. The only currently adopted Supplementary Planning Guidance is the Greatham Village Design Statement. This is included in the 2006 Hartlepool Local Plan as a Supplementary Note and will be saved as part of that plan.

#### **Statement of Community Involvement**

- 3.7 The Borough Council's first document prepared under the new planning system was the Statement of Community Involvement (SCI). The SCI document sets out how the council intends to involve the community and other interested parties in the new planning system and provide standards for involving the community in all the different stages of the planning policy process and in the determination of planning applications.
- 3.8 All other local development documents will be prepared in accordance with the arrangements set out in the SCI.
- 3.9 The SCI was submitted to the Secretary of State in January 2006 and was adopted on 26<sup>th</sup> October 2006. A review of the SCI is currently being prepared. The draft Review was subject to public consultation between 1 April and 1 June 2009. Consultation responses are being assessed. The



publication document will be subject to a six week formal consultation period in September and October 2009 before being adopted by the Council in December 2009.

### **Development Plan Documents**

- 3.10 The Borough Council has commenced the preparation of Development Plan Documents despite the 2006 Hartlepool Local Plan still providing an appropriate spatial strategy that accords with the Regional Spatial Strategy. Furthermore the Local Plan has taken forward those elements of the Hartlepool Community Strategy and the Hartlepool Local Transport Plan that concern physical development and use of land.
- 3.11 The preparation of the first Development Plan Documents will fit in with stages of the preparation of the 2008 Regional Spatial Strategy together with the review of the Hartlepool Sustainable Community Strategy "Hartlepool's Ambition" (2008). The proposed Development Plan Documents including the Proposals Map, which will be revised as each new development document is prepared, are as follows:
- Core Strategy Development Plan Document
  - Housing Sites Allocations Development Plan Document
  - Affordable Housing Development Plan Document
  - The Proposals Map
- 3.12 *Core Strategy Development Plan Document:* The Core Strategy DPD is the key element of the new planning system and all other development plan documents should be in conformity with it so it would be appropriate that this DPD be prepared first. The saved policies of the 2006 Hartlepool Local Plan provides a spatial strategy closely aligned both to existing regional and strategic policy and to the Hartlepool Community Strategy and thus should remain relevant for some time. As the Core Strategy is to be in conformity with the Regional Spatial Strategy, work on the Core Strategy DPD is taking full account of the RSS. It will also conform to the review of the Hartlepool Sustainable Community Strategy "Hartlepool's Ambition" (August 2008).
- 3.13 *Affordable Housing Development Plan Document:* The LDF Annual Monitoring Reports 2007 & 2008 identified that the issue of affordable housing has become important in the assessment of the housing market particularly after the Hartlepool Strategic Housing Market Assessment of June 2007 highlighted a shortfall of affordable dwellings. As no policy on affordable housing had been contained in the 2006 Local Plan it is important to put a policy in place as soon as possible. An Affordable Housing Development Plan Document is therefore being prepared to address this shortfall in the Borough. It will identify policies to secure provision of affordable housing as part of residential developments and contribute towards the development of a balanced housing market with maximised housing choice in Hartlepool.

- 3.14 *Housing Site Allocations Development Plan Document*: Strategic policy in the 2001 Regional Planning Guidance and 2004 Tees Valley Structure Plan did not take account of the major mixed use regeneration scheme being developed for Victoria Harbour particularly in terms of housing numbers. The 2006 Hartlepool Local Plan, however, identifies Victoria Harbour as a mixed use site including the provision of 1450 dwellings during the plan period to 2016, but included no other housing allocations because of the restrictions of the then strategic policy.
- 3.15 Since July 2008 the Regional Spatial Strategy has made provision for a higher rate of net additional dwellings (about 400 dwellings a year) so a DPD on housing allocations is required identify sufficient land to meet the RSS targets and to update and replace the housing allocations of the 2006 Hartlepool Local Plan.
- 3.16 *Proposals Map*: The Proposals Map for the 2006 Hartlepool Local Plan will be saved until the first development plan document is adopted at which time it will be amended to reflect the new development plan document and become a development plan document in its own right. It will continue to show saved policies and will be amended as each new development plan is adopted or amended.

#### **Joint Development Plan Documents**

- 3.17 There has been a need to update the waste policies contained in the 2006 Hartlepool Local Plan at an early date to reflect new priorities for sustainable waste management. Core Strategy and Site Allocations DPDs are being prepared with the other Tees Valley authorities, such joint documents to include also minerals. The Tees Valley Joint Strategic Unit is overseeing the preparation of the Joint Minerals and Waste DPDs on behalf of the Tees Valley Authorities although the preparation of these documents has involved the use of specialist consultants

#### **Supplementary Planning Documents**

- 3.18 Existing supplementary planning guidance can be used as the basis for the preparation of new supplementary planning documents. In this respect, however, the Supplementary Planning Guidance for Proposed Housing Redevelopment in West Central Hartlepool was not replaced with a new document as it would have unnecessarily delayed the process of acquiring and redeveloping the sites concerned.
- 3.19 The Greatham Village Design Statement was adopted as supplementary planning guidance in 1999 and is included as a Supplementary Note in the 2006 Hartlepool Local Plan. There are a number of other supplementary notes in the local plan covering a range of topic areas including trees, conservation, wildlife, planning obligations and parking standards.

3.20 Supplementary Planning Documents currently under preparation are:

- The Transport Assessment and Travel Plans SPD
- Planning Obligations SPD.
- Victoria Harbour SPD.

3.21 Further Supplementary Planning Documents may be required in the future, details of which may be included in any reviews of the Local Development Scheme.

**Diagram 2: Timetable of Hartlepool Development Plan Documents**

Year	Month	Core Strategy DPD	Affordable Housing DPD	Housing Allocations DPD
2009	M	Preferred Options and Draft Policies	Economic Viability Assessment	Commencement
	J			
	J			
	A			
	S		Preferred Options and Draft Policies	
	O		Consultation on Preferred Options (Reg 25)	
	N			
	D		Consideration of representations	
2010	J	Consultation on Preferred Options (Reg 25)		
	F			
	M			
	A	Consideration of representations	Publication of DPD (Reg 27)	Preferred Options and Draft Policies
	M			
	J			
	J			
	A	Draft Policies approved by Council	Submission of DPD (Reg 30)	
	S	Publication of DPD (Reg 27)		
	O	Consultation on Published document	Pre examination meeting	
	N			
	D		Commencement of Public Examination	
2011	J			Consultation on Preferred Options (Reg 25)
	F	Submission of DPD (Reg 30)		
	M		Inspector's Final Report	
	A			Consideration of representations
	M	Pre examination meeting		
	J	Commencement of Public Examination	Adoption of DPD	
	J			
	A			Draft Policies approved by Council
	S	Inspector's Final Report		Publication of DPD (Reg 27)
	O	Adoption and revised proposals map		Consultation on Published document
	N			
	D			Submission of DPD (Reg 30)
2012	J			
	F			
	M			Pre examination meeting
	A			Commencement of Public Examination
	M			
	J			
	J			Receipt of Inspector's Report
	A			Inspector's Final Report
	S			
	O			Adoption of DPD
	N			
	D			

**Diagram 3: Timetable of Joint Development Plan Documents**

Year	Month	Joint Minerals and Waste Core Strategy DPD	Joint Minerals and Waste Site Allocations DPD
2008	F	Consultation on Preferred Options (Reg 25)	Consultation on Preferred Options (Reg 25)
	M		
	A	Consideration of representations	Consideration of representations
	M		
	J		
	J		
	A		
	S		
	O		
	N		
	D		
	J		
	F		
2009	M		
	A		
	M		
	J		
	J		
	A	Publication of DPD (Reg 27)	Publication of DPD (Reg 27)
	S	Consultation on Published document	Consultation on Published document
	O		
	N	Submission of DPD (Reg 30)	Submission of DPD (Reg 30)
	D	Pre examination meeting	Pre examination meeting
	J	Commencement of Public Examination	Commencement of Public Examination
	F		
2010	M		
	A		
	M	Inspector's Report Fact Check	Inspector's Report Fact Check
	J	Inspector's Report Final	Inspector's Report Final
	J	Adoption of DPD	Adoption of DPD
	A		
	S		
	O		
	N		
	D		

**Diagram 4: Timetable of Hartlepool Supplementary Planning Documents**

Year	Month	Victoria Harbour SPD	Planning Obligations SPD	Transport Assessment & Travel Plans SPD
2008	F			
	M			
	A			
	M			
	J			
	J			
	A	Commencement	Commencement	
	S	Evidence gathering and initial community and key stakeholder involvement	Evidence gathering and initial community and key stakeholder involvement (starting July 2006)	
	O			
	N			
	D			
	J			
2009	F			Associated Appropriate Assessment Scoping Report issued for consultation
	M			
	A			
	M			
	J			
	J			
	A	Draft SPD issued for consultation		
	S		Draft SPD issued for consultation	
	O	Consideration of representations responses		Adoption of SPD
	N		Consideration of representations responses	
	D			
	J			
2010	F	Adoption of SPD	Adoption of SPD	
	M			
	A			
	M			
	J			
	J			
	A			
	S			
	O			
	N			
	D			

<b>Table 1: CORE STRATEGY DPD</b>	
<b>OVERVIEW</b>	
<b>Role and content</b>	To set out the vision and spatial strategy for Hartlepool and the objectives and primary policies for meeting the vision.
<b>Geographical Coverage</b>	Borough-wide
<b>Status</b>	Development Plan Document
<b>Conformity</b>	With Regional Spatial Strategy but must also reflect the Hartlepool Community Strategy.
<b>TIMETABLE / KEY DATES</b>	
<u>Stage</u>	<u>Date</u>
Production of Preferred Options (including Draft Policies) and sustainability report	March 2009 - December 2009
Consultation on Preferred Options (Six Weeks) (Reg 25)	January – March 2010
Consideration of representations including further discussions with community and key stakeholders	April – June 2009
Draft Policies approval by Council	August 2010
Publication of DPD and final sustainability report (Reg 27)	September 2010
Consultation on Published document	September – October 2010
Submission to Secretary of State of Core strategy (Reg 30)	February 2011
Pre examination meeting	May 2011
Commencement of Public Examination	June 2011
Receipt of Inspector's Report for checking	September 2011
Inspector's Final report	September 2011
Adoption of DPD and revised proposals map	October 2011
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Hartlepool Borough Council
<b>Management arrangements</b>	To be determined (see section 8)
<b>Resources Required</b>	Primarily internal staffing resources with use of consultants if necessary for any special studies required
<b>Community and Stakeholder Involvement</b>	In accordance with the Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
<p>The effectiveness of the primary policies in relation to the vision and objectives of the core strategy will be assessed in the Annual Monitoring Report and where necessary reviewed. The Core Strategy DPD will be reviewed as a whole in the following circumstances:</p> <ul style="list-style-type: none"> <li>• A review of the RSS/ RIS</li> <li>• A further review of the Community Strategy</li> <li>• A significant amendment to the Council's Corporate Vision</li> </ul>	

<b>Table 2: Affordable Housing DPD</b>	
<b>OVERVIEW</b>	
<b>Role and content</b>	The Affordable Housing Development Plan Document aims to address the shortfall of affordable housing in the Borough. It will identify policy(s) 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.
<b>Geographical Coverage</b>	Borough-wide
<b>Status</b>	Development Plan Document
<b>Conformity</b>	With the Core Strategy DPD when adopted
<b>TIMETABLE / KEY DATES</b>	
<b>Stage</b>	
<b>Commencement</b> – evidence gathering and initial community and key stakeholder involvement	November 2007- Feb 2008
Consultation on Issues and Options and initial sustainability analysis	March 2008- May 2008
Economic Viability Assessment	May 2009
Preferred Options & Draft Policies	September 2009
<b>Consultation on Preferred Options (Reg 25)</b>	October – November 2009
Consideration of representations including further discussions with community and key stakeholders	November – December 2009
<b>Publication of Draft DPD (Reg 27)</b>	April 2010
<b>Submission of DPD &amp; final sustainability report (Reg 30)</b>	August 2010
<b>Pre examination meeting</b>	October 2010
<b>Commencement of Public Examination</b>	December 2010
<b>Inspector's Report Fact Check</b>	March 2011
<b>Final Inspector's Report</b>	March 2011
<b>Adoption of DPD</b>	June 2011
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Hartlepool Borough Council (Policy Team)
<b>Management arrangements</b>	To be confirmed
<b>Evidence Required</b>	Hartlepool Strategic Housing Market Assessment (July 2007) Tees Valley Strategic Housing Market assessment (December 2008) Economic Viability Assessment (May 2009)
<b>Resources Required</b>	Primarily internal staffing resources with use of consultants where required.
<b>Community &amp; Stakeholder Involvement</b>	In accordance with the Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
The provision of affordable housing will be monitored and reported annually in the Annual Monitoring Report. The Development Plan Document will be formally reviewed every three years or earlier if monitoring establishes that the policies are not effective.	



**Table 3: Housing Allocations DPD**

<b>OVERVIEW</b>	
<b>Role and content</b>	To identify housing sites proposed for development to meet the strategic housing requirements set out in the Regional Spatial Strategy 2008. proposal.
<b>Geographical Coverage</b>	Borough-wide
<b>Status</b>	Development Plan Document
<b>Conformity</b>	With Regional Spatial Strategy and the Core Strategy when adopted.
<b>TIMETABLE / KEY DATES</b>	
<b>Stage</b>	<b>Date</b>
Commencement	January 2008 – December 2009
Production of Preferred Options (including Draft Policies) and sustainability report	March 2010 - December 2010
Consultation on Preferred Options (Six Weeks) (Reg 25)	January – March 2011
Consideration of representations including further discussions with community and key stakeholders	April – June 2011
Draft Policies approval by Council	August 2011
Publication of DPD and final sustainability report (Reg 27)	September 2011
Consultation on Published document	September – October 2011
Submission to Secretary of State (Reg 30)	December 2011
Pre examination meeting	March 2012
Commencement of Public Examination	April 2012
Receipt of Inspector's Report for checking	July 2012
Inspector's Final report	August 2012
Adoption of DPD and revised proposals map	October 2012
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Hartlepool Borough Council
<b>Management arrangements</b>	To be determined (see section 8)
<b>Resources Required</b>	Primarily internal staffing resources with use of consultants if necessary for any special studies required
<b>Community and Stakeholder Involvement</b>	In accordance with the Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
<p>The effectiveness of the primary policies in relation to the vision and objectives of the core strategy will be assessed in the Annual Monitoring Report and where necessary reviewed. The Housing allocations DPD will be reviewed in the following circumstances:</p> <ul style="list-style-type: none"> <li>• A review of the RSS/ RIS</li> <li>• Adverse market conditions</li> <li>• Evidence of sites becoming undeliverable</li> <li>• A significant amendment to the Council's Corporate Vision</li> </ul>	

**Table 4: Victoria Harbour SPD**

<b>OVERVIEW</b>	
<b>Role and content</b>	The Victoria Harbour SPD aims to provide a comprehensive approach to an updated masterplan. It will give guidance on phasing, layout, design requirements and identify issues on affordable housing.
<b>Geographical Coverage</b>	Victoria Harbour Mixed Use Area
<b>Status</b>	Non –Statutory Supplementary Planning Document not subject to independent examinations.
<b>Conformity</b>	With the RSS and saved policy Com15 of the Hartlepool Local Plan.
<b>TIMETABLE / KEY DATES</b>	
<b>Stage</b>	
<b>Commencement</b> – evidence gathering and initial community and key stakeholder involvement	April 2008 – January 2009
<b>Draft SPD &amp; sustainability report issued for consultation</b>	August -October 2009
<b>Consideration of representations responses</b>	October – November 2009
<b>Adoption of SPD</b>	February 2010
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Hartlepool Borough Council (Policy Team) and Consultants
<b>Management arrangements</b>	To be confirmed
<b>Evidence Required</b>	Victoria Harbour Master Plan 2004, Hartlepool Strategic Housing Market Assessment (2007) Tees Valley Strategic Market Assessment 2008, Strategic Flood Risk Assessment 2007 & Update, Hartlepool Retail Study 2009.
<b>Resources Required</b>	Consultants have been engaged to prepare SPD with involvement of internal staff.
<b>Community and Stakeholder Involvement</b>	In accordance with the Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
The SPD will be monitored and reported annually in the Annual Monitoring Report.	

<b>Table 5: Planning Obligations SPD</b>	
<b>OVERVIEW</b>	
<b>Role and content</b>	Will set out guidance and standards on the use of commuted sums through planning agreements, including the circumstances when an agreement will be sought and its basis
<b>Geographical Coverage</b>	Borough-wide
<b>Status</b>	Non-statutory Supplementary Planning Document not subject to independent examination
<b>Conformity</b>	With national guidance, regional spatial strategy and saved Local Plan policy GEP9
<b>TIMETABLE / KEY DATES</b>	
<u>Stage</u>	<u>Date</u>
<b>Commencement – evidence gathering and initial community and key stakeholder involvement</b>	July 2006 – March 2009
<b>Draft and associated sustainability report issued for consultation</b>	September 2009
<b>Consideration of consultation responses</b>	October – December 2009
<b>Adoption and publication</b>	February 2010
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Hartlepool Borough Council (Policy Team)
<b>Management arrangements</b>	To be determined
<b>Resources Required</b>	Internal staffing resources
<b>Community and Stakeholder Involvement</b>	In accordance with the Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
The effectiveness of the provisions of the document will be assessed in the annual monitoring report. The document will be reviewed when the annual monitoring report highlights a need or if there is any change in government legislation, policy or advice.	

**Table 6: Transport Assessment & Travel Plans SPD**

<b>OVERVIEW</b>	
<b>Role and content</b>	Will set out guidance and standards on the use of Travel Plans & Transport assessment planning agreements, including the circumstances when an agreement will be sought and its basis
<b>Geographical Coverage</b>	Borough-wide
<b>Status</b>	Non-statutory Supplementary Planning Document not subject to independent examination
<b>Conformity</b>	With national guidance, regional spatial strategy and saved Local Plan policy Tra20.
<b>TIMETABLE / KEY DATES</b>	
<b><u>Stage</u></b>	<b><u>Date</u></b>
<b>Associated Appropriate Assessment Scoping Report issued for consultation</b>	March 2009
<b>Adoption</b>	October 2009
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Hartlepool Borough Council (Transportation Team)
<b>Management arrangements</b>	To be determined
<b>Resources Required</b>	Internal staffing resources
<b>Community and Stakeholder Involvement</b>	In accordance with the adopted Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
The effectiveness of the provisions of the document will be assessed in the annual monitoring report. The document will be reviewed when the annual monitoring report highlights a need or if there is any change in government legislation, policy or advice.	

**Table 7: Joint Minerals & Waste Core Strategy DPD**

<b>OVERVIEW</b>	
<b>Role and content</b>	To set out the vision, spatial strategy and strategic policies for meeting known and anticipated waste management and mineral working requirements to 2021
<b>Geographical Coverage</b>	Tees Valley-wide including Hartlepool
<b>Status</b>	Development Plan Document
<b>Conformity</b>	With Regional Spatial Strategy
<b>TIMETABLE / KEY DATES</b>	
<b>Stage</b>	<b>Date</b>
Consultation on Preferred Options and sustainability report (Reg 25)	February – March 2008
Consideration of representations	April – December 2008
<b>Publication of Draft DPD (Reg 27)</b>	August 2009
Consultation on Published Document (Reg 28)	August – September 2009
<b>Submission of DPD &amp; final sustainability report (Reg 30)</b>	November 2009
<b>Pre examination meeting</b>	December 2009
<b>Commencement of Public Examination</b>	January 2010
<b>Inspector's Report Fact Check</b>	May 2010
<b>Inspector's Report Final</b>	June 2010
<b>Adoption of DPD</b>	July 2010
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Tees Valley Joint Strategy Unit
<b>Management arrangements</b>	To be determined (see section 8)
<b>Evidence Required</b>	To be determined on commencement in consultation with key stakeholders
<b>Resources Required</b>	Consultants appointed to undertake key research, analysis and preparation.
<b>Community and Stakeholder Involvement</b>	In accordance with the Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
Monitored on an annual basis and subject to review if the monitoring highlights a need. Otherwise the document will be formally reviewed at least once every five years	

**Table 8: Joint Minerals & Waste Site Allocations DPD**

<b>OVERVIEW</b>	
<b>Role and content</b>	To set out the vision, spatial strategy and strategic policies for meeting known and anticipated waste management and mineral working requirements to 2021
<b>Geographical Coverage</b>	Tees Valley-wide including Hartlepool
<b>Status</b>	Development Plan Document
<b>Conformity</b>	With Regional Spatial Strategy
<b>TIMETABLE / KEY DATES</b>	
<b><u>Stage</u></b>	<b><u>Date</u></b>
Consultation on Preferred Options and sustainability report (Reg 25)	February – March 2008
Consideration of representations	April – December 2008
<b>Publication of Draft DPD (Reg 27)</b>	August 2009
Consultation on Published Document (Reg 28)	August – September 2009
<b>Submission of DPD &amp; final sustainability report (Reg 30)</b>	November 2009
<b>Pre examination meeting</b>	December 2009
<b>Commencement of Public Examination</b>	January 2010
<b>Inspector's Report Fact Check</b>	May 2010
<b>Inspector's Report Final</b>	June 2010
<b>Adoption of DPD</b>	July 2010
<b>ARRANGEMENTS FOR PRODUCTION</b>	
<b>Lead Organisation</b>	Tees Valley Joint Strategy Unit
<b>Management arrangements</b>	To be determined (see section 8)
<b>Evidence Required</b>	To be determined on commencement in consultation with key stakeholders
<b>Resources Required</b>	Consultants appointed to undertake key research, analysis and preparation.
<b>Community and Stakeholder Involvement</b>	In accordance with the Statement of Community Involvement
<b>POST PRODUCTION / REVIEW</b>	
Monitored on an annual basis and subject to review if the monitoring highlights a need. Otherwise the document will be formally reviewed at least once every five years	

## **4. SUSTAINABILITY APPRAISAL**

- 4.1 The Planning and Compulsory Purchase Act requires that Local Development Documents should contribute to the achievement of sustainable development. Furthermore, European Union (Strategic Environmental Assessment) Directive 2001/42/EC requires that a formal strategic environmental assessment is carried out for certain plans and programmes likely to have a significant effect on the environment including planning and land use documents.
- 4.2 Most Local Development Documents will therefore be subject to a Sustainability Appraisal which will incorporate the requirements of the Sustainable Environment Assessment (SEA). This will be a continual and integrated process starting when a new (or revised) local development document is to be prepared. Appraisal at each stage of a document's preparation will inform the direction adopted at the next stage and sustainability appraisal reports will be subject to consultation alongside the document as it is developed.

## **5. APPROPRIATE ASSESSMENT**

- 5.1 Under the Conservation (Natural Habitats Etc) (Amendment) Regulations 2007, Development Plan Documents are subject to Appropriate Assessment screening process to enable the Local Planning Authority to ascertain that any Development Plan Document will not adversely affect the integrity of a European protected site. In the event of the screening process stage highlighting the impact on the integrity of a European site a full Appropriate Assessment will be carried out to indicate mitigation or necessary compensatory measures required to minimise the effects on the relevant protected site. Should a full Appropriate Assessment be required the date of the final adoption of the DPD will need to be adjusted accordingly.

## **6. LINKS TO OTHER STRATEGIES**

- 6.1 Local Development Documents contained within the Local Development Framework should reflect the land use and development objectives of other strategies and programmes. The 2006 Hartlepool Local Plan was developed in close collaboration with in particular the Hartlepool Community Strategy and the Hartlepool Local Transport Plan and gives spatial expression to the elements of these and other strategies that relate to the development and use of land.
- 6.2 Development documents to be prepared under the new system must be in conformity with the Regional Spatial Strategy. They will also take account of and reflect other strategies and programmes - local, sub-regional and regional. A list of such strategies and programmes currently in place which may be of relevance is attached at Appendix 3.

## **7. EVIDENCE BASE**

- 7.1 Local planning authorities are required to keep under review the main physical, economic, social and environmental characteristics of their area in order to inform the development of planning policies. The Tees Valley Joint Strategic Unit maintains much base information on behalf of the constituent Borough Councils, including in particular information on the size, composition and distribution of population and other matters covered by the Censuses of Population and Employment. In addition Hartlepool Council maintains information on many other matters including the regular monitoring of housing and employment land availability and of new developments.
- 7.2 The planning system requires that Local Development Documents should be founded on sound and reliable evidence which will identify opportunities, constraints and issues in the area. Much of this evidence is already in place although some will need to be updated in relation to the preparation of local development documents.
- 7.3 In terms of on-going and proposed development of the evidence base, the Hartlepool Housing Regeneration Strategy was completed in mid 2005 and the Hartlepool Low Density Housing Study which examined high quality, low density housing and the effects of new housing development on migration and the socio-economic balance in the town was completed in July 2005. The Hartlepool Retail Study was updated in March 2005. A new Retail Study is to be prepared by August 2009. The Hartlepool Strategic Housing Market Assessment was published in July 2007. A Strategic Flood Risk Assessment (in association with the other Tees Valley authorities) was completed in February 2007 but is being updated in 2009.
- 7.4 A list of current and proposed reports is attached at Appendix 4. The need for additional studies and updating of existing studies will be kept under review as part of the annual monitoring process.



## **8. MONITORING AND REVIEW**

- 8.1 Monitoring and review are key aspects of the Government's "plan, monitor and manage" approach to planning and should be undertaken on a continuous basis.

### **Annual Monitoring Report**

- 8.2 A requirement of the new planning system is to produce an Annual Monitoring Report to assess the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being met. The first Annual Monitoring Report was published in December 2005 and subsequent reports issued in 2006 and 2007. The fourth Annual Monitoring Report relating to the period from 1<sup>st</sup> April 2007 to 31<sup>st</sup> March 2008 was published in December 2008.
- 8.3 The implementation of the Local Development Scheme is assessed in each annual monitoring report in terms of the extent to which the targets and key dates (milestones) for the preparation of local development documents have been met and to ensure the reasons for any failure to meet these are explained. Any adjustments required to the key milestones for document preparation will need to be incorporated in a subsequent review of the local development scheme.
- 8.4 The Annual Monitoring Report 2005 & 2006 assessed the policies of the 1994 Hartlepool Local Plan. The 2007 and 2008 Annual Monitoring Report assessed the policies of the 2006 Local Plan from April 2006 particularly in relation to the indicators and targets contained within that plan. The annual monitoring report also assesses the impact of local plan policies on relevant national and regional/sub-regional indicators and targets.
- 8.5 As a result of the assessment of policies, the Annual Monitoring Report may highlight areas where policy coverage is insufficient or ineffective or where it does not accord with the latest national or regional policy. In this event it will suggest action that needs to be taken such as the early review of existing documents or preparation of new documents. As a consequence the local development scheme will be amended to reflect such action to amend the local development framework.

## **9. MANAGING THE PROCESS**

- 9.1 The Local Development Scheme has been drawn up having regard to resources (both staff and financial), Council processes and an assessment of the likely interest of key stakeholders and the community. Nevertheless there are risks that the timetables set out in this document may slip. The risks have been assessed in this respect but given the size of the authority and its resources not all can be readily overcome.

### **Staff Resources**

- 9.2 The prime responsibility for delivering the local plan and subsequently the local development framework lies with a small policy team within the Urban Policy Section of the current Department of Regeneration and Planning Services. This team has close working relationships with, and makes full use of the expertise and experience of other sections of the department including development control, regeneration, housing renewal, community strategy, landscape, ecology and conservation. For example, the regeneration team which has long-established working relationships with the community took the lead in the initial preparation of the Statement of Community Involvement (2006). Similarly, when it is decided to replace the Supplementary Notes of the Local Plan by supplementary planning documents the conservation officer, ecologist and arboricultural officer will provide the lead as relevant.
- 9.3 In addition, the policy team, as in the past, will continue to liaise closely with officers of other departments of the council including in particular the transport and countryside services teams.
- 9.4 Full use will be made of consultants to provide independent specialist advice or to undertake necessary studies contributing to the information base necessary for the preparation of local development documents.
- 9.5 An in-house multi-discipline team having expertise in the various aspects of sustainable development will carry out the sustainability appraisals although consideration will also be given in this respect to the use of consultants if necessary.

### **Financial Resources**

- 9.6 Resources have been allocated within the Council's mainstream budget to cover the anticipated costs of initial work on local development documents. Provisional costs for future years have been factored into the Council's longer-term budget review. In addition, Housing Planning Delivery Grant has been used to fund the use of consultants for the preparation of much of the evidence base.

### **Programme Management**

- 9.7 The current arrangements for the management of the forward planning process will continue. Basically this comprises weekly meetings of the Core Team and reporting to senior management as necessary. This team will also manage the programme for the production of local development documents.

## **Political Process**

- 9.8 The new planning system is increasingly being brought to the attention of Members with view to fully involving them fully in the production of local development documents. This is being encouraged by the use of Seminars, regular reports to the Cabinet and Council and by the setting up of a Member's Group.

## **Risk Assessment and Contingencies**

- 9.9 The programme for the preparation and production of local development documents set out in the local development scheme is based on a realistic assessment of the capacity of the Council to undertake the work and of the extent and depth of the local community and stakeholder involvement and interest likely to be generated by each document. However, there are two main types of risk that could result in a failure to meet this programme. The first relates to resources (both human and financial) and the second to delays in the process primarily due to external factors.
- 9.10 As noted in paragraph 9.5 above, the Council has endeavoured to ensure that there will be sufficient financial resources made available within its budgetary framework supplemented at least in the short term as necessary by the Housing Planning Delivery Grant. However, in view of the relatively small size of the Council and thus of its staff, the effect of, for example, long-term sickness, of officers obtaining employment elsewhere or of other unforeseen work coming forward, is significant. Whilst every effort would be made to replace staff in such circumstances, including the use of external consultants, some delay is inevitable as a result of the recruitment process. Further it is not always possible to recruit suitably qualified persons and there is inevitably a period required by new staff for familiarisation.
- 9.11 Account has been taken of the political process relating to the approval of planning documents at the various stages of production. Whilst the Council's formal scrutiny process provides an open forum for the consideration of issues, it is not possible to predict that Cabinet recommendations will be endorsed at Full Council.
- 9.12 The potential for a delay due to the inability of the Planning Inspectorate to undertake the Examination of Development Plan Documents at the programmed time is minimised by the production of this Local Development Scheme and the associated service level agreement with the Inspectorate.
- 9.13 However, there are risks that adoption of a development plan document could be delayed if the Examination Inspector finds that it is unsound and recommends major changes, or if the Secretary of State intervenes on the basis that it raises issues of national or regional significance. The Council will therefore seek to ensure that the document is sound and conforms as necessary with national and regional policy through close liaison with the Government Office. The risk of a legal challenge to a document will be minimised by ensuring that it has been produced in accordance with the regulations.
- 9.14 The uncertainty about the timing of certain major regeneration schemes and the possibility of new major strategic development coming forward from the private sector has impacted on the preparation of the Local Development Framework. The Council recognises this risk and will review the Local Development Scheme should this be necessary.

## **10. REVIEW OF THE LOCAL DEVELOPMENT SCHEME**

10.1 The Local Development Scheme sets out the position with respect to the development of planning policies as it is envisaged at a particular point of time. It will normally be reviewed annually, but it can be readily reviewed when necessary. In particular it will need to be reviewed in the following circumstances:

- a slippage in the timetables caused by exceptional circumstances
- when a need is identified for a new local development document
- if monitoring establishes that an existing document should be reviewed.

## APPENDIX 1

### LIST OF ACRONYMS AND TECHNICAL TERMS USED IN THIS REPORT

AAP	Action Area Plan	A type of Development Plan Document relating to specific areas of major opportunity and change or conservation.
AMR	Annual Monitoring Report	Report submitted to Government on the progress of preparing the Local Development Framework and the extent to which policies are being achieved.
	Circular	A government publication setting out policy approaches
Core Strategy	Core Strategy Development Plan Document	A Development Plan Document setting out the spatial vision and objective of the planning framework for the area, having regard in particular to the Community Strategy. All other development plan documents must conform with the core strategy.
	Development Plan	Documents setting out the policies and proposals for the development and use of land and buildings. Under the new planning system it comprises the Regional Spatial Strategy and Development Plan Documents, whilst under the transitional arrangements it comprises the Structure Plan and Local Plan.
DPD	Development Plan Document	A local development document in the local development framework which forms part of the statutory development plan. The core strategy, documents dealing with the allocation of land, action area plans and the proposals map are all development plan documents.
LDD	Local Development Document	An individual document in the Local Development Framework. It includes Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.
LDF	Local Development Framework	The overarching term given to the collection of Local Development Documents which collectively will provide the local planning authority's policies for meeting the community's economic, environmental and social aims for the future of the area where this affects the development and use of land and buildings. The LDF also includes the Local Development Scheme and the Annual Monitoring Report.
LDS	Local Development Scheme	A public statement setting out the programme for the preparation of local development documents. Initially it will also identify the programme for the completion of the local plan and also which policies of the local and structure plan are to be saved and/or replaced.
	Local Plan	A statutory development plan prepared under previous legislation, or being prepared under the transitional arrangements of the new Act.
	National policy	Government policy contained within Planning Policy Guidance (PPG) and Planning Policy Statements (PPS).
PPG	Planning Policy Guidance	Government documents providing policy and guidance on a range of planning issues such as housing, transport, conservation etc. PPGs are currently being replaced by Planning Policy Statements.
PPS	Planning Policy Statements	Government documents replacing PPGs and designed to separate policy from wider guidance issues.

	Proposals Map	Illustrating on an Ordnance Survey base the policies and proposals of development plan documents and any 'saved' policies of the local plan.
RPG	Regional Planning Guidance	Planning policy and guidance for the region issued by the Secretary of State. RPG became the Regional Spatial Strategy upon commencement of the Act.
RSS	Regional Spatial Strategy	Statutory regional planning policy forming part of the Development Plan and prepared by the regional planning body. The Local Development Framework must be in conformity with the RSS.
	Saved Policies	Policies within the Local Plan and the Structure Plan that remain in force for a time period pending their replacement as necessary by development plan documents or the Regional Spatial Strategy.
SA	Sustainability Appraisal	Identifies and evaluates social, environmental and economic effects of strategies and policies in a local development document from the outset of the preparation process. It incorporates the requirements of the Strategic Environmental Assessment (SEA) Directive.
SCI	Statement of Community Involvement	Sets out the standards to be achieved in involving the community and other stakeholders in the preparation, alteration and review of local development documents and in significant development control decisions
SEA	Strategic Environmental Assessment	A generic term used internationally to describe environmental assessment as applied to policies, plans and programmes
SPD	Supplementary Planning Document	A local development document providing further detail of policies in development plan documents or of saved local plan policies. They do not have development plan status.
SPG	Supplementary Planning Guidance	Provide additional guidance expanding policies in a local plan. SPGs will remain relevant where they are linked to saved policies but will ultimately be replaced by supplementary planning documents.
	Structure Plan	A statutory development plan which previously set out strategic policies for environmental protection and development and providing the more detailed framework for local plans. The Tees Valley Structure Plan has been superseded by the Regional Spatial Strategy.
The Act	Planning and Compulsory Purchase Act 2004	Government legislation introducing a new approach to development planning.
	Transport Assessments	A process setting out transport issues relating to a proposed development identifying measures to be taken to improve accessibility and safety for all modes of travel, particularly alternatives to the car. Such as walking, cycling & public transport
	Travel Plans	A package of measures to assist in managing transport needs of an organisation principally to encourage sustainable modes of transport and enable greater travel choice.
	Transitional Arrangements	Government regulations describing the process of development plans begun before, and to be completed after, the Planning and Compulsory Purchase Act 2004

## APPENDIX 2

### Schedule of Hartlepool Local Plan Saved Policies

Direction Under Paragraph 1(3) of the Schedule to the Town & Country Planning Act 2004  
Policies contained in the Hartlepool Local Plan including Waste & Minerals Policies

**18 December 2008**

#### GENERAL ENVIRONMENTAL PRINCIPLES

GEP1	General Environmental Principles
GEP2	Access for All
GEP3	Crime Prevention by Planning and Design
GEP7	Frontages of Main Approaches
GEP9	Developers' Contributions
GEP10	Provision of Public Art
GEP12	Trees, Hedgerows and Development
GEP16	Untidy Sites
GEP17	Derelict Land Reclamation
GEP18	Development on Contaminated Land

#### INDUSTRIAL AND BUSINESS DEVELOPMENT

Ind1	Wynyard Business Park
Ind2	North Burn Electronics Components Park
Ind3	Queens Meadow Business Park
Ind4	Higher Quality Industrial Estates
Ind5	Industrial Areas
Ind6	Bad Neighbour Uses
Ind7	Port-Related Development
Ind8	Industrial Improvement Areas
Ind9	Potentially Polluting or Hazardous Developments
Ind10	Underground Storage
Ind11	Hazardous Substances

#### RETAIL, COMMERCIAL AND MIXED USE DEVELOPMENT

Com1	Development of the Town Centre
Com2	Primary Shopping Area
Com3	Primary Shopping Area – Opportunity Site
Com4	Edge of Town Centre Areas
Com5	Local Centres
Com6	Commercial Improvement Areas
Com7	Tees Bay Mixed Use Site
Com8	Shopping Development
Com9	Main Town Centre Uses
Com10	Retailing in Industrial Areas
Com12	Food and Drink
Com13	Commercial Uses in Residential Areas
Com14	Business Uses in the Home
Com15	Victoria Harbour/North Docks Mixed Use Site
Com16	Headland – Mixed Use

## **TOURISM**

To1	Tourism Development in the Marina
To2	Tourism at the Headland
To3	Core Area of Seaton Carew
To4	Commercial Development Sites at Seaton Carew
To6	Seaton Park
To8	Teesmouth National Nature Reserve
To9	Tourist Accommodation
To10	Touring Caravan Sites
To11	Business Tourism and Conferencing

## **HOUSING**

Hsg1	Housing Improvements
Hsg2	Selective Housing Clearance
Hsg3	Housing market Renewal
Hsg4	Central Area Housing
Hsg5	Management of Housing Land Supply
Hsg6	Mixed Use Areas
Hsg7	Conversions for Residential Uses
Hsg9	New Residential Layout – Design and Other Requirements
Hsg10	Residential Extensions
Hsg11	Residential Annexes
Hsg12	Homes and Hostels
Hsg13	Residential Mobile Homes
Hsg14	Gypsy Site

## **TRANSPORT**

Tra1	Bus Priority Routes
Tra2	Railway Line Extensions
Tra3	Rail Halts
Tra4	Public Transport Interchange
Tra5	Cycle Networks
Tra7	Pedestrian Linkages: Town Centre/ Headland/ Seaton Carew
Tra9	Traffic Management in the Town Centre
Tra10	Road Junction Improvements
Tra11	Strategic Road Schemes
Tra12	Road Scheme: North Graythorp
Tra13	Road Schemes: Development Sites
Tra14	Access to Development Sites
Tra15	Restriction on Access to Major Roads
Tra16	Car Parking Standards
Tra17	Railway Sidings
Tra18	Rail Freight Facilities
Tra20	Travel Plans



## **PUBLIC UTILITY AND COMMUNITY FACILITIES**

PU3	Sewage Treatment Works
PU6	Nuclear Power Station Site
PU7	Renewable Energy Developments
PU8	Telecommunications
PU10	Primary School Location
PU11	Primary School Site

## **DEVELOPMENT CONSTRAINTS**

Dco1	Landfill Sites
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## **RECREATION AND LEISURE**

Rec1	Coastal Recreation
Rec2	Provision for Play in New Housing Areas
Rec3	Neighbourhood Parks
Rec4	Protection of Outdoor Playing Space
Rec5	Development of Sports Pitches
Rec6	Dual Use of School Facilities
Rec7	Outdoor Recreational Sites
Rec8	Areas of Quiet Recreation
Rec9	Recreational Routes
Rec10	Summerhill
Rec12	Land West of Brenda Road
Rec13	Late Night Uses
Rec14	Major Leisure Developments

## **THE GREEN NETWORK**

GN1	Enhancement of the Green Network
GN2	Protection of Green Wedges
GN3	Protection of Key Green Space Areas
GN4	Landscaping of Main Approaches
GN5	Tree Planting
GN6	Protection of Incidental Open Space

## **WILDLIFE**

WL2	Protection of Nationally Important Nature Conservation Sites
WL3	Enhancement of Sites of Special Scientific Interest
WL5	Protection of Local Nature Reserves
WL7	Protection of SNCIs, RIGSs and Ancient Semi-Natural Woodland

## **CONSERVATION OF THE HISTORIC ENVIRONMENT**

HE1	Protection and Enhancement of Conservation Areas
HE2	Environmental Improvements in Conservation Areas
HE3	Developments in the Vicinity of Conservation Areas
HE6	Protection and Enhancement of Registered Parks and Gardens
HE8	Works to Listed Buildings (Including Partial Demolition)
HE12	Protection of Locally Important Buildings
HE15	Areas of Historic Landscape

## **THE RURAL AREA**

Rur1	Urban Fence
Rur2	Wynyard Limits to Development
Rur3	Village Envelopes
Rur4	Village Design Statements
Rur5	Development At Newton Bewley
Rur7	Development in the Countryside
Rur12	New Housing in the Countryside
Rur14	The Tees Forest
Rur15	Small Gateway Sites
Rur16	Recreation in the Countryside
Rur17	Strategic Recreational Routes
Rur18	Rights of Way
Rur19	Summerhill- Newton Bewley Greenway
Rur20	Special Landscape Areas

## **MINERALS**

Min1	Safeguarding of Mineral Resources
Min2	Use of Secondary Aggregates
Min3	Mineral Extraction
Min4	Transport of Minerals
Min5	Restoration of Mineral Sites

## **WASTE**

Was1	Major Waste Producing Developments
Was2	Provision of 'Bring' Recycling Facilities
Was3	Composting
Was4	Landfill Developments
Was5	Landraising
Was6	Incineration

## APPENDIX 3

### STRATEGIES AND PROGRAMMES TO BE CONSIDERED

#### REGIONAL STRATEGIES:

- Making It Happen: The Northern Way -Feb. 2004
- Regional Spatial Strategy (July 2008)
- North East Regional Housing Strategy - July 2005
- Regional Economic Strategy - Unlocking our Potential

#### SUB REGIONAL STUDIES / STRATEGIES

- Tees Valley Vision
- Tees Valley Living - Building Sustainable Communities in Tees Valley
- Tees Valley Sub Regional Housing Market Renewal Strategy (January 2006)
- Tees Valley Sub-Regional Housing Strategy (under preparation)
- The Tees Valley Forest Plan 2000
- Tees Valley Biodiversity Plan
- Joint Waste Management Strategy for Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees Borough Councils.
- Hartlepool Cycling Strategy
- Tees Valley Tourism Strategy - February 2003
- Coastal Arc Strategy (Phase 1 – 2004-07, Updated 2006-2008)
- Business Link Tees Valley Plan
- Tees Estuary Management Plan
- Cleveland Police Policing Plan
- Strategic Flood Risk Assessment (2007)
- Tees Valley Strategic Housing Market Assessment (2008)
- North Tees & South Tees Study

#### LOCAL STRATEGIES AND PROGRAMMES

##### Generic

- Hartlepool Community Strategy (Review 2007/09)
- Neighbourhood Renewal Strategy
- Neighbourhood Action Plans

##### Housing

- Hartlepool Strategic Housing Market Assessment (2007)
- Hartlepool Housing Regeneration Strategy (May 2005)
- Hartlepool Housing Strategy
- NDC Community Housing Plan (2003)
- North Central Hartlepool Masterplan (August 2004)

##### Jobs and the Economy

- Hartlepool Economic Strategy
- Hartlepool Central Area Investment Framework (2008)
- Southern Business Zone Investment Framework (February 2009)

##### Tourism

- Hartlepool Tourism Strategy - March 2004
- Seaton Carew Tourism Strategy: 2003 – 2008

##### Environment and the Arts

- Shoreline Management Plan 1999 Seaham Harbour to Saltburn by the Sea
- Longhill and Sandgate Industrial Estate Landscape Masterplan
- Contaminated Land Strategy
- Hartlepool's Cultural Strategy (April 2003)
- Headland Environmental Improvement and Public Art Strategy

##### Transport

- Hartlepool Local Transport Plan 2006 – 2011

**Recreation**

- Hartlepool Playing Pitch Strategy
- Sports Development Strategy
- Hartlepool Rights of Way Strategy
- Outdoor Equipped Play Facilities Strategy 2001

**Lifelong Learning**

- Connexions Strategy
- Cleveland College of Art & Design Strategic Plan
- Hartlepool Adult Learning Plan
- Hartlepool College of Further Education Strategic Plan
- Hartlepool Education Development Plan
- Hartlepool Library Plan
- Hartlepool Sixth Form College Strategic Plan
- Hartlepool Youth Service Strategy
- Learning & Skills Council Tees Valley Strategic Plan

**Health**

- Vision for Care
- Hartlepool CHD Strategy
- Hartlepool Public Health Strategy
- Hartlepool Teenage Pregnancy Strategy
- Hartlepool Drug Action Team Strategy

**Community Safety**

- Hartlepool Community Safety Strategy

## APPENDIX 4

### REPORTS CONTRIBUTING TO THE EVIDENCE BASE FOR NEW LOCAL DEVELOPMENT DOCUMENTS

#### HOUSING AND HOUSING REGENERATION

Hartlepool Housing Dynamics Study (NLP)	April 2000
Hartlepool Housing Aspirations Study (NLP)	December 2002
West Central Hartlepool NDC Housing Study (NLP)	2000
West Central Hartlepool NDC Options Report (NLP)	March 2002
Hartlepool Housing Urban Capacity Study (C/RG)	May 2002
NDC Community Housing Plan (NLP/SRB)	May 2003
NDC Area Assessment Report (HA)	August 2004
North Central Hartlepool Masterplan	August 2004
Victoria Harbour Housing Demand Study (RTP)	June 2004
Hartlepool Low Density Housing Study (NLP)	July 2005
Hartlepool Housing Regeneration Strategy (NLP)	Mid 2005
Regional Housing Aspirations Study	March 2005
Hartlepool Strategic Housing Market Assessment (DC)	June 2007
Tees Valley Strategic Housing Market Assessment	December 2008
Hartlepool Strategic Housing Land Availability Assessment	August 2009

#### ECONOMY

Tees Valley Strategic Employment Land Review (JSU)	Draft May 2003-
Hartlepool Retail Study (DJ)	Update March 2005
Hartlepool Employment Land Review	December 2008
'Strategic Improvements to Hartlepool Southern Business Zone'(Ec)	February 2009
Central Area Investment Framework (Gn)	March 2009
Hartlepool Retail Study (DJ)	Expected August 2009
North Tees South Tees Study (PB)	Autumn 2009

#### ENVIRONMENT

Hartlepool Landscape Assessment	November 1999
Local Air quality management action plan	
National Land Use Database	March 2009
Sustainability Appraisal Scoping Report	October 2007
Strategic Flood Risk Assessment (JBA )	February 2007
Strategic Flood Risk Assessment (JBA ) Update	Summer 2009

#### RECREATION AND LEISURE

Outdoor Equipped Play Facilities Strategy	2001
Audit and Assessment of Allotment Provision in Hartlepool	May 2004
Playing Pitch Strategy	March 2004
Multi-Use Games Area Strategy	April 2006
PPG 17 Audit of Open Space (CS)	2008
Hartlepool Sports Facilities Strategy	Commenced Dec 2006

NLP	Nathanial Lichfield & Partners	C/RG	Chesterton and Ron Grieg
SRB	Social Regeneration Consultants	HA	Halcrow Group
RTP	Roger Tym and Partners	JSU	Tees Valley Joint Strategic Unit
DJ	Drivers Jonas	Ec	Ecotech
Gn	Genecom	JBA	JBA Consulting
DC	David Cumberland	CS	Capita Symonds
PB	Parsons Brinckerhoff		

# **CABINET REPORT**

**27<sup>th</sup> July, 2009**



**Report of:** Chief Financial Officer

**Subject:** PRUDENTIAL BORROWING 2004/05 TO 2009/10

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## **SUMMARY**

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

- 1.1 To provide information requested at your last meeting in relation to Prudential Borrowing undertaken by the Council.

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

- 2.1 The report advises Members that local authorities have used borrowing to finance capital investment for many years. Prior to the introduction of the Prudential Borrowing regime all borrowing by local authorities was covered by specific Government borrowing approvals. Following the introduction of the Prudential Borrowing regime individual authorities now determine their own borrowing limits. The report provides details of the schemes funded from Prudential Borrowing and how the resulting revenue costs have been funded.

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

- 3.1 The report provides information requested by Cabinet.

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

- 4.1 No Decision required.

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

- 5.1 Cabinet, 27<sup>th</sup> July, 2009.

### **6. DECISION(S) REQUIRED**

- 6.1 Cabinet is requested to note the report.

**Report of:** Chief Financial Officer

**Subject:** PRUDENTIAL BORROWING 2004/05 TO  
2009/10

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**1. PURPOSE OF REPORT**

- 1.1 To provide information requested at your last meeting in relation to Prudential Borrowing undertaken by the Council.

**2. BACKGROUND**

- 2.1 In accordance with Government regulations local authorities can only treat specific expenditure as capital expenditure. In broad terms this is expenditure on the acquisition of new assets, or works to increase the operational life of existing assets. Capital expenditure can be funded from a variety of sources, including capital grants, capital receipts, direct from revenue budgets and/or reserves and from borrowing. This report concentrates on capital expenditure funded from borrowing, which is now undertaken in accordance with the Prudential Borrowing regime.
- 2.2 The Prudential Borrowing regime was introduced as part of 'The Local Government Act 2003' and came into effect in 2004/05. Prior to this date an individual local authority's powers to borrow monies to finance capital expenditure were governed by specific Government approvals known as 'credit approvals'.
- 2.3 Two types of credit approvals were issued:
- Basic Credit Approval (BCA) – this was a general borrowing approval based on a national formula which included separate blocks for Education, Social Services, Housing, Local Transport Plan and Environmental, Protective and Cultural Services spending blocks. In theory the BCA could be spent on any service, although in practise individual Government departments 'encouraged' councils to spend in line with the individual spending blocks. The Council complied with this 'encouragement' to protect future BCA allocations.
  - Supplementary Credit Approval (SCA's) – were issued for specific purposes, often on the basis of bids submitted by individual local authorities.

- 2.4 Credit Approvals were not a cash resource and simply provided Government approval to fund capital expenditure by borrowing money. Credit Approvals were included in the revenue grant formula, which meant that part of the costs of using borrowing to fund capital expenditure were covered from Revenue Support Grant (now known as Formula Grant). The remaining costs were funded from the Council's own budget.
- 2.5 By the end of 2003/04 the cumulative value of outstanding General Fund capital expenditure funded from borrowing (including expenditure inherited from the former Cleveland County Council) was £62m.
- 2.6 The Credit Approvals system prevented local authorities from undertaking local projects which did not fall within the areas covered by either the BCA or SCA's. Local authorities had therefore argued for a less restrictive system and the Government responded by introducing the Prudential Borrowing system.

### **3.0 THE PRUDENTIAL BORROWING REGIME**

- 3.1 Under the Prudential Borrowing system there are two types of Prudential borrowing:

- Supported Prudential borrowing – this is similar to the former BCA and is also based on a national formula which includes separate blocks for different services. The Council currently receives Supported Prudential borrowing allocations for the Local Transport Plan and part of Children's Services and Adult Services capital spending. Like the BCA the Government 'encourage' council's to spend in line with the individual spending blocks. The Council continues to comply with this 'encouragement' to protect future allocations and thereby ensure resources are available to fund capital investment.

Supported Prudential borrowing allocations are not a cash resource and simply provide Government approval to fund capital expenditure by borrowing money. Supported Prudential borrowing allocations are included in the revenue grant formula, which means that part of the costs of using borrowing to fund capital expenditure are covered by the Formula Grant.

Capital investment for Housing, Social Services and part of the allocations for the Local Transport Plan and Children's Services are currently paid as specific capital grants. This is beneficial for the Council as grants don't need to be repaid. At a national level there is no difference to the Governments overall financial position between Supported Prudential Borrowing and capital grants. Allocations between the two sources can change for no apparent reason.



- Unsupported Prudential Borrowing – this is a new concept introduced as part of the Prudential Borrowing regime and relates to local capital expenditure not covered by Government Supported Prudential borrowing allocations. In theory there is no limit on the value of Unsupported Prudential borrowing which an individual local authority can under-taken. In practice, an authority can only use Unsupported Prudential borrowing which it can afford to repay.

The Prudential Borrowing code requires individual authorities to approve a series of Prudential Borrowing limits as part of the annual budget and council tax setting process. These limits are designed to ensure the authority understands and has carefully assessed the impact of using Prudential borrowing on its future revenue budget.

- 3.2 The implementation of the Prudential Borrowing regime and in particular the ability to undertake locally determined Unsupported Prudential borrowing has enabled the Council to undertake projects which would not otherwise have gone ahead. Details of schemes undertaken using Unsupported Prudential Borrowing are shown in Appendix A. Appendix A also details areas funded from Supported Prudential Borrowing, which accounts for nearly 60% of all Prudential Borrowing undertaken since 2004/05.

#### **4.0 APPROVAL TO USE PRUDENTIAL BORROWING**

- 4.1 Proposals to undertaken both Supported and Unsupported Prudential borrowing are approved by Cabinet and then Council as part of the annual budget and council tax setting report. This report identifies the revenue impact of using Prudential Borrowing, as detailed in the next section.

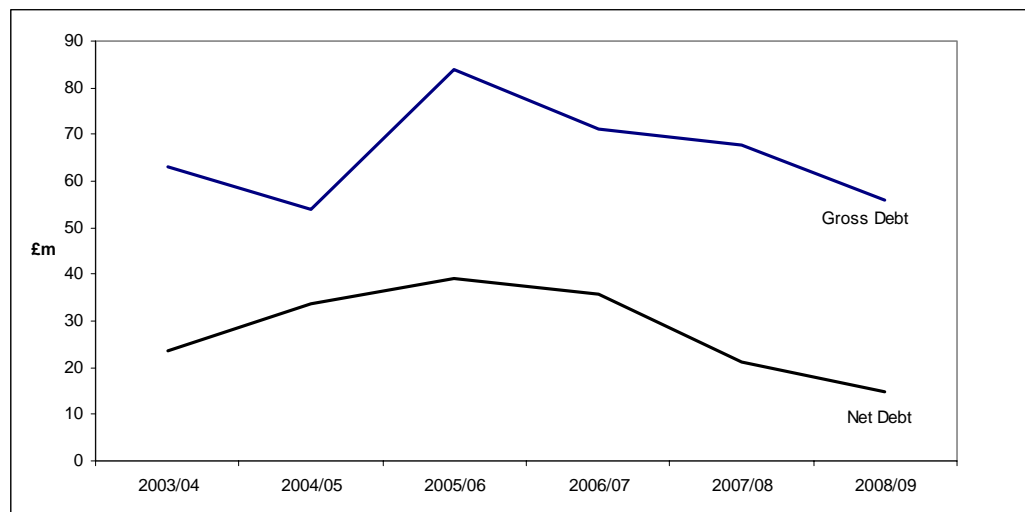
#### **5.0 REVENUE IMPACT OF PRUDENTIAL BORROWING**

- 5.1 The Prudential Borrowing regime requires authority's to meet the repayment costs of both Supported and Unsupported Prudential Borrowing from the revenue budget. These repayments need to cover interest and repayment of principal.
- 5.2 The interest and principal repayment costs arising from the use of Supported Prudential Borrowing are funded from the 'Centralised Estimates' budget. Over the next three/four years it is anticipated that if Supported Borrowing allocations remain at current levels the resulting interest and principal repayment costs of this new borrowing can be funded from within the existing Centralised Estimates budget.
- 5.3 In terms of the interest and principal repayment costs of using Unsupported Prudential Borrowing the impact on the revenue budget is

more complex. In some instances these costs are funded from an existing revenue budget, for example the use of Unsupported Prudential Borrowing to replace operational vehicles which were previously leased. Similarly, the recent approval to use Unsupported Prudential Borrowing to finance part of the costs of building new social housing will be self financing from rents.

- 5.4 In other cases the use of Unsupported Prudential borrowing results in a specific additional revenue budget pressure. In these cases Cabinet and then Council are specifically asked to approve these proposals. Examples of this type of scheme include the Civic Centre Refurbishment Scheme and the proposal to support the replacement of Mill House.
- 5.5 The figures in Appendix A deal with the accounting entries in relation to Prudential Borrowing, this may be significantly different to the cash position for the Council's actual borrowings which are managed through the Treasury Management Strategy.
- 5.6 The objective of the Treasury Management Strategy is to minimise the cost of Council borrowings. This is achieved by carefully managing the timing of Council borrowings, which can be different to the phasing of actual capital expenditure.
- 5.7 The following graph details the Council's actual gross and net borrowings for the last five years. At the 31<sup>st</sup> March the actual level of external debt was less than the outstanding Prudential borrowing of £82.6m as the Council is temporarily funding part of its borrowing requirement from internal funds owing to interest rates structures. This strategy optimises the Council's cash resources and the benefits to the General Fund.

Actual Gross and net borrowing 2004/05 to 2008/09



- 5.8 In relation to interest payable on Prudential borrowing the Council's average long term interest rate compares very favourable with other authorities. The latest available CIPFA statistics relate to 2007/08 and show Hartlepool's average interest rate was 4.48%. This was 5<sup>th</sup> lowest unitary authority rate and compares with a range of 3.28% to 6.43% and an average of 5.10% for the 29 unitary authorities within this survey. Hartlepool average interest rate for 2008/09 reduced to 3.86%. This rate has been achieved as a result of the Council's continued proactive Treasury Management Strategy.

## **6.0 PRUDENTAIL BORROWING HEADROOM**

- 6.1 The level of Prudential Borrowing which can be undertaken by the Council is limited by affordability i.e. the available revenue budget or other income streams and the cost of borrowing. The latter is based on the length of time the borrowing can be repaid over and the rate of interest.
- 6.2 Interest payable on the Council's borrowing has fallen significantly over the last three years. After allowing for an overall level of borrowing of around £87m for the next three years there is anticipated to be revenue headroom of £0.6m. Members will need to determine a strategy during the budget process for allocating this headroom, which could mean allocating this amount for strategic land acquisitions, or to taking this amount as a budget savings.
- 6.3 In terms of Prudential Borrowing funded from income streams (i.e. fees and charges) this is dependant on the level and sustainability of income.
- 6.4 At a national level the Government have reserve powers to limit Prudential Borrowing if this is required for national economic reasons. To date these powers have not been used, although this position may change as a result of the increase in the national debt and budget deficit.

## **7.0 CONCLUSION**

- 7.1 Local Authorities have funded part of their capital investments for many years from borrowing. These arrangements recognise that capital assets last for many years and it is therefore appropriate to pay for these assets over the useful operational life. These arrangements also mean that current tax payers are paying for the assets they use.
- 7.2 The implementation of the Prudential Borrowing regime requires local authorities to determine specific Prudential borrowing limits for a three year period. These arrangements make Prudential Borrowing decisions much more transparent than previous capital borrowing regimes. However, at a fundamental level the Prudential Borrowing

regime simply builds on previous custom and practise, although it better highlights the revenue consequences of using borrowing.

- 7.3 The Prudential Borrowing regime does provide some flexibility to undertake capital investment which would not otherwise be possible as some local priorities are not eligible for specific national funding.
- 7.4 In some cases the revenue costs of using Prudential Borrowing are not covered by existing revenue budgets and therefore there is additional budget pressures which Members have agree to approve as part of the annual budget and council tax setting.

## **8. RECOMMENDATION**

- 8.1 It is recommended that Members note the report.

## APPENDIX A

## SUMMARY OF SCHEMES FUNDED FROM PRUDENTIAL BORROWING

	Actual Expenditure						Approved Capital Budgets			Comments
	2004/05 £'000	2005/06 £'000	2006/07 £'000	2007/08 £'000	2008/09 £'000	Total £'000	2009/10 £'000	2010/11 £'000	2011/12 £'000	
<u>Supported Prudential Borrowing ( funded from existing centralised estimates)</u>										2004/05 includes additional funding for Transport Interchange From 2006/07 Housing funding changed from Prudential Borrowing to 100% Grant
Adult Social Services	61	61	45	45	0	212	0	0	0	
Children's services	843	385	947	1,040	1,667	4,882	1,012	526	526	
Local Transport Plan	3,985	2,313	2,084	1,523	1,523	11,428	1,469	1,469	1,469	
Housing	3265	3044	0	0	0	6309	0	0	0	
<b>Total Supported Prudential Borrowing</b>	<b>8,154</b>	<b>5,803</b>	<b>3,076</b>	<b>2,608</b>	<b>3,190</b>	<b>22,831</b>	<b>2,481</b>	<b>1,995</b>	<b>1,995</b>	
<u>Unsupported Prudential Borrowing (funded from existing departmental budgets)</u>										
Replacement Wheelie Bins	27	21	54	69	52	223	45	45	45	
Public Conveniences	0	0	0	40	237	277	0	0	0	
Purchase of Recycling Equipment	190	0	373	165	20	748	0	0	0	
Car Parking - refurbishment/ replacement	56	229	0	6	67	358	0	0	0	Prudential borrowing has been used to purchase vehicles previously funded using operating leases.
Refurbishment of School Kitchen	68	0	0	0	0	68	0	0	0	
Library RFID Self Issue	0	0	0	0	39	39	0	0	0	
Cemetery Drainage	14	288	33	0	162	497	0	0	0	
Vehicle Procurement	757	598	492	545	584	2,976	1,000	1,000	1,000	
<b>Total Unsupported Prudential Borrowing (funded from existing departmental budgets)</b>	<b>1,112</b>	<b>1,136</b>	<b>952</b>	<b>825</b>	<b>1,161</b>	<b>5,186</b>	<b>1,045</b>	<b>1,045</b>	<b>1,045</b>	
<u>Unsupported Prudential Borrowing (funded from rents)</u>										
Social Housing Development	0	0	0	0	0	0	2318	0	0	This amount will be used to match fund HCA Social Housing Grant and will only be used if the grant bid is successful and Council approve this proposals at its meeting on 30.07.09
<b>Total Unsupported Prudential Borrowing (funded from rents)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,318</b>	<b>0</b>	<b>0</b>	
<u>Unsupported Prudential Borrowing (funded from existing Centralised Estimates budget)</u>										
Community Safety Strategy	150	150	150	150	150	750	150	150	150	
Neighbourhood Forums Minor Works Allocations	156	156	156	156	156	780	156	156	156	
Disabled Access Adaptations	50	50	50	50	50	250	50	50	50	
<b>Total Unsupported Prudential Borrowing (funded from existing Centralised Estimates budget)</b>	<b>356</b>	<b>356</b>	<b>356</b>	<b>356</b>	<b>356</b>	<b>1,780</b>	<b>356</b>	<b>356</b>	<b>356</b>	
<u>Unsupported Prudential Borrowing (funded as additional budget pressure)</u>										
Capital Priorities (pre SCRAP)	0	0	1,000	0	0	1,000	0	0	0	Detailed Schemes as shown in note 1 Detailed Schemes as shown in note 1  This was part of the 2008/09 outturn strategy which approved the release of £2.6m RCCO's and replacement with Prudential Borrowing. This addressed the revenue departmental overspend of £1.6m and earmarked £1m for one off Business Transformation costs.
SCRAPT Capital allocation	0	0	0	1,200	1,200	2,400	1,200	1,200	1,200	
Civic Centre	0	32	232	2,190	650	3,104	0	0	0	
Contact centre	0	0	1,000	0	0	1,000	0	0	0	
Health and Safety Improvements	0	0	0	0	0	0	1,200	0	0	
2008/09 Outturn Strategy	0	0	0	0	2,600	2,600	0	0	0	
<b>Total Unsupported Prudential Borrowing (funded as additional budget pressure)</b>	<b>0</b>	<b>32</b>	<b>2,232</b>	<b>3,390</b>	<b>4,450</b>	<b>10,104</b>	<b>2,400</b>	<b>4,200</b>	<b>1,200</b>	
<b>Total Prudential Borrowing</b>	<b>9,622</b>	<b>7,327</b>	<b>6,616</b>	<b>7,179</b>	<b>9,157</b>	<b>39,901</b>	<b>8,600</b>	<b>7,596</b>	<b>4,596</b>	

## Note 1 Planned Expenditure Funded from Capital Priorities Allocation ( pre SCRAP) and SCRAP Allocations

	2006/07 £'000	2007/08 £'000	2008/09 £'000	Total £'000	2009/10 £'000
Development of Grayfields	140			140	
Refurbishment of War Memorials	98			98	
Redevelopment of Headland Town Square	195			195	
Coronation Drive	100			100	
Multi Storey Car Park Phase 1	467			467	
Refurbishment of Burbank Community Centre		120		120	
Demolition of Bridge Community Centre		150		150	
Refurbishment of Seaton Bus Station		150		150	
Multi Storey Car Park Phase 2		300	362	662	
Refurbishment of Public Conveniences ( contribution towards departmental prudential borrowing)		51		51	
Demolition of Eldon Grove Sports Centre		120		120	
Owton Manor Lane Shops		50		50	
Part Fund Replacement Roof at Brinkburn Centre		59		59	
Lynne Street Heating			60	60	
Replacement Fence at Recycling Centre			55	55	
Civic Centre Ramp Access ( rephased to 09/10)			29	29	
Civic Centre Access System ( rephased to 09/10)			72	72	
Municipal Buildings Access System			9	9	
Civic Centre Disabled Toilets			78	78	
Brougham Enterprise Centre Toilet & Shower Facilities (rephased to 09/10)			40	40	
Highways Schemes			40	40	40
Coast Protection			100	100	
Adult & Community Services Disabled Adaptations			50	50	
Disabled Facilities Grant			105	105	
Economic Development - Industrial and Commercial			100	100	175
Regeneration Match Funding			100	100	100
Civic Centre Ramp Access					151
Coast Protection (North Pier)					100
Grayfields Mini Soccer Pitches					74
Energy Efficiency Schemes					20
Non-adopted Highway Areas					100
Wharton Terrace Area (Removal of planters)					50
Municipal Buildings Fire System					13
Disabled Facilities Grants					100
Central Library					100
Economic Development - Industrial and Commercial					75
Shopping Parade Improvements					50
Mill House Leisure Centre Changing Village					350
2009/10 Overprogramming					(298)
	1,000	1,000	1,200	3,200	1,200

# CABINET REPORT

27 July 2009



**Report of:** Children's Services Scrutiny Forum

**Subject:** **FINAL REPORT – APPROPRIATE  
ACCOMMODATION FOR HOMELESS YOUNG  
PEOPLE FOR WHATEVER REASON**

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the findings and conclusions of the Children's Services Scrutiny Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason'.

### 2. SUMMARY OF CONTENTS

- 2.1 The Final Report outlines the overall aim of the scrutiny investigation, terms of reference, methods of investigation, findings, conclusions, and subsequent recommendations.
- 2.2 Attached as **Appendix A** to this report is a written transcript of the presentation made by members of Hartlepool Young Voices to the Children's Services Scrutiny Forum on 21 July 2008.

### 3. RELEVANCE TO CABINET

- 3.1 It is Cabinet's decision to approve the recommendations in this report.

### 4. TYPE OF DECISION

- 4.1 This is a Non-key decision.

**5. DECISION MAKING ROUTE**

- 5.1 The final report was approved by Scrutiny Co-ordinating Committee on 24 April 2009. Cabinet is requested to consider, and approve, the report at today's meeting.

**6. DECISION(S) REQUIRED**

- 6.1 Cabinet is requested to approve the recommendations outlined in section 15.1 of the bound report, which is attached to the back of the papers for this meeting.



Hartlepool Young Voices

Children's Services Scrutiny Forum

21<sup>st</sup> July 2008

Proposal for Investigation



"Appropriate accommodation for homeless young people for whatever reason"

Background

We believe that at the moment, young people in Hartlepool who find that they do not have a bed for the night face an almost impossible situation. Finding appropriate accommodation for young people who are homeless, for whatever reason, is extremely difficult for a number of reasons. We would like our Scrutiny Forum to investigate this so we can improve the lives of young people.

We have done some research, spoken to young people who have had their own experiences and adults who support them. We wanted to get an idea of how things are to give us the beginning of a plan for the investigation.

Recently one young man who found himself suddenly homeless could not get somewhere to live. He works 2 jobs and earns around £1000 per month, but the landlord wanted £450 bond, 4 weeks rent in advance at between £85 and £100 a week, an administration cost of £135 and £40 reference fee!

We spoke to another young woman who had been able to access supported accommodation. She told us that it was much easier to become independent from this type of housing and had now successfully managed to get a place of her own and was living completely independently.

We found out that there are virtually no options for a young person who suddenly hasn't got a bed for the night. In Hartlepool there is a place called 50 The Front, but this is for any age and both rooms and bathroom facilities are shared. This means a young person who may be very distressed having been kicked out of the family home, or having had to leave because they were not safe, could find themselves sharing with a much older person. We also believe that other people staying there have drug and alcohol issues that also make it unsafe for a vulnerable young person. The only other real emergency option is to be sent to Middlesbrough. We would like to look into this properly.

### Main Issues

After we talked to people about what it is like at the moment we discussed what the main issues seem to be. A couple of significant problems also seem to be the time that the process can take and the type of language being used. The term "making yourself homeless" seemed to be particularly unhelpful to young people in need of support.

In our opinion these are the main points for the investigation:

- Age division – 16-18 and 18 plus. The circumstances for what is available are very different depending on your age.
- Benefits – There are very complicated benefit rules that affect what you can and can't access as a young person.
- Accommodation
- Support
- Young people leaving care

### **Age division**

We would like to be able to untangle what seems to be a very confusing situation that means your age 16 plus can mean you get very different things. We believe the rules about how long you have been in care before and including your 16<sup>th</sup> birthday, which affects what you can access, need to be looked at. Benefit entitlement also changes quite dramatically depending on whether you are 16, 17 or 18.

### **Benefits**

There is currently no benefit entitlement for 16 – 18 year olds except for severe hardship and income support in certain circumstances. We have also been told that when attempting to claim for these the benefits people can ring the parents and ask if they can go home. In some cases the parents could say yes even though actually it would mean the young person returning to the unsafe home they were trying to leave. We would like to look into what can be done to stop this happening. Women trying to leave a violent relationship can go to safe refuges, what can young people go to under the same circumstances? 18 plus there is more benefit support available, however, we have also discovered that if a young person finds accommodation with a private landlord there is usually a shortfall between the private rent and the benefit.

### **Accommodation**

Apart from looking into the emergency accommodation that is already available as mentioned before – 50 The Front, we would like to investigate the whole range of options available specifically to young people. We have found out that some Authorities have something called a Night Stop. This is a bank of people who have been approved to offer an overnight stay to a young person who has not got a bed that night. We would like to find out more about this to see if it is something we could suggest for Hartlepool.

### **Support**

There are agencies in the town that support young people who find themselves homeless, Connexions and B76 are represented on the Young Voices team already. We have found out that it can be difficult to get support for all young people because at the moment a lot of what is available is aimed at a very particular group of needs – drug and alcohol problems or young people who have been involved with the police. We think that although this is obviously important too, there should be support for young people who don't have these issues as well. Any young person who finds themselves homeless should be able to get help. We think that most of the young people who find themselves homeless at 16 plus need support for whatever reason.

### **Young People leaving Care**

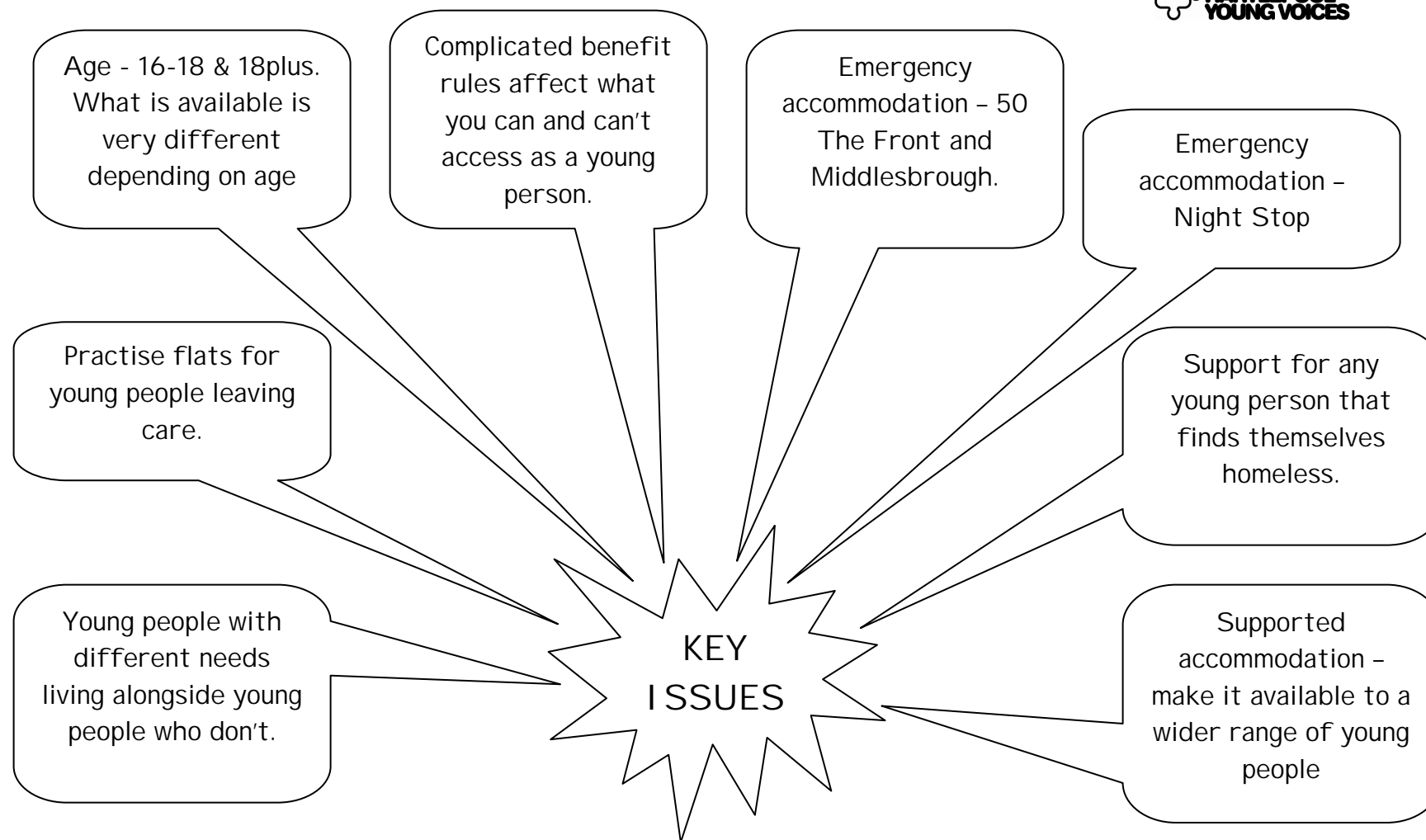
We have heard some good things about the supported accommodation that is available to young people leaving care, like St Paul's Road. We would like to look into this more. Maybe there could be more places like this available to a wider range of young people. We also thought about the possibility of have places where young people with different needs could live alongside young people who don't, as a stepping stone to living independently. We also know from our own team that it can be really difficult to move from a foster placement to living independently, there's no going back once you have decided to leave. We thought the idea of 'practice flats' would be good to help young people decide if they are ready for the huge step into independent living.

### **Conclusion**

We would like the investigation to address these issues by talking to young people who have experienced them, asking the organisations who are involved in providing these services to come and tell us what they do and answer some of our questions. We would like to suggest speaking to Housing Hartlepool, Adult Services, the Leaving Care team, Shelter, the Homelessness Forum, a Young Persons Advisor from the Job Centre and a representative from the private Landlords. We would also like to visit some of the places that are currently available here and see what else another Authority has to offer that we could suggest for Hartlepool.

Thank you for listening.

Appropriate accommodation for homeless young people  
for whatever reason.





# **CHILDREN'S SERVICES SCRUTINY FORUM**

## **FINAL REPORT**

### **APPROPRIATE ACCOMMODATION FOR HOMELESS YOUNG PEOPLE FOR WHATEVER REASON**

July 2009



# CABINET

27 July 2009



**Report of: Children's Services Scrutiny Forum**

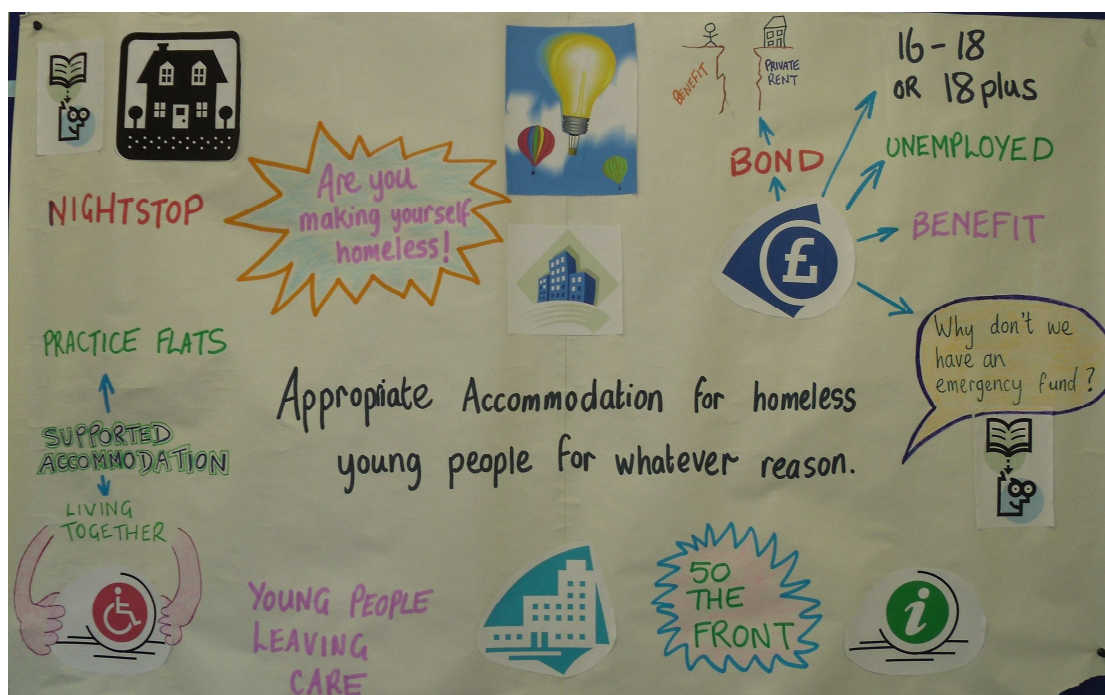
**Subject: FINAL REPORT – APPROPRIATE  
ACCOMMODATION FOR HOMELESS YOUNG  
PEOPLE FOR WHATEVER REASON**

## 1. PURPOSE OF REPORT

- 1.1 To present the findings of the Children's Services Scrutiny Forum following its investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason'.

## 2. SETTING THE SCENE

- 2.1 At the meeting of this Forum on 16 June 2008, Members agreed that two work programme items would be selected for the 2008/09 Municipal Year. During discussions Members agreed that their second work programme item would be selected by the Young People's Representatives co-opted onto the Forum.



Young Peoples Representatives Presentation.

- 2.2 Subsequently at the meeting of the Children's Services Scrutiny Forum of 21 July 2008, Members received a presentation from the Young Peoples Representatives on the topic of 'Appropriate Accommodation for Homeless Young People'.
- 2.3 The Homelessness Code of Guidance for Local Authorities defines homelessness as being where someone does not have "accommodation that they have a legal right to occupy, which is accessible and physically available to them (and their household) and which it would be reasonable for them to continue to live in"<sup>1</sup>
- 2.4 Under the Housing Act 1997, Local Authority Housing Departments have a statutory duty to tackle homelessness and ensure that information about homelessness and the prevention of homelessness is available free of charge. This legislation underpins the Homeless Act 2002, which placed greater responsibility on Local Authorities in ensuring that they accepted "homeless 16 and 17 year olds as priority cases for rehousing"<sup>2</sup>, although the responsibility for finding suitable accommodation for homeless young people under the age of 18 lies with the Local Authority's Children's Services Department.
- 2.5 For those young people who find themselves homeless over the age of 18 the responsibility for finding suitable accommodation falls to the Local Authority's Housing Department, or for those with complex needs Adult and Community Services Department. However, for young people in care the Children (Leaving Care) Act 2000 made provision that the Local Authority should ensure that all those preparing and leaving care should have a pathway plan, which included an element relating to accommodation and support. The Children and Young Persons Act 2008 reaffirms that it is the "general duty of local authority to secure sufficient accommodation for looked after children"<sup>3</sup>.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

- 3.1 To review the role and responsibility of Hartlepool Borough Council in tackling youth homelessness, with reference to all young people and the information and provision of appropriate accommodation available to them.

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<sup>1</sup> Department for Communities and Local Government - Homelessness Code of Guidance for Local Authorities, 2006

<sup>2</sup> Joseph Rowntree Foundation – Housing Choices and Issues for Young People in the UK, 2008

<sup>3</sup> Children and Young Persons Act 2008



#### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

4.1 The following Terms of Reference for the investigation were agreed by the Children's Services Scrutiny Forum on 13 January 2009:-

- (a) To examine the different circumstances and outcomes that can lead to youth homelessness;
- (b) To gain an understanding of the role and responsibility that Hartlepool Borough Council has towards tackling youth homelessness, including the provision of relevant information and appropriate accommodation;
- (c) To examine the range of accommodation options used and available for young people who are homeless or at risk of homelessness for whatever reason;
- (d) To gain an understanding of the Benefits and other sources of financial support currently available to young people to help tackle youth homelessness;
- (e) To review Hartlepool Borough Council's policy, procedure and practice in relation to Care Leavers, with reference to supported accommodation and other appropriate accommodation; and
- (f) To examine good practice examples of Youth Homelessness strategies at other Local Authorities.

#### **5. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM**

5.1 The membership of the Children's Services Scrutiny Forum for the 2008/09 Municipal Year was as detailed below:-

Councillors Aiken, Fleet, Griffin, Kaiser, London (Vice Chair), McKenna, Preece, Shaw (Chair) and Simmons.

Co-opted Member: David Relton

Resident Representatives: Christopher Akers-Belcher, Joan Steel and Sally Vokes

Young Peoples Representatives: Michael Burford, Arran Frame, Dean Jeffries, Chris Lund, Gillian Pounder and Graham Skinner.

## **6. METHODS OF INVESTIGATION**

- 6.1 Members of the Children's Services Scrutiny Forum met formally from 13 January 2009 to 21 April 2009 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.
- 6.2 A brief summary of the methods of investigation are outlined below:-
- (a) Detailed presentations and reports from Hartlepool Borough Council Officers which was enhanced with verbal evidence;
  - (b) Verbal evidence from Members visiting the Right Honourable Iain Wright's Ministerial Department as Member of Parliament (MP) for Hartlepool;
  - (c) Verbal evidence from the Authority's Elected Mayor in his role as Mayor and Portfolio Holder for Regeneration and Liveability;
  - (d) Verbal evidence from the Authority's Portfolio Holder for Children's Services;
  - (e) Verbal evidence from Members attending the Children's Services Network Good Practice Seminar on 28 November 2008;
  - (f) Verbal evidence from Nightstop Teesside in Hartlepool;
  - (g) Site visit by Members to see Supported Accommodation in Hartlepool on 11 March 2009;
  - (h) Detailed Presentation supported by verbal evidence from Stockton Borough Council; and
  - (i) Detailed Presentation supported by verbal evidence from Housing Hartlepool.

## FINDINGS

### 7. CIRCUMSTANCES AND OUTCOMES THAT CAN LEAD TO YOUTH HOMELESSNESS

- 7.1 Members of the Children's Services Scrutiny Forum were keen to learn about the circumstances and outcomes that can lead to young people becoming homeless. As well as looking at national trends, Members sought evidence from the members of Hartlepool Young Voices who had brought the topic of homeless young people to their attention. Evidence gathered by Members is detailed below:-

#### National Evidence on the Circumstances and Outcomes Behind Youth Homelessness

- 7.2 At the meeting of the Forum on 27 January 2009 Members received evidence on the national circumstances and outcomes that can lead to youth homelessness. Based on the number of young people (aged 16-24) presenting themselves to various support services, it is estimated that nationally during 2006/07 75,000<sup>1</sup> young people experienced homelessness.
- 7.3 The reasons behind youth homelessness are complex in nature and prevention of homelessness is not just a matter of the provision of appropriate housing. In many cases it is the support mechanisms (or lack of them) when young people move into independent living that can result in homelessness. This was highlighted in the study carried out by the Joseph Rowntree Foundation into housing choices for young people, where they noted that:

*"Transitions to independence among care leavers occur at a relatively young age, and in the absence of supportive social networks, are often characterised by crises and youth homelessness"*<sup>2</sup>

Although through the Children (Leaving Care) Act 2000 care leavers have a greater level of extended support from various agencies including the Local Authority, the problem is that sometimes the social networks that young people surround themselves with whilst living independently can result in young people becoming homeless through, for example, acts of anti-social behaviour.

- 7.4 Some young people find themselves at a higher risk of homelessness as a result of unplanned movements out of family / supported accommodation. The YMCA noted that:

*"The breakdown of family units has been identified as the main trigger for homelessness amongst 16- and 17-year-olds."*<sup>3</sup>

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<sup>1</sup> Joseph Rowntree Foundation – Youth Homelessness in the UK: A Decade of Progress?, 2008

<sup>2</sup> Joseph Rowntree Foundation – Housing Choices and Issues for Young People in the UK, 2008

<sup>3</sup> YMCA – Breaking it Down: Developing Whole-Family Approaches to Youth Homelessness, 2008

This is supported by the research carried out by the Joseph Rowntree Foundation who argued that young people who are 'pushed' out of their family / supported accommodation have a higher risk of homelessness, as these situations are often:

*"Unplanned, unsupported and hurried...Circumstances such as these are particularly associated with those who leave home in their teens, those from lower socio-economic groups and those who have experienced disruption in family life"*<sup>1</sup>

- 7.5 In 2002 Ford, J. et al., examined the transition of young people into independent living. They argued that the movement of young people into independent living could be categorised under five distinct pathways, these being; chaotic, unplanned, planned (non-student) and student pathways. The most likely pathway to lead to youth homelessness was the chaotic pathway, where the circumstances leading to homelessness for the young person surrounded an:

*"Absence of planning, substantial constraints (both economic and in relation to housing eligibility) and an absence of family support"*<sup>1</sup>

- 7.6 In their study of youth homelessness the Joseph Rowntree Foundation presented the following survey carried out nationally by the Communities and Local Government. Table1 (overleaf) lists the main reason behind youth homelessness for 350 16-17-year olds surveyed in 2006/07:

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<sup>1</sup> Ford et al – Conceptualising the Contemporary Role of Housing in the Transition to Adult Life in England, 2002

**Table1: Main reason for youth homelessness, CLG Survey<sup>1</sup>**

Reasons Behind Homelessness	Reason for 16-17-year-old Young People Being Homeless	
	All Reasons (%) #	Main Reason (%)
Relationship Breakdown with someone lived with*	70	65
Housing was overcrowded	13	10
Overstayed welcome or could no longer be accommodated	19	10
Eviction of threatened with eviction	3	2
Applying as homeless was the only way to be rehoused	5	2
Problems with paying the mortgage or rent	Less than 1	Less than 1
Applying as homeless was quickest way to get rehoused	3	2
Tenancy came to an end	1	1
Housing was in poor condition	1	Less than 1
Harassment, anti-social behaviour or crime	2	1
Mental or physical health problems	2	Less than 1
Drug or alcohol problems	2	1
Had to leave National Asylum Support Service accommodation	2	1
Other	6	4

# Where more than one reason applies

\* Includes both parental and partner relationships

## **Evidence on the Circumstances and Outcomes Behind Youth Homelessness in Hartlepool**

7.7 Members of Hartlepool Young Voices were in attendance at the meeting of the Forum of 27 January 2009 to present to Members their findings relating to the evidence on youth homelessness in Hartlepool. The young people stated to Members that from 1 April – 31 December 2008 Hartlepool Borough Council had 438 housing advice enquiries from 16-25 year olds, of these 438 enquiries:-

- (i) 70 were from 16-17 year olds;
- (ii) 22 enquiries resulted in housing applications being made as the young people were deemed to be homeless;
- (iii) 12 of the 22 young people deemed to be homeless were of priority status; and
- (iv) 1 of the priority cases was for a young person under 17.

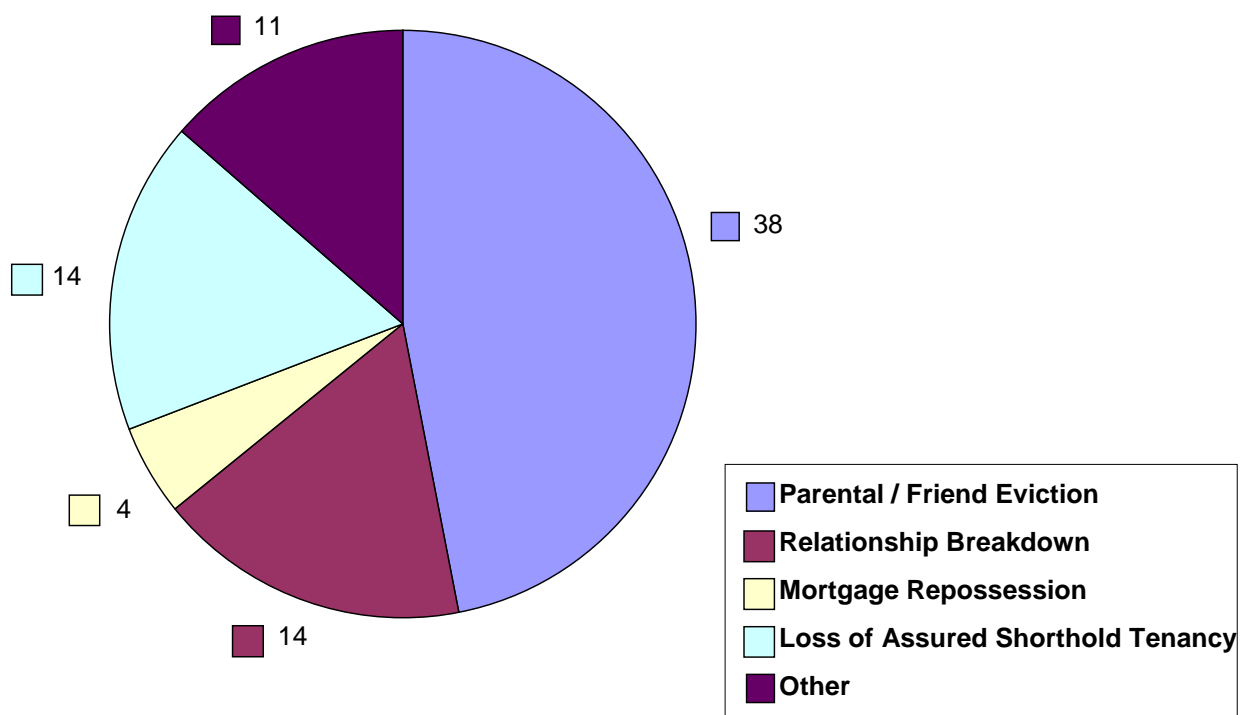
<sup>1</sup> Joseph Rowntree Foundation – Youth Homelessness in the UK: A Decade of Progress?, 2008

7.8 Members of Hartlepool Young Voices highlighted to Members that there were often some reasons why young people did not make a housing advice enquiry at the Civic Centre and that this often meant that 'official' figures did not represent the 'bigger-picture'. The members of Hartlepool Young Voices pointed out that from the evidence they had gathered, they discovered that:-

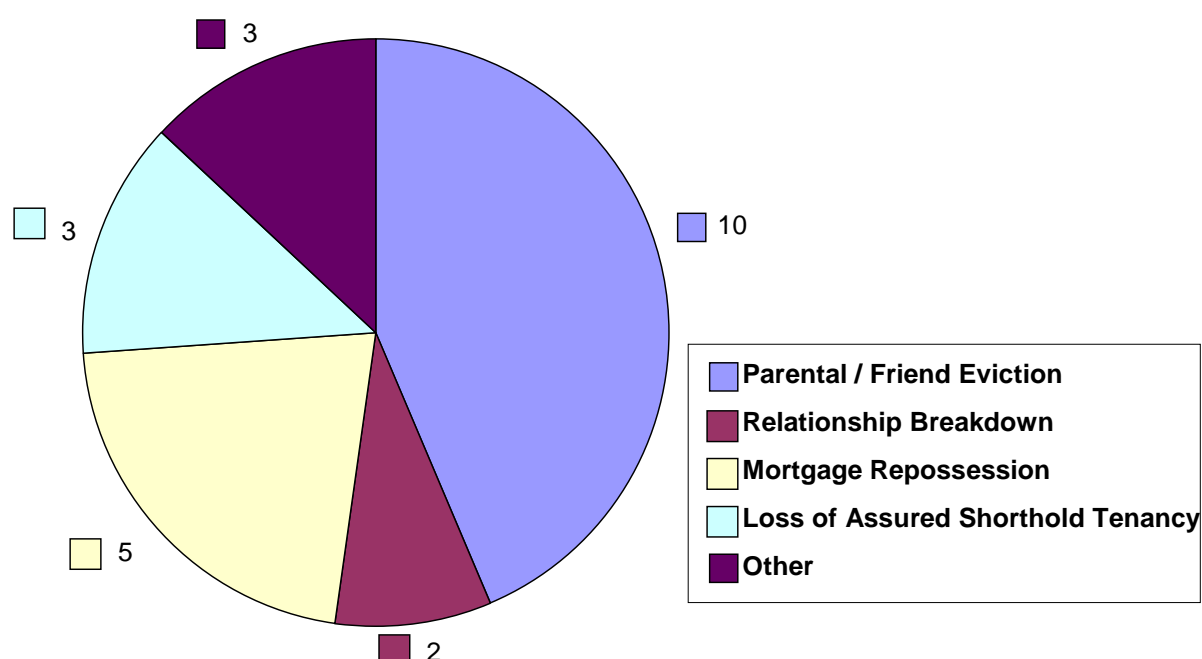
- (i) Not every young person who is having housing issues seeks help at the Civic Centre;
- (ii) There are some young people who sleep on people's sofas and floors each night, the so called 'sofa-surfers'; and
- (iii) Often young people are discouraged from taking on tenancies as they would be unable to cope, which may count against them in the future when they require a tenancy.

7.9 The Council's Housing Advice Team attended the Children's Services Scrutiny Forum on 27 January 2009 to provide evidence in relation to the statistical evidence that they had behind homelessness prevention. Table2 (below) was presented to Members highlighting the reasons behind homelessness in Hartlepool during 2007/08 and Table3 (overleaf) for the same figures in 2008/09.

**Table2: Reasons for Homelessness 2007/08**



**Table2: Reasons for Homelessness 2008/08 up to Quarter 3**



7.10 Members were interested to learn that during 2007/08 the Housing Advice Team prevented 103 applicants under the age of 25 from becoming homeless and up to quarter three of 2008/09 they had prevented 60 young people becoming homeless.

7.11 It was noted by Members on 27 January 2009 that the Authority's Mayor had received verbal evidence relating to a number of young people sleeping rough in Hartlepool. The Mayor expressed some surprise at this claim and this was supported by statistical evidence. The Principal Housing Advice Officer informed Members that an external consultant had been employed by the Council to undertake 'street walks', visiting the places that people were likely to sleep rough. The study was on-going, and while it did show some evidence of people sleeping rough, the consultants view was that Hartlepool didn't have a particular problem.

## 8. HARTLEPOOL BOROUGH COUNCIL'S ROLE AND RESPONSIBILITY TOWARDS TACKLING YOUTH HOMELESSNESS

8.1 Members of the Children's Services Scrutiny Forum were interested in learning the roles and responsibilities that the Local Authority had in relation to the issue of tackling youth homelessness. Members were also eager to learn how this responsibility was reflected in the provision of relevant information and appropriate accommodation.

8.2 The Portfolio Holders for Regeneration and Liveability and Children's Services were present at the meeting of the Forum on 27 January 2009 to highlight to Members the split responsibility for youth homelessness between

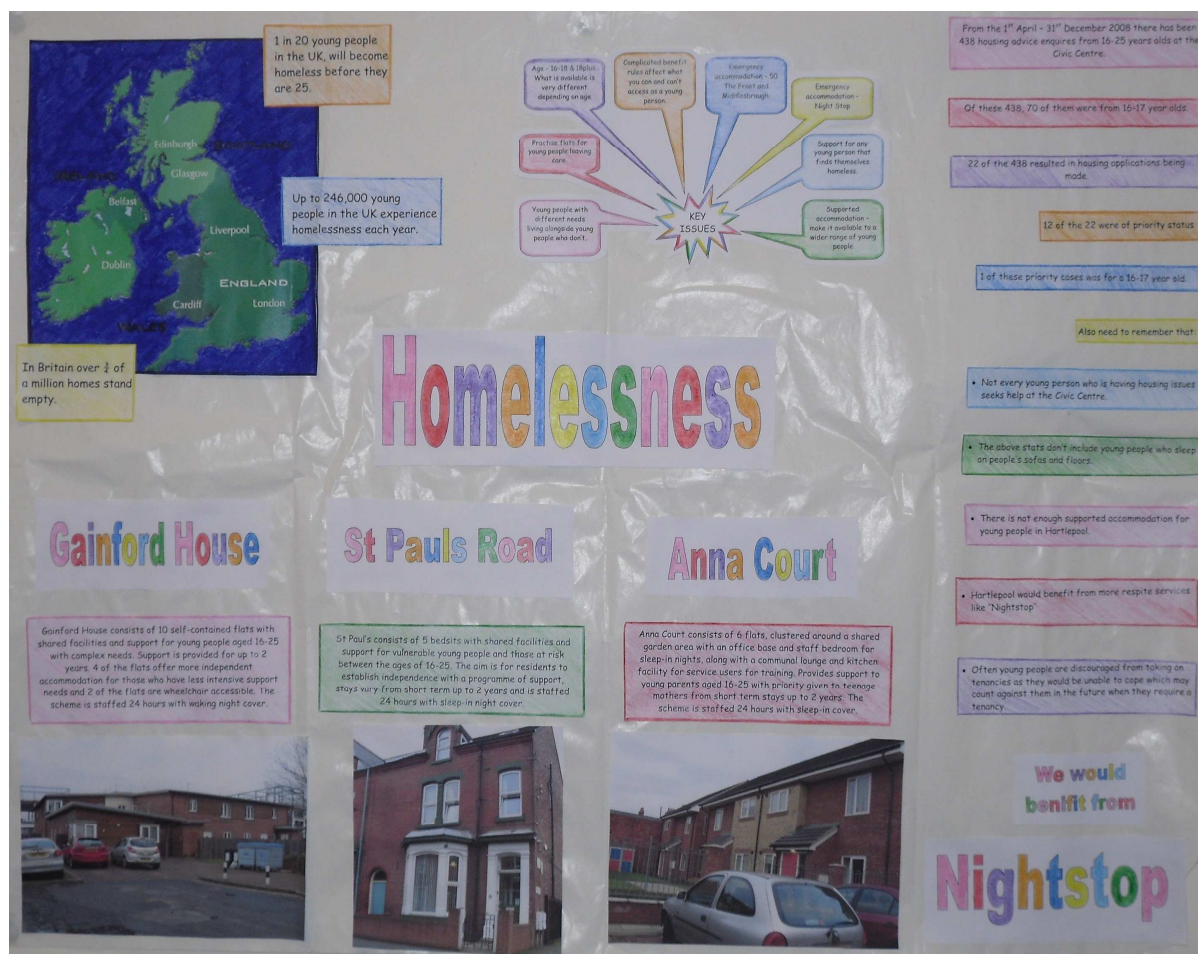
the Council's Regeneration and Planning Department and Children's Services Departments.

- 8.3 The Principal Housing Advice Officer highlighted to Members on 27 January 2009 that legal framework that ensured that the Council met its responsibility around youth homelessness and this was encapsulated in the Homelessness Strategy that had three major aims:-
- (i) Prevention of homelessness;
  - (ii) Ensuring that there is sufficient accommodation available for people who are or may become homeless; and
  - (iii) Ensuring that there is satisfactory support for people who are, or may become homeless, or who need support to prevent them from becoming homeless again.
- 8.4 Underpinning the three major aims of the Homelessness Strategy were eight specific objectives these being:-
- (i) To improve access to advice and information;
  - (ii) To improve access into social housing;
  - (iii) To provide support and assistance to sustain tenancies;
  - (iv) To encourage the development of further supported accommodation;
  - (v) To improve information sharing and joint working between agencies;
  - (vi) To improve services for people with complex needs;
  - (vii) To tackle homelessness amongst substance mis-users; and
  - (viii) To improve monitoring and evaluation of services.
- 8.5 The Forum were interested to learn that the Council only had a main homelessness duty to those young people who were unintentionally homeless, Members were advised that those young people who intentionally left their previous tenancy; whether that was family, foster care or other suitable accommodation; and where there were no barriers preventing their return, were considered to be intentionally homeless. In addition, those young people who had failed or asked to leave their tenancy due to unreasonable behaviour were also considered to be intentionally homeless, although Members welcomed that there were strategies designed to help counteract tenancy failures.
- 8.6 Members of the Children's Services Scrutiny Forum were pleased to hear that the Council had access to a number of accommodation units in Hartlepool, with 21 being made available specifically for young people. To



supplement this coverage Members acknowledged that a number of 'floating' support workers helped young people who were living in other tenancy arrangements. The fact that the Homeless Act 2002 was making it illegal for the use of Bed and Breakfast establishments for longer than 6 weeks by 2010, unless in emergency circumstances, was warmly welcomed by the Forum.

## 9. RANGE OF ACCOMMODATION OPTIONS AVAILABLE FOR HOMELESS YOUNG PEOPLE IN HARTLEPOOL



Hartlepool Young Voices Presentation.

- 9.1 The Children's Services Scrutiny Forum were very keen to examine in greater detail the provision of accommodation options available and used by young people who are homeless or at risk of homelessness. Members of Hartlepool Young Voices had presented to the Forum on 27 January 2009 that many young people who find themselves homeless, eventually find accommodation at the many accommodation providers throughout the Town including Gainford House, St Paul's, Anna Court and 50 The Front. Gainford House was geared towards any homeless young person between the ages of 16 to 25, St Paul's catered for the 16 to 18 year old age groups and Anna Court provided accommodation for teenage parents. With the Government emphasis on reducing the usage of Bed and Breakfasts by 2010 Members

were pleased to learn that there was a movement away from using 50 The Front. The evidence gathered by Members in relation to accommodation support and provision in Hartlepool is detailed below:-

### **Evidence from Nightstop Teesside in Hartlepool**

- 9.2 Members were interested to learn from the members of Hartlepool Young Voices about the emergence of a Nightstop facility in Hartlepool. Nightstop Teesside had been operating for a number of years and the young people saw it as a facility that worked well in order areas and should be available in Hartlepool. Members were informed that Nightstop had applied for funding through the Supporting People Fund, but had been unsuccessful, although this had not stopped Nightstop Teesside from continuing to expand their remit into Hartlepool. Members were interested to learn more about Nightstop and at their meeting of 3 March 2009 Members received verbal evidence from HVDA's Project Development Officer who is helping the setup of Nightstop Teesside in Hartlepool.
- 9.3 Nightstop, Members learnt, provides safe and secure emergency accommodation for single 16-25 years olds in the homes of approved volunteers. All volunteers receive ongoing training and have a Criminal Records Bureau (CRB) check before a young person can be placed with them. Members were informed that Hartlepool currently had three volunteers who were in a position to accept young people through the Nightstop scheme in Hartlepool, although there had yet to be an official launch.
- 9.4 The Project Development Officer informed Members that after forming a steering group those members had persuaded Nightstop Teesside to help set up the scheme in Hartlepool. Funding had been required to cover administrative and staff costs and Members were pleased to learn that Nightstop had been successful in achieving initial funding from Hartlepool Churches Together.
- 9.5 The Forum learnt that the Nightstop scheme worked on volunteers providing a bed for the night for homeless young people. All volunteers involved in the project would be subject to Criminal Records Bureau (CRB) checks. Hosts would be able to reject those they considered were under the influence of drink or drugs if they were concerned, which was reflective of an ethos of a duty of care to the host as well as the young person.
- 9.6 Members were curious to learn how many young people Nightstop were anticipating would present themselves to Nightstop's recognised referral agencies. The Project Development Officer indicated that Nightstop were estimating as many as four or five young people homeless at any one time in Hartlepool, with around sixty to seventy 'sofa surfers' staying with friends or extended family. Members were also concerned as to how young people would access the scheme.

## Evidence from Site Visit to Supported Accommodation in Hartlepool



**Supported Accommodation in Hartlepool - Shared Kitchen.**

- 9.7 In order to fully appreciate the range of facilities in Hartlepool, Members embarked on a site visit on 11 March 2009 to experience for themselves the Supported Accommodation available in the Town. Members who took part in the visit experienced accommodation provision at Scott Grange, St Paul's Project and Gainford House, the evidence gathered from these visits is detailed below:-

### **Scott Grange**

- (a) Scott Grange is operated by Stonham Housing and has 11 self contained flats each with their own kitchen. There is a communal kitchen which is used by residents for social / cooking training activities;
- (b) The majority of residents are aged 18-25, although the scheme can accept referrals up to the age of 65. All residents are male and the scheme is primarily aimed at ex-offenders or those at the risk of offending. Residents normally stay for two year, with outreach support available for an addition two years once they have left Scott Grange;
- (c) The scheme has been operating for over 20 years and the building itself had been in use for a range of social housing / hostels for longer. Neighbours are very accommodating and there have been no complaints about the behaviour of residents of Scott Grange;

- (d) Before being accepted at Scott Grange, residents have to undergo risk assessment and interview. Unsuccessful applicants are returned to homeless team at Hartlepool Borough Council; and
- (e) The flats are almost always at 100% capacity with a current waiting list of roughly 5-7 people, with 4-5 of these having been definitely accepted and waiting for current residents to move on.

Whilst at Scott Grange, Members of the Forum heard evidence from one of the residents and this is detailed below:-

- (f) The young person informed Members that they had a background of offending, but had recently been on remand for a conviction that was dropped due to wrongful identification. Without the accommodation at Scott Grange, the resident informed Members that they would have been on the street and possibly even dead; and
- (g) There had been delays in payment of benefits, but Scott Grange has managed to provide supervised finance and a loan until benefit came through. Went to support worker at Scott Grange who helped with temporary finances, as resident was concerned that they may steal to raise enough money for food. Without this level of support, the resident would have been on the streets, hungry and at a high risk of offending.

### **St Paul's Project**

- (a) The scheme accepts young people aged 16-18 who are homeless or at risk of homelessness. St Paul's has 5 self contained flats with shared kitchen and bathroom facilities. There are four members of staff providing intensive 24 hour support to all residents;
- (b) Minimum length of stay is six months to one year and the current waiting list is six who have all been accepted. There are another two young people waiting to be interviewed. Some young people can be on the waiting list so long that they never actually achieve a placement at St Paul's; and
- (c) The scheme at St Paul's has been operating since 1984 and there have been no formal complaints from neighbours about St Paul's residents. The Manager periodically visits local residents to check that they have no concerns.

### **Gainford House**

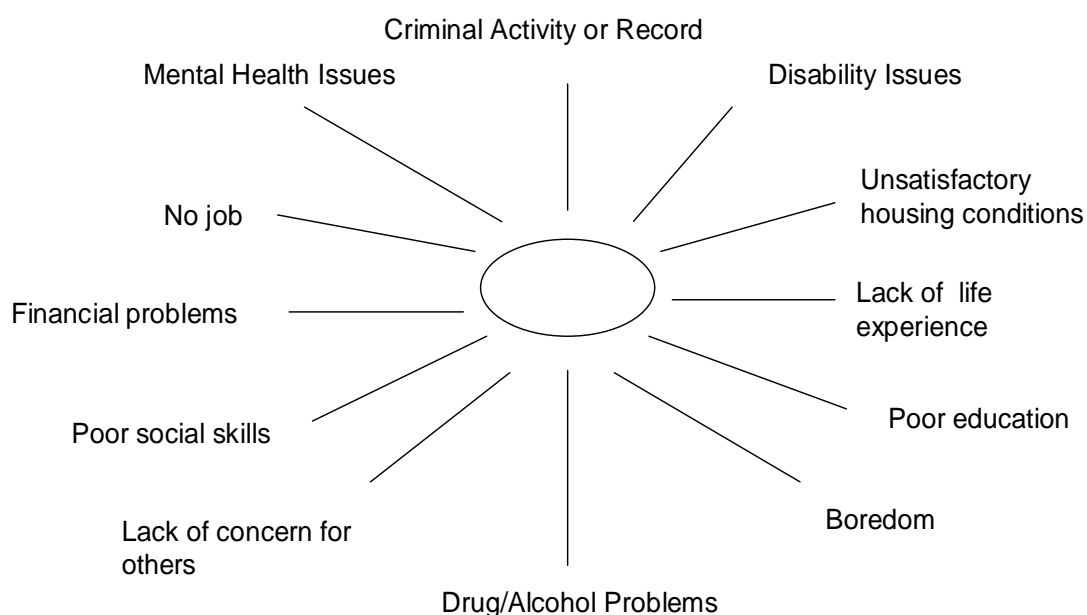
- (a) Operated by Stonham Housing, with ten units available for young people aged 16-25. The ten units are split into six higher dependency units and four 'move on' units. The majority of referrals are at lower age range of 16-17, with the young people staying from six months up to two years, with an average of around ten months;

- (b) The facility has been operational since 2006, but faced major planning controversy and objections over the building. However, currently there have been no complaints from neighbours about residents in Gainford House. The residents and staff at Gainfords House are currently investigating improving the surrounding area, waste ground and building an enclosed area for their bins;
- (c) There is currently 100% occupancy of the ten units, with the waiting list varying at any one time between two and nine young people; and
- (d) There is a current development to create an emergency bed provision to open in April 2009. The facility will initially operate as weekday on-call service with plans to expand to 7 days a week, once facility can be properly tested.

### **Evidence from Housing Hartlepool**

9.8 The Children's Services Scrutiny Forum met on 24 March 2009 and received evidence from Housing Hartlepool, in its role as a Registered Social Landlord in Hartlepool. The Supported Living Manager informed Members that Housing Hartlepool were very concerned about solving the problems associated with tenancy failures and had discovered a number of issues that were faced by applicants under 25 that could cause tenancy failures. Diagram1 (below) highlights the issues faced by applicants presenting themselves to Housing Hartlepool:-

**Diagram1: Issues Faced by Applicants (under age of 25) Presenting Themselves to Housing Hartlepool that can Lead to Tenancy Failures**



- 9.9 In order to help solve the problems that applicants faced, Members were informed that Housing Hartlepool worked with a number of service providers, including DISC, Norcare and Stonham, to help tackle the potential barriers to becoming a tenant and to avert the opportunity for tenancy failure. The Forum approved of the provision of Skills for Life training by Housing Hartlepool at school aged young people, along with the assistance provided to acquire furnishings through assistance with grant applications and referrals to Settlement Furnishings. Members were also pleased to learn that a Supporting People grant had been made available to enable Housing Hartlepool to run pre-tenancy training courses called Keys to Success, which could be accepted as part of the Good Tenancy Scheme that is recognised inside and outside of Housing Hartlepool.

## **10. FINANCIAL SUPPORT AVAILABLE TO YOUNG PEOPLE**

- 10.1 When the Children's Services Scrutiny Forum met to agree their Work Programme for the 2008/09 Municipal Year on 21 July 2008, Members received a presentation from the members of Hartlepool Young Voices which highlighted some of the financial difficulties facing young people in Hartlepool. Members received evidence that one young person who earned £1000 per month, was potentially being charged almost their entire monthly income for a private landlords bond, four weeks advanced rent, administrative costs and a reference fee.
- 10.2 In the absence of a representative from the Department for Work and Pensions, the Benefits Liaison Officer gave a presentation to Members on 3 March 2009 in relation to the benefits available to young people. Members were disappointed to learn that there was limited scope to make payments to young people who were under 18 and homeless.
- 10.3 The Forum recognised that young people could, dependent on their circumstances, qualify for a range of benefits including Income Support, Job Seeker's Allowance, Job Seeker's Severe Hardship or Education Maintenance Allowance. These benefits were accessible through the Department for Work and Pensions and there were no restrictions on what those benefits could be spent on.
- 10.4 The Local Authority managed the other benefits accessible to young people and these surrounded the cost of housing, either through the provision of Housing Benefit, Council Tax Benefit or Discretionary Housing Payments. Young people particularly benefited from Council Tax Benefit, as they were not eligible to pay any Council Tax until they turned 18 years old.
- 10.5 Members learnt from the Benefits Liaison Officer that Housing Benefit was payable to those young people on low income and with savings of less than £16,000. The amount that a young person qualified for through Housing Benefit was commensurate to the applicable amount; that is the minimum amount of income that the young person needs to live on each week. In addition to Housing Benefit, some young people qualified for Discretionary

Housing Benefit, which was limited funding available to a Local Authority to help those tenants who find themselves with a shortfall between the Housing Benefit awarded and the rent being charged. For those older tenants who paid Council Tax, Discretionary Housing Benefit could be awarded to help with the shortfall between the Council Tax and any calculated Council Tax Benefit.

## **11. HARTLEPOOL BOROUGH COUNCIL'S STATUTORY RESPONSIBILITY IN RELATION TO CARE LEAVERS**

- 11.1 The Children's Services Scrutiny Forum felt it was important to understand the statutory responsibility that the Council had towards care leavers as this related directly to the provision of supported living or support for the transition into independent living. Members sought a evidence from a number of sources that are detailed below:-

### **Evidence from Children's Services Network Conference**

- 11.2 On 28 November 2008, the Chair of the Children's Services Forum and the Participation Officer, Barnardos attended the Children's Services Network Conference on 'Accommodation and Care Leavers – Pulling Together', the findings of those Members attending the conference was presented to the Children's Services Forum on 24 March 2009 and are detailed as follows:-
- (a) Every year around 8,000 young people leave care with varying levels of need and support to help them live independently. The key to providing the most appropriate supported accommodation is not to ask 'what would you like' as this can be unrealistic, it is more sensible to concentrate on what is available;
  - (b) Pre-tenancy programmes that introduce young people to independent living are extremely beneficial in reducing tenancy failures. 'Training Flats' can not only enhance pre-tenancy programmes, but can allow young people in a secure environment to realise, that independent living maybe is not for them just yet, how they can budget more effectively and the pitfalls that can result in tenancy failures;
  - (c) That Pathway Plans for young people should be constantly monitored and evidenced by all groups involved with the young person, including the young person themselves; and
  - (d) At the moment the definition of 'suitable housing' is varied and guidance does not make implicit what would constitute as suitable. Although the Government's definition of suitable housing is not clear, there is an increasing demand nationally for sufficient suitable accommodation for young people.



## **Evidence from the Children's Services Department**

- 11.3 At the meeting of the Forum on 27 January 2009, the Head of the Business Unit (Young Persons) informed Members that the Council had a responsibility for those young people leaving care until they reached 21 years of age. Members were interested to learn that accommodation provision continued until the young people reached 18 and support continued until they turned 21.
- 11.4 When the Forum met on 24 March 2009, Members received a detailed report supplemented by verbal evidence on the statutory responsibilities that the Council had towards accommodation provision for care leavers. The Children (Leaving Care) Act 2000 had placed a responsibility on Local Authorities to ensure that no young person should leave care under the age of 18 and they do leave, they should be prepared for and able to cope with the transition to independent or supported living.
- 11.5 The Forum were notified that the 60 young people who were eligible for leaving care services were supported by the Leaving Care Team which constituted four members of staff. Members were delighted to learn that not only were there no young people in unsuitable accommodation, but that the Council's constantly exceeded the national average when it came to placing care leavers in suitable accommodation by the time they had turned 19. Members were provided with a detailed list of the accommodation on offer in Hartlepool and potentially accessible by the Leaving Care Team and these are detailed as follows:-
- (a) Housing Hartlepool – 1 / 2 bedroom houses / flats;
  - (b) Tees Valley Housing Association – 6 flats at Anna Court, 5 beds at St Paul's;
  - (c) Stonham Housing Group – 11 flats at Avondene, 11 flats at Scott Grange, 6 rooms and 4 flats at Gainford House;
  - (d) Richmond Fellowship – number of flats for young people with mental health needs;
  - (e) Endeavour Housing – 12 flats split between two properties;
  - (f) Accent Homes – 1 bedroom flat, although not necessarily for care leavers;
  - (g) Guinness Trust – 1 / 2 bedroom properties;
  - (h) Three Rivers – 1 / 2 self contained bedroom flats; and
  - (i) Nightstop – 3 providers (see sections 9.29.5).



## 12. EVIDENCE FROM IAIN WRIGHT, MEMBER OF PARLIAMENT FOR HARTLEPOOL



**Members of Hartlepool Young Voices, Councillor Jane Shaw and Iain Wright MP at the Houses of Parliament 24 March 2009.**

12.1 As part of the evidence gathering process, members of Hartlepool Young Voices supported by the Chair of the Children's Services Scrutiny Forum were invited to London to meet with Iain Wright MP on 18 March 2009 in his capacity as MP for Hartlepool, as part of this Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason'. The findings of those young people and the Chair who attended the site visit were fed back to the Children's Services Scrutiny Forum on 24 March 2009 and are as follows:-

- (a) The MP felt that the topic was very important and was directly related to his role as Parliamentary under Secretary of State in the Department for Communities and Local Government; which covers homelessness. This had resulted in the publication of the strategic document 'No One Left Out' which aimed to put an end to rough sleeping by 2012;
- (b) There was a feeling by the MP that there was a wider issue about housing, where more suitable homes needed to be built for everyone, this included the elderly, families and young people (particularly those young people just leaving home). Certainly the message of securing 'appropriate accommodation' was an issue that the Prime Minister was also very interested in, but that Central Government cannot do this alone and needs to work together with local authorities to achieve changes. We need to work together to be stronger was a message that came out of 'No One Left Out';
- (c) The MP believed that there were three strands to solving the homelessness issue Prevent; Partnership; and Personalisation.

Personalisation related to the needs of the individual, including both their health and employment needs. In the MP's opinion, Hartlepool had a shortage of appropriate homes for the needs of the people in Hartlepool. The MP had a desire for the young people to have input into the shaping of the housing policy in the Town. With an aging population and an aging Hartlepool, so it was important that young people felt that the accommodation available in the Town was appropriate to them. Without this appropriate accommodation the MP felt that there was a danger that young people would leave Hartlepool, set up families elsewhere and their talents would be lost to Hartlepool; and

- (d) The MP touched on the subject of opposition from within to new housing developments, support accommodation and other social housing. The MP voiced this question to people who raised these objections "Where do you want your children and grandchildren to live?"

### **13. EVIDENCE FROM A NEIGHBOURING LOCAL AUTHORITY**

- 13.1 In order to further enhance their investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason', Members sought evidence from another local authority that was considered to be demonstrating good practice. Evidence gathered by Members from this source is detailed below:-

#### **Evidence from Stockton-on-Tees Borough Council**

- 13.2 The Children's Services Scrutiny Forum met on 24 March 2009 and in attendance at their meeting were the Housing Options Manager and Modernisation Manager from Stockton-on-Tees Borough Council. Members were interested to learn that Stockton had been recognised as a Centre of Excellence in the North East for tackling youth homelessness by the Department for Communities and Local Government in 2008 and 2009.
- 13.3 The Modernisation Manager reported to Members that Stockton had decided on a desktop evaluation exercise to determine if there was a problem, where there was a problem and once this baseline had been achieved Stockton then moved forward onto how to solve the problems of youth homelessness.
- 13.4 Members of the Forum were particularly interested to hear about the development of a young people's group called Homeless on Teesside, which enabled those young people to have direct engagement with the Local Authority to influence the homelessness strategy.
- 13.5 The Children's Services Scrutiny Forum heard that the biggest barrier to solving youth homelessness was the change in attitude towards the classification of the young people. Instead of considering homeless young people as statutorily belonging to one particular support group, such as youth or probation service, and by adopting a partnership approach Stockton

now find a solution for the needs of that individual young person with the idea that someone within the partnership will have a responsibility for them. This has led to the Children's Services Department taking the lead role for the development and continuation of the youth homelessness strategy in Stockton.

- 13.6 Members asked a question about solving the problem of NIMBY (Not In My Back Yard) attitudes towards the creation of new supported accommodation. The representatives from Stockton-on-Tees Borough Council informed the Forum that their solution was to hold meetings in the community with resident associations, where homeless young people could talk to these groups about the benefits of supported accommodation. There had also been provision of community facilities within the supported accommodation, which helped dispel community fears.

## **14. CONCLUSIONS**

### **14.1 The Children's Services Scrutiny Forum concluded:-**

- (a) That the supported accommodation on offer in Hartlepool is of extremely high quality, but young people suffer from waiting lists that can result in them not securing a residency at the most appropriate supported accommodation for themselves;
- (b) That despite the superb supported accommodation on offer in Hartlepool and the lack of associated problems, there exists NIMBY (Not In My Back Yard) attitudes towards the creation of new accommodation;
- (c) That before new supported accommodation is set up, the fears of local residents opposed to the creation of the accommodation needs to be addressed. Information that is upfront and proactive is required to dispel concerns and that maybe the introduction of smaller three or four bed accommodation may reduce some of the 'real' fears that local residents have;
- (d) That when resources are pooled, there are no real financial restraints stopping the creation of more supported accommodation in Hartlepool;
- (e) That there is no real evidence of habitual rough sleeping amongst young people in Hartlepool, although unsubstantiated anecdotal evidence does contradict this statement;
- (f) That it is extremely difficult to quantify the number of young people who are 'sofa surfing' in Hartlepool and therefore being unsuitably housed;
- (g) That there is a demand for emergency accommodation in Hartlepool that is currently not being adequately met;

- (h) That appropriate accommodation for young people, may actually be one of the most important factors in tackling youth homelessness;
- (i) That skills for life training and training flats are extremely useful in enabling young people to adapt to independent living and can be a solution in reducing tenancy failures;
- (j) That support for young people moving into independent living is vital to stop the causes of tenancy failure; and
- (k) That in order to tackle youth homelessness and assist with the transition into independent living the Local Authority needs to ensure that partnership working is at the centre of any strategic plan.

## **15. RECOMMENDATIONS**

15.1 The Children's Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are as outlined below:-

- (a) That supported accommodation providers be encouraged to set up more facilities in the Town, although before this occurs:-
  - (i) Residents in an area where a scheme is planned be properly consulted and reassured that supported accommodation is not only beneficial, but is to be encouraged;
  - (ii) Any scheme should include the provision of at least one if not two emergency beds or 'crash pads'.
- (b) That support is given to assist young people in the transition into independent living;
- (c) That the Children's Services and the Regeneration and Planning Services Departments examine Stockton-on-Tees Borough Council's 'Homelessness Strategy 2008-2011' and:-
  - (i) Adopt those examples of good practice which can assist the tackling of youth homelessness in Hartlepool; and
  - (ii) Where partnership funding is insufficient for the creation of supported accommodation in Hartlepool, that the Council allocates additional resources.

- (d) That during the planning stages for new housing developments in Hartlepool:-
  - (i) Consideration be given to appropriate accommodation for young people; and
  - (ii) Young people are consulted about accommodation that would be appropriate for their needs.

## **ACKNOWLEDGEMENTS**

The Committee is grateful to all those who have presented evidence during the course of our investigation. We would like to place on record our appreciation, in particular of the willingness and co-operation we have received from the below named:-

### Hartlepool Borough Council:

The Mayor, Stuart Drummond – Portfolio Holder for Regeneration and Liveability;

Councillor Cath Hill – Portfolio Holder for Children's Services;

Lynda Igoe – Principal Housing Advice Officer;

Siobhan Rafferty – Supported Housing Co-ordinator;

Jim Murdoch – Head of Business Unit (Young Persons);

John Robinson – Children's Fund Manager;

Tracey Rudd – Benefits Liaison Officer;

Ian Wakefield – Team Manager.

### External Representatives:

Iain Wright – Member of Parliament for Hartlepool;

Kelly Goulding – Participation Officer, Barnardos;

Leigh Bradley – Participation Officer, Barnardos;

Judith Kelsey – Hartlepool Young Voices;

Beth Hawkrige – DCSM (Participation), Barnardos;

Jill Bousfield – Hartlepool Young Voices;

Lindsey Holmes – Hartlepool Young Voices;

Peter Gowland – Project Development Officer, HVDA;

Michelle Summersgill – Supported Living Manager, Housing Hartlepool;

Caroline Wood – Housing Options Manager, Stockton-on-Tees Borough Council;

Lynn Sparrey – Modernisation Manager, Stockton-on-Tees Borough Council;

Derek Brown – Manager, St Paul's Project;

Sylvia Tiplady – St Paul's Project;

John Brunetti – Manager, Gainford House;

Nicola Dent – Project Worker, Gainford House;

Anthony Preston – Client Representative, Gainford House;

The staff and residents from Scott Grange, St Paul's and Gainford House who welcomed Members and provided evidence during the site visits held on 11 March 2009.

**COUNCILLOR JANE SHAW  
CHAIR OF THE CHILDREN'S SERVICES SCRUTINY FORUM**

**April 2009**

**Contact Officer:** James Walsh – Scrutiny Support Officer  
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**BACKGROUND PAPERS**

The following background papers were consulted or referred to in the preparation of this report:-

- (a) Department for Communities and Local Government (2006) *Homelessness Code of Guidance for Local Authorities*, Available from: <http://www.communities.gov.uk/documents/housing/pdf/152056.pdf> (Accessed 4 December 2008).
- (b) Joseph Rowntree Foundation (2008) *Housing Choices and Issues for Young People in the UK*, Available from: <http://www.jrf.org.uk/bookshop/eBooks/2220-homelessness-young-people.pdf> (Accessed 20 November 2008).

- (c) Children and Young Persons Act 2008 (c. 23), Available from: [http://www.opsi.gov.uk/acts/acts2008/ukpga\\_20080023\\_en\\_1](http://www.opsi.gov.uk/acts/acts2008/ukpga_20080023_en_1) (Accessed 3 December 2008).
- (d) Children (Leaving Care) Act 2000 (c. 35), Available from: [http://www.opsi.gov.uk/Acts/acts2000/ukpga\\_20000035\\_en\\_1](http://www.opsi.gov.uk/Acts/acts2000/ukpga_20000035_en_1) (Accessed 3 December 2008).
- (e) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Scoping Report,' presented at the meeting of the Children's Services Scrutiny Forum of 13 January 2009.
- (f) Written evidence of Hartlepool Young Voices entitled 'Appropriate Accommodation for Homeless Young People for Whatever Reason,' presented at the meeting of the Children's Services Scrutiny Forum of 13 January 2009.
- (g) YMCA (2008) *Breaking it Down: Developing Whole-Family Approaches to Youth Homelessness*, Available from: [http://www.ymca.org.uk/SITE/UPLOAD/DOCUMENT/Breaking\\_it\\_Down.pdf](http://www.ymca.org.uk/SITE/UPLOAD/DOCUMENT/Breaking_it_Down.pdf) (Accessed 5 January 2009).
- (h) Ford, J., Rugg, J., Burrows, R. (2002) 'Conceptualising the Contemporary Role of Housing in the Transition to Adult Life in England', *Urban Studies*, Volume 39, Number 13, 2002, pages 2455-2467.
- (i) Joseph Rowntree Foundation (2008) *Youth Homelessness in the UK: A Decade of Progress?*, Available from: <http://www.jrf.org.uk/bookshop/eBooks/2220-homelessness-young-people.pdf> (Accessed 3 December 2008).
- (j) Children (Leaving Care) Act 2000 (c. 35), Available from: [http://www.opsi.gov.uk/Acts/acts2000/ukpga\\_20000035\\_en\\_1](http://www.opsi.gov.uk/Acts/acts2000/ukpga_20000035_en_1) (Accessed 3 December 2008).
- (k) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Setting the Scene – Covering Report,' presented at the meeting of the Children's Services Scrutiny Forum of 27 January 2009.
- (l) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Evidence from the Authority's Portfolio Holder for Regeneration and Liveability and Portfolio Holder for Children's Services – Covering Report,' presented at the meeting of the Children's Services Scrutiny Forum of 27 January 2009.
- (m) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever

Reason – Evidence on the Reasons Behind Youth Homelessness – Covering Report,’ presented at the meeting of the Children’s Services Scrutiny Forum of 27 January 2009.

- (n) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Evidence from Housing Hartlepool and Nightstop Hartlepool – Covering Report,’ presented at the meeting of the Children’s Services Scrutiny Forum of 3 March 2009.
- (o) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Evidence on the Benefits and Financial Support Available for Young People – Covering Report,’ presented at the meeting of the Children’s Services Scrutiny Forum of 3 March 2009.
- (p) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Evidence from Stockton-on-Tees Borough Council – Covering Report,’ presented at the meeting of the Children’s Services Scrutiny Forum of 24 March 2009.
- (q) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Evidence from Housing Hartlepool – Covering Report,’ presented at the meeting of the Children’s Services Scrutiny Forum of 24 March 2009.
- (r) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Appropriate Accommodation for Homeless Young People for Whatever Reason – Evidence on Supported Accommodation – Covering Report,’ presented at the meeting of the Children’s Services Scrutiny Forum of 24 March 2009.
- (s) Report of the Head of Business Unit (Young Persons) entitled ‘Homeless Young People,’ presented at the meeting of the Children’s Services Scrutiny Forum of 24 March 2009.
- (t) Department for Communities and Local Government (2008), *No one Left Out: Communities Ending Rough Sleeping*, Available from: <http://www.communities.gov.uk/documents/housing/pdf/endingroughsleeping> (Accessed 1 April 2009).
- (u) Minutes of the Children’s Services Scrutiny Forum of 21 July 2008, 13 January 2009, 27 January 2009, 3 March 2009 and 24 March 2009.



# CABINET REPORT

27 July 2009



**Report of:** Director of Children's Services and Director of Regeneration and Planning Services

**Subject:** SCRUTINY INVESTIGATION INTO 'APPROPRIATE ACCOMMODATION FOR HOMELESS YOUNG PEOPLE FOR WHATEVER REASON' – ACTION PLAN

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Children's Services Scrutiny Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason'.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into 'Appropriate Accommodation for Homeless Young People for Whatever Reason' scrutiny investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

### 3. RELEVANCE TO CABINET

- 3.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Children's Services Scrutiny Forum, attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).

**4. TYPE OF DECISION**

- 4.1 Non-Key.

**5. DECISION MAKING ROUTE**

- 5.1 The Action Plan and the progress of its implementation will be reported to the Children's Services Scrutiny Forum on 25 August 2009 (subject to availability of the appropriate Portfolio Holder(s)).

**6. DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Children's Services Scrutiny Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason'.

**Report of:** Director of Children's Services and Director of Regeneration and Planning Services

**Subject:** SCRUTINY INVESTIGATION INTO 'APPROPRIATE ACCOMMODATION FOR HOMELESS YOUNG PEOPLE FOR WHATEVER REASON' – ACTION PLAN

---

## **1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Children's Services Scrutiny Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason'.

## **2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Children's Services Scrutiny Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason', attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).
- 2.2 The overall aim of the investigation was to review the role and responsibility of Hartlepool Borough Council in tackling youth homelessness, with reference to all young people and the information and provision of appropriate accommodation available to them.

## **3. ACTION PLAN**

- 3.1 As a result of the Children's Services Scrutiny Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason', the following recommendations have been made:-
- (a) That supported accommodation providers be encouraged to set up more facilities in the Town, although before this occurs:-
    - (i) Residents in an area where a scheme is planned be properly consulted and reassured that supported accommodation is not only beneficial, but is to be encouraged;

- (ii) Any scheme should include the provision of at least one if not two emergency beds or 'crash pads'.
  - (b) That support is given to assist young people in the transition into independent living;
  - (c) That the Children's Services and the Regeneration and Planning Services Departments examine Stockton-on-Tees Borough Council's 'Homelessness Strategy 2008-2011' and:-
    - (i) Adopt those examples of good practice which can assist the tackling of youth homelessness in Hartlepool; and
    - (ii) Where partnership funding is insufficient for the creation of supported accommodation in Hartlepool, that the Council allocates additional resources.
  - (d) That during the planning stages for new housing developments in Hartlepool:-
    - (i) Consideration be given to appropriate accommodation for young people; and
    - (ii) Young people are consulted about accommodation that would be appropriate for their needs.
- 3.2 An Action-Plan in response to these recommendations has now been produced in consultation with the appropriate Portfolio Holder(s) and is attached at **Appendix A** which is to be submitted to the Children's Services Scrutiny Forum on 25 August 2009 (subject to the availability of appropriate Portfolio Holder(s)).

#### 4. RECOMMENDATION

- 4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Children's Services Scrutiny Forum's investigation into 'Appropriate Accommodation for Homeless Young People for Whatever Reason'.

# OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

## 9.2 Appendix A

**NAME OF FORUM:** Children's Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Appropriate Accommodation for Homeless Young People for Whatever Reason

**DECISION MAKING DATE OF FINAL REPORT:** 27 July 2009

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(a) That supported accommodation providers be encouraged to set up more facilities in the Town, although before this occurs:-  (i) Residents in an area where a scheme is planned be properly consulted and reassured that supported accommodation is not only beneficial, but is to be encouraged;  (ii) Any scheme should include the provision of at least one if not two emergency beds or 'crash pads'.	Discussions take place as part of the Business Transformation Programme to explore the viability of converting existing Council owned property into appropriate supported accommodation for young people.	Potential budget pressure should viable properties be indentified.	Jim Murdoch	March 2011
	Advice and guidance on recommended consultation methods to be developed and supplied to supported accommodation providers prior to the development of a scheme.	None	Jim Murdoch, Lynda Igoe	January 2010
	The success of the 'crash pad' at Gainford House will be reviewed as part of the Supporting People review and evidenced as good practice for	None	Lynda Igoe	April 2012

# OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

## 9.2 Appendix A

**NAME OF FORUM:** Children's Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Appropriate Accommodation for Homeless Young People for Whatever Reason

**DECISION MAKING DATE OF FINAL REPORT:** 27 July 2009

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE	
	existing / future schemes to encourage further provision.				
(b)	That support is given to assist young people in the transition into independent living.	Specific housing needs will be identified for each young person leaving care via their Pathway Plan	None	Jim Murdoch	Currently achieved
		Trends of need to be reported and used in planning for new provision	None	Jim Murdoch	September 2009 and thence six-monthly
		Create and maintain a directory of all housing providers.	Included in post below	Jim Murdoch, Lynda Igoe	December 2009
		The viability of the jointly funded Young Person's Accommodation Officer (currently temporary) being reviewed as a permanent appointment.	Possible budget pressure to increase current provision to £35,000 [gross cost] per year, funded jointly by	Jim Murdoch, Lynda Igoe, Danny Dunleavey	October 2009

**NAME OF FORUM:** Children's Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Appropriate Accommodation for Homeless Young People for Whatever Reason

**DECISION MAKING DATE OF FINAL REPORT:** 27 July 2009

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE	
		Children's Services and Regeneration and Planning Services Departments  Provide out of hours telephone access for urgent advice to Care Leavers	£3,038 to be funded from within current budget	Jim Murdoch	September 2009
(c)	That the Children's Services and the Regeneration and Planning Services Departments examine Stockton-on-Tees Borough Council's 'Homelessness Strategy 2008-2011' and:-  (i) Adopt those examples of good practice which can assist the tackling of youth homelessness in Hartlepool; and	Hartlepool's Homelessness Strategy is currently being reviewed and will be produced for 2009-12 presented to Cabinet for approval by March 2010. The prevention of homelessness amongst young people is key within our existing strategy and will continue to be a high priority, any identified good practice will be incorporated.	Not Applicable	Lynda Igoe	March 2010

**NAME OF FORUM:** Children's Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Appropriate Accommodation for Homeless Young People for Whatever Reason

**DECISION MAKING DATE OF FINAL REPORT: 27 July 2009**

RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	(ii) Where partnership funding is insufficient for the creation of supported accommodation in Hartlepool, that the Council allocates additional resources.	Funding will be applied for from Supporting People and the Council's budget process as appropriate.	Significant	Penny Garner-Carpenter, Jim Murdoch	Scheme dependant
(d)	That during the planning stages for new housing developments in Hartlepool:-  (i) Consideration be given to appropriate accommodation for young people; and  (ii) Young people are consulted about	The Strategic Housing Market Assessment was completed in Hartlepool in 2007 and throughout the sub region in January 2009, and the needs and aspirations of young people are specifically taken into account. This will be a key feature in future assessments which are carried out approximately every three years.  In addition to (d)(ii) and as part of recommendation (a), that	Not Applicable	Penny Garner-Carpenter	January 2011
	(ii) Young people are consulted about	In addition to (d)(ii) and as part of recommendation (a), that	To be funded within existing	Jim Murdoch, Lynda Igoe	March 2011



## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

## 9.2 Appendix A

**NAME OF FORUM:** Children's Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** Appropriate Accommodation for Homeless Young People for Whatever Reason

**DECISION MAKING DATE OF FINAL REPORT:** 27 July 2009

RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	accommodation that would be appropriate for their needs.	consideration will be given to the training of young people to be involved in the conversion of existing Council buildings to supported accommodation provision.	budget		

# **CABINET REPORT**

**27 July 2009**



**Report of:** Neighbourhood Services Scrutiny Forum

**Subject: FINAL REPORT – COASTAL DEFENCES AND SHORELINE MANAGEMENT IN HARTLEPOOL**

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## **SUMMARY**

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

- 1.1 The purpose of this report is to outline the findings and conclusions of the Neighbourhood Services Scrutiny Forum's investigation into 'Coastal Defences and Shoreline Management in Hartlepool'.

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

- 2.1 The Final Report outlines the overall aim of the scrutiny investigation, terms of reference, methods of investigation, findings, conclusions, and subsequent recommendations.

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

- 3.1 It is Cabinet's decision to approve the recommendations in this report.

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

- 4.1 This is a Non-key decision.

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

- 5.1 The final report was approved by Scrutiny Co-ordinating Committee on 24 April 2009. Cabinet is requested to consider, and approve, the report at today's meeting.

### **6. DECISION(S) REQUIRED**

- 6.1 Cabinet is requested to approve the recommendations outlined in section 14.1 of the bound report, which is attached to the back of the papers for this meeting.



# **NEIGHBOURHOOD SERVICES SCRUTINY FORUM** **FINAL REPORT** **COASTAL DEFENCES AND SHORELINE MANAGEMENT** **IN HARTLEPOOL**

July 2009

# **CABINET**

## **27 July 2009**



**Report of:** Neighbourhood Services Scrutiny Forum

**Subject:** FINAL REPORT – COASTAL DEFENCES AND SHORELINE MANAGEMENT IN HARTLEPOOL

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

- 1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into Coastal Defences and Shoreline Management in Hartlepool.

### **2. SETTING THE SCENE**

- 2.1 At the meeting of the Neighbourhood Services Scrutiny Forum of 11 July 2008, Members determined their Work Programme for the 2008/09 Municipal Year. The topic of 'Coastal Defences and Shoreline Management in Hartlepool' was agreed as the second topic for investigation for the Forum's 2008/09 work programme. This investigation was conducted over a shorter period of time than usual; hence the approach adopted gathered evidence from key stakeholders only.
- 2.2 Hartlepool has 9.6km (6 miles) of coast line which is made up of both Council land and privately owned land with one length of coast protection structure in shared ownership with PD Ports who make a contribution to the maintenance and repair of the structure. The basic structure of the coast determines the use of the coast, the interest in the coast and the associated risks and therefore this all influences the management of the shoreline. The geology of the coastline provides the opportunity for education, awareness and scientific research as to how the environment has changed. This awareness underpins the understanding of how the coast works and how it may develop in the future.
- 2.3 The Coast Protection Act 1949, established the regulatory framework for England's coastline and the Coast Protection Authorities all around the coast. Hartlepool Borough Council is the designated Coast Protection Authority which "shall have such powers and perform such duties in

connection with the protection of land” to ensure the adequate ‘coast protection’ of the Borough.

- 2.4 By way of background information, Shoreline Management is a broad term used for the subject areas of coastal processes and sea defences. Shoreline management is an essential element of coastal protection and development.
- 2.5 A coast protection structure is a structure that protects the land from eroding due to the action of the sea. This happens where the natural land form is higher than high tide levels and if left unprotected would erode and wash away over a period of time. The statutory duty for coast protection rests with the Local Authority who also has permissive powers to deal with privately owned structures.
- 2.6 A sea defence is defined as a barrier between the sea and the land, which acts as a defence from flooding of land where the natural land form is below the high tide levels and would flood from the sea if left undefended. For example, rock armour or a sea wall. Natural formations can also act as sea defences, for example, sand dunes and salt marshes, which have now become more widely recognised. The statutory duty for sea defence rests with the Environment Agency, not the local authority. However, there are not many sea defence structures in Hartlepool.
- 2.7 A coast defence structure provides protection against both flooding and erosion. Most of the structures that Hartlepool Borough Council are responsible for are of this type. Historically, where there is this dual role, the Council has led on project / maintenance issues to ensure that the requirements and priorities of Hartlepool were best met.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

- 3.1 The overall aim of the scrutiny investigation was to investigate the problems caused by coastal erosion to Hartlepool’s coastline and assess the long term viability of the existing sea defences evaluating how shoreline management and strategy studies can help prevent future coastal erosion.

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

- 4.1 The following Terms of Reference for the investigation were as outlined below:-
  - (a) To identify areas of coastal erosion along Hartlepool’s coastline;
  - (b) To identify the problems and risks associated with coastal erosion along Hartlepool’s coastline;
  - (c) To examine the existing coastal defences to assess their effectiveness and long term viability;

- (d) To examine the financial implications to Hartlepool Borough Council of maintaining its coast protection / defence structures;
- (e) To examine local plans / strategies of relevance to evaluate the Council's approach to shoreline management and how these, along with risk management can prevent future coastal erosion;
- (f) To compare Hartlepool's approach to shoreline management with other local authorities / organisations by consulting to seek good practice; and
- (g) To consult with key stakeholders on the Council's approach to shoreline management.

## **5. MEMBERSHIP OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

### **5.1 Membership of the Neighbourhood Services Scrutiny Forum for the 2008/9 Municipal Year was as outlined below:-**

Councillors Akers-Belcher (Chair), Barker, R W Cook, Coward, Cranney, Fleming, McKenna (Vice – Chair), Worthy and Wright

Resident Representatives: Mary Green, John Cambridge and Brenda Loynes

## **6. METHODS OF INVESTIGATION**

### **6.1 The Members of the Neighbourhood Services Scrutiny Forum met formally from the 19 January 2009 to 14 April 2009 to discuss and receive evidence directly relating to their investigation into Coastal Defences and Shoreline Management in Hartlepool. A detailed record of these meetings is available from the Council's Democratic Services or via the Hartlepool Borough Council website.**

### **6.2 A brief summary of the methods of investigation are outlined below:-**

- (a) Presentations and reports from Hartlepool Borough Council Officers;
- (b) Evidence from the Portfolio Holder for Neighbourhoods and Communities;
- (c) Evidence from the Environment Agency;
- (d) Evidence from Scarborough Borough Council;
- (e) Evidence from Scott Wilson Consultancy Firm; and
- (f) Site visit by Members to a selection of coastal defences in Hartlepool.

## FINDINGS

### **7. COUNCIL'S CURRENT APPROACH TO COASTAL PROTECTION AND SHORELINE MANAGEMENT**

- 7.1 In relation to the issues associated with the current approach to coastal protection and shoreline management, Members received evidence from a variety of sources as outlined below:

#### **Evidence from the Authority's Portfolio Holder for Neighbourhoods and Communities**

- 7.2 The Forum was pleased to receive evidence from the Authority's Portfolio Holder for Neighbourhoods and Communities relating to the Council's approach to the protection of Hartlepool's coastline, his views are summarised below:

- (a) Hartlepool Borough Council is the Coast Protection Authority and has responsibility for all coast protection work along with the responsibility for the maintenance / repair of all coast protection structures that the Council owns. All lengths of coastline also have to be inspected in line with the Environment Agency's High Level Targets.
- (b) Hartlepool's current approach to coastal protection and shoreline management is dictated by the Environment Agency's hierarchical approach that starts with a broad based strategy document called the Shoreline Management Plan (SMP). This is followed by more focused documents called Strategy Studies which can lead onto more detailed Project Appraisals if certain criteria are met. This process can be very lengthy but indicates which projects are eligible for grant aid. The outputs of the Headland Strategy Study identified the strategy for the coast protection structures over the next 100 years. However, only one project met the criteria for grant aid, this was the Town Wall project. Members raised concerns that the Headland has life expired assets which need maintaining but there are no prospects of external funding. A conservative estimate for the replacement of these structures is £24m. Members were informed that in response to this position, the Council's coast protection budget, that was £70k, has been increased by £250k per annum and a project strategy will soon be put in place to renew the structures on a gradual basis over a number of years. Although, it will take almost a hundred years to complete.
- (c) In order to prevent the future erosion of Hartlepool's coastline the need to be both proactive and innovative is essential to ensure that grant aid from the Environment Agency is maximised. The Council would have to continue to commit as much funding as it can into the area of coast protection in order to carry out maintenance work in the worst areas before major breaches occur. Members were informed that there are two pieces of major legislation out for consultation that will affect coast

protection and coastal flooding. These propose transferring powers to local authorities and increasing their responsibilities. However, it is not known whether additional central government funding would be available in order to implement the legislation. Therefore, there is a real possibility that this would place even greater financial pressure on local authorities.

- 7.3 Members questioned the Portfolio Holder about how money is made available for urgent works. The Portfolio Holder indicated that funding is sought by applications for grant aid along with any available Council funding. However, Members noted that there are limited projects that can be funded under the banner of grant aid.
- 7.4 The Forum asked the Portfolio Holder to clarify whether there is a Risk Management Strategy in place should the necessary coastal protection improvements not be undertaken. Members were informed that there is a Strategy in place but by not improving the coastal protection would increase the risk.

#### **Evidence from Elected Members of the Scrutiny Forum – Site Visit to Coastal Sites / Defences in Hartlepool**

- 7.5 Members of the Forum thought it would be beneficial to the undertaking of their investigation if they visited a selection of coastal defences in Hartlepool to gain an understanding of coastal erosion. During the course of the site visit Members were shown a variety of sites including the Town Moor Twin Ramps, the Heugh Breakwater, South Pier, Newburn Bridge and Seaton Beacon steps / North Shelter
- 7.6 The site visit took place on 02 March 2009 and the feedback from Members can be summarised as follows:-
- (a) That historical sites, such as the Town Wall cannot be lost and it is therefore essential that they are protected;
  - (b) That the loss of infrastructures, such as the Heugh Breakwater would be disastrous;
  - (c) Members were astonished by the cost of coastal defences; and
  - (d) That some of Hartlepool's coastline is in serious disrepair.

#### **8. COASTAL EROSION ALONG HARTLEPOOL'S COASTLINE AND THE EFFECTIVENESS AND LONG TERM VIABILITY OF EXISTING COASTAL STRUCTURES / DEFENCES**

- 8.1 Members of the Forum were keen to examine the extent of the erosion along Hartlepool's coastline and the effectiveness and viability of the existing structures / defences. The Forum welcomed evidence from the Director of Neighbourhood Services and the Engineering Manager on the extent of the erosion along the coastline.



### Evidence from Hartlepool Borough Council

8.2 The Forum was informed that in terms of erosion the coastline is in major need of repair, with the rising sea levels and loss of sand from the town's beaches leaving sections of the coast in serious danger of collapse. The erosion of Hartlepool's coastline has really deteriorated over the past 5 years.

8.3 Members heard that the North Pier is in danger of suffering a serious collapse and the highest priority for repairs. The Pier needs another £400 - £500k worth of repairs just to stop it disintegrating and placing the Marina infrastructure at risk.

8.4 *Photograph 1: North Pier Inner Wall*



8.5 The Forum was also concerned to hear that if no repair work is carried out to the Town Moor area, then this would lead to the eventual loss of the Town Moor over a 40 to 50 year period. However, if a major breach is to occur, the Town Moor would disappear very quickly.

8.6 Likewise, the Forum was concerned that if no repair work is carried out to the Cemetery area, the coastline up to and including the Cemetery area will continue to erode and over a 50 to 100 year period will disappear.

8.7 The Promenade area in Seaton Carew including the ramps and steps will see a quick closure of assets, unsightly fences and loss of access to beaches if no repair work is carried out to this area.

8.8 *Photograph 2: The Collapse of a Section of the Seaton Carew Promenade*



- 8.9 The above photograph illustrates the serious consequences that can occur as a result of natural causes of coastal erosion. A member of the public walking their dog along the promenade was injured as she stood on the path which suddenly opened beneath her.

## 9. LOCAL PLANS AND STRATEGIES OF RELEVANCE

- 9.1 Members of the Forum heard evidence from the Director of Neighbourhood Services and the Engineering Manager on how local plans and strategies can help prevent the future erosion of Hartlepool's coastline.

### Evidence from Hartlepool Borough Council

- 9.2 Members were informed that the Council has to carry out statutory inspections in line with the Environment Agency's High Level Targets. The Environment Agency has a hierarchy of plans and strategies, starting with the Shoreline Management Plan (SMP), followed by Strategy Studies, Scheme Appraisals and Scheme Construction.
- 9.3 The SMP is a 'living' document which is used by all operating authorities and other organisations, for example, the Environment Agency, Natural England, North York Moors National Park, Durham Heritage Coast and others. The SMP covers a long length of coast line; in Hartlepool's case this covers the coastline from Tynemouth to the Humber. The document considers the planning and implementation of coast protection / sea defences and other

maritime works. The SMP investigates the overall coastal processes and assesses the impacts of these for up to a hundred years. Usually an SMP has a series of outputs and this will include the recommendation for a Strategy Study covering a much smaller length of coastline.

- 9.4 Members were informed that an SMP also focuses on other significant influences such as environmental processes and on the Nature Conservation designated coastal areas, which are special protection areas and Ramsar sites; sites of special scientific interest; sites of nature conservation interest; and regionally important geological sites. These designations severely limit the options that are available for replacement of coast protection works
- 9.5 The current SMP II was adopted by the Council in April 2007 and will be reviewed five years from this date. The SMP splits up the coastline into smaller lengths called management units and the SMP outputs a series of recommendations for each management unit.
- 9.6 For most management units, the SMP output is the recommendation that a Strategy Study be carried out. This study investigates a much smaller length of coastline, typically one or two management units in length. The study looks in detail at the coast line, it can include intrusive testing of existing structures and builds up a complete condition survey and translates this into a life expectancy of all existing structures.
- 9.7 The Strategy Study formulates potential solutions in line with the Environment Agency's criteria for grant aid providing costs over the hundred year period for renewing / repairing existing structures prioritising the highest risk structures. Where a potential scheme meets the Environment Agency's funding criteria, it can recommend seeking funding for a specific scheme appraisal.
- 9.8 Members of the Forum heard that the Headland Strategy Study was an example of a study which was adopted by the Council in February 2006. This had been an output of the first SMP. Following the outputs of the Headland Strategy Study, the only length of coastline that met this cost / benefit criteria on the Headland was the Town Wall. This is now subject to a Scheme Appraisal by Scott Wilson Consultancy and if successful it will be submitted to the Environment Agency for grant aid to construct a protection structure. The current SMP has also recommended a Strategy Study covering Seaton Carew and this is currently being carried out.
- 9.9 After the completion of a Strategy Study, a Scheme Appraisal takes the output of that study and progresses the outline solution into a full cost effective engineering design that can be constructed. Sometimes this type of appraisal will need a hydraulic model. There is a great deal of consultation / agreement with statutory bodies and the design information is formatted in line with the Environment Agency's requirements so that it can be submitted for grant aid.



- 9.10 In order to bid for funds at each of these three stages, officers must put together a formal application document and go to the Environment Agency's Regional headquarters in Leeds. They must make a presentation to a Project Appraisal Board and then be subjected to vigorous questioning by the assembled regional experts. Following this, they are advised if their submission has been successful. Members were pleased to hear that the Council was the first local authority in the country to go through this process and be successful in the award of monies for the Town Wall Project.
- 9.11 The output of a Scheme Appraisal is a submission to the Environment Agency for grant aid called Scheme Construction. If grant aid is approved in principle, then it is a case of waiting for a funding stream provision and waiting until finance is made available. The design and construction details then go out to tender and the preferred tenders are forwarded to the Environment Agency. The Environment Agency will then formally approve the tender price. The grant aid is then confirmed and a contractor is appointed. Construction starts typically up to 5 years after the project is identified and this is based upon a positive response at each stage of the process.
- 9.12 In order to gain approval to all Strategy Studies and Appraisals for schemes over £2m in value, it is necessary to send the submissions to the Environment Agency's national headquarters' in London. Officers will then provide a presentation in London to the National Review Group and as above, be subjected to vigorous questioning by the assembled national experts.
- 9.13 The Forum was updated of the current position in Hartlepool, as outlined below:
- (a) The SMP was approved in 1999;
  - (b) The Headland Strategy Study was approved in February 2006;
  - (c) The SMP II was approved in April 2007;
  - (d) The Seaton Carew Strategy Study commenced in August 2008; and
  - (e) The Town Wall Scheme Appraisal Study commenced in October 2008.

## **10. THE FINANCIAL IMPLICATIONS OF MAINTAINING THE COUNCIL'S COASTAL PROTECTION / DEFENCE STRUCTURES**

- 10.1 Members of the Forum were keen to explore the financial implications that the Council face in maintaining the existing structures and whether additional Government funding can be secured.

## **Evidence from Hartlepool Borough Council**

- 10.2 The current revenue budget for maintenance of the Council's coastal defences is £320k but this has to also clean and maintain becks and watercourses and fulfil the Council's obligations under the Land Drainage Act. This budget also pays for promenade and fencing repairs.
- 10.3 The Forum was informed that the estimated cost to carry out the major work that will secure the long-term future of certain sections of the coastline is almost £41 million. Members expressed serious concerns about this amount and also that if the repairs are not carried out then some of the Town's historical areas would be lost.
- 10.4 In addition to planned maintenance, there has in recent years been an increase in incidences of coast protection breaches that have needed emergency repairs. These have occurred both on the Headland and at Seaton Carew. These breaches typically cost £90k to repair although the one at Seaton Carew did in fact cost approximately £200k including the placement of protective rock armour.
- 10.5 The Forum was informed that there is a real financial burden on the Council that cannot be fully met and in the near future, it is very likely that the Council will suffer a major breach of the coast protection structures that will threaten the stability of land behind them. The favoured and cheapest method of protecting the six miles of coastline that the Council is responsible for is by installing rock armour. However, Members were informed that it costs £10,000 for every 3ft of rock armour.
- 10.6 The cost of repairing certain coastal structures was outlined to the Forum and is detailed below:
- (a) North Pier:
- £600k repair - Stabilise fabric of the structure
  - £2,500k repair – Stabilise plus prevent wave overtopping
  - £17,000k repair – Complete repair and open to the public
- (b) Cemetery Area:
- £120k – Appoint a specialist consultant to consider innovative solutions
- (c) Town Moor Area:
- £2, 600k – Short term repairs, stabilise for 5 to 10 years
  - £21,000k – Reconstruction of structures, protection for 100 years
- (d) Seaton Carew Promenade / Ramps / Steps :
- £1,100k – gradual repairs, lifespan of assets increased to approximately 8 – 10 years

- £2,800k – reconstruction and repair, lifespan of assets increased by approximately 25 years

## **11. GOOD PRACTICE EVIDENCE FROM SCARBOROUGH BOROUGH COUNCIL**

- 11.1 Members of the Forum were very interested in hearing evidence from a good practice Local Authority in order to gain an insight into how they effectively protect their coastline. On this basis, Members of the Forum received evidence from Scarborough Borough Council (SBC) as they have been seen for many years as a lead authority on coastal protection issues, both regionally and nationally, with officers from the Council sitting on many influential groups with concern for coastal issues both at home and abroad.
- 11.2 Scarborough lies along a coastline of approximately 42 miles stretching from Skaithes in the north to Speeton Cliffs in the south, of which 9.5 miles of this coastline is defended by either natural or man-made structures to protect it from the sea. Members were informed that for the original SMP, the north east coastline was split into three units and the length of coastline including Easington / Hartlepool / Redcar and Cleveland was led by Hartlepool. Sunderland led in the north and Scarborough led in the south. These three units were combined for the SMP II and SBC led on this combined project.
- 11.3 SBC confirmed that all coastal authorities are in the same position as the Council regarding the difficulties when trying to access funding as there is only a small national pot of grant funding available for a significant amount of need across the Country. SBC, over the past few years has been successful in attracting grant aid to fund major coastal protection schemes, such as the East Pier, Castle Headland and the Holms, Scarborough, which was completed in 2005 at a cost of £51 million. At the time it was the largest coastal protection scheme underway in Europe.
- 11.4 It was emphasised by SBC that it is important to work from an understanding of how the coast may evolve and make decisions led by objectives working within what may be technically achieved, what may be realistically afforded, and what is environmentally acceptable and sustainable. Coastal protection is about reducing the threat to people and property through long term investment.

## **12. RESPONSIBILITIES OF KEY STAKEHOLDERS TO COASTAL DEFENCES AND SHORELINE MANAGEMENT IN HARTLEPOOL**

- 12.1 Members agreed that a number of important stakeholders should be invited to provide evidence, in relation to the Forum's investigation into Coastal Defences and Shoreline Management in Hartlepool. The evidence of key stakeholders is outlined below.

### **Evidence from the Environment Agency**

- 12.2 A representative from the Environment Agency clarified to Members that the Agency is a public body, with around 60 percent of its funding coming from Central Government, (The Department for Food and Rural Affairs) and the remainder coming from various charging schemes. The Agency is independent of the Government but does work closely with them to get the best possible results for the environment.
- 12.3 In April 2008, the Agency was given coastal supervisory oversight powers and became the lead organisation for all flood and erosion risk management around the coastline of England. The Agency's primary role is to work closely with coastal authorities to develop strategic plans and support the delivery of the plans through grant aid funding and oversee the work carried out.
- 12.4 The national funding allocation from the Agency for all coastal authorities in England is as follows; £53.6m for 2009/10, £49.6m for 2010/11 and £55.7m for 2011/12. Members were informed that the priority system for grant aid operates across 5 outcome measurements and bids are prioritised in accordance with this criteria. Members raised concerns that this amount is not sufficient to satisfy the needs of all coastal authorities in England.

#### **Evidence from Scott Wilson Consultancy Firm**

- 12.5 Scott Wilson is an international consultancy group providing expert, sustainable, integrated solutions to meet the planning, engineering, management and environmental needs across the transportation, property, environment and natural resources market sectors. Scott Wilson are currently acting as consultants for the Council conducting two coastal studies, these are the Seaton Carew Coastal Strategy and the Town Wall Coastal Model Study.
- 12.6 Members were informed that the Seaton Carew Strategy was recommended by the SMP and is required for the strategic management of the coastal defences in the future and to implement solutions for the recent damage to the coastline. The study is being carried out from Newburn Bridge to the Tees Estuary and the current coastal defences in place are rock revetment, vertical seawalls, sand dunes, breakwater and reinforced sand dunes.
- 12.7 The problems that the Council are faced with along the Seaton front are the increased pressure on the existing defences as a result of climate change; the reducing beach levels potentially causing future instability of the coastal defences; future erosion of the dunes; and the maintenance of the existing defences.
- 12.8 The Study will be carried out in three stages, A to C. Stage A is an assessment of the existing condition and performance of the coastal defences. Stage B is a technical and environmental assessment to develop options for the future management of the defences and Stage C is a report which forms the basis of a funding application to Government for grant aid. Currently, the study is at stage A, where the condition of the coastline and performance of the existing defences is being assessed through a range of

site investigations and coastal process studies including data reviews, ground investigations and coastal processes modelling. This study will cost £720k and commenced in August 2008 and should take 15 months to complete.

- 12.9 The other study which Scott Wilson is conducting is the Town Wall Coastal Model Study with the hope that the study will lead to a scheme to improve the existing coastal protection provided by the Town Wall. The study is a recommended output from both the Headland Coastal Strategy Study carried out in 2006 and the SMP in 2007. The Town Wall provides protection to the highway and residential properties behind the Wall from coastal erosion and coastal flooding but is itself at risk from coastal erosion.
- 12.10 Members were informed that the Town Wall is currently in reasonable condition, however, reducing beach levels are leading to stretches of the wall's foundations becoming exposed potentially causing future instability of the wall and wave overtopping during storms, which is likely to become worse in the future with climate change leading to rising sea levels. The Town Wall Study commenced in October 2008 and is currently in Stage A. It will take approximately 24 months to complete with a cost of £470k.
- 12.11 The Forum was pleased to hear that the public and interested organisations have the opportunity to comment and provide input at all stages of the studies. Examples of engagement include:
- (a) Questionnaires at the start of studies requesting information and feedback about issues of concern;
  - (b) Public exhibitions to present work on stage A and collect feedback;
  - (c) Public exhibitions to present work on Stage B (the preferred options), the report will be revised following the exhibition to take account of the feedback; and
  - (d) Public exhibitions to provide information on the outcome of the study.
- 12.12 The Forum noted that over 500 questionnaires had been issued to individuals and organisations for the Town Wall Coastal Model Study and 75 had been returned at the end of February 2009.

### **13. CONCLUSIONS**

- 13.1 The Neighbourhood Services Scrutiny Forum concluded:-
- (a) That it is becoming increasingly difficult for the Council to obtain grant aid for capital projects;
  - (b) That it is impossible for the Council to maintain coast protection assets and public access to the coast without grant aid from the Environment Agency;



- (c) That the process to try and secure grant aid from the Environment Agency is complex and prolonged;
- (d) That even if funding is made available, there is still a very lengthy and prescribed process to actually construct a new structure;
- (e) That there is money available from the Environment Agency but it does not equate to a large amount when all coastal authorities in England can apply for the funding;
- (f) That the coastline needs to be protected to ensure that it is safe for the public to use today but also to ensure that it can still be enjoyed by future generations; and
- (g) That the Officers from the Engineering Department within the Council have a wealth of knowledge on the subject area and are dedicated to their role.

## **14. RECOMMENDATIONS**

14.1 The Neighbourhood Services Scrutiny Forum has taken evidence from a range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are as outlined below:

- (a) That the Portfolio Holder for Neighbourhoods and Communities lobby the Government to increase the funding available for coastal protection works;
- (b) That the Council undertakes a further assessment of the potential funding streams available for coastal protection works and considers whether further funding can be obtained from other sources;
- (c) That the Council continues to promote climate change and involves local residents in raising awareness of the effects it has on Hartlepool's coastline;
- (d) That the Council establishes the potential risks and implications associated with the loss of the Heugh Breakwater infrastructure and communicates this to members of the public to alleviate concerns;
- (e) That the Council continues to evaluate the risks of developing on sites which could potentially be at risk of coastal erosion in order to ensure the sustainability of future building developments and establishes the potential loss of funding in areas where erosion is occurring; and
- (f) That the Council continues to consult extensively with local residents on current / future coastal studies and where appropriate holds such consultation events in the locations covered by the relevant study.

## **15. ACKNOWLEDGEMENTS**

- 15.1 The Forum is grateful to all those who have presented evidence during the course of the Scrutiny Inquiry. We would like to place on record our appreciation for all those witnesses who attended the Forum. In particular the Forum would like to thank the following for their co-operation during the Scrutiny Investigation:-

Hartlepool Borough Council:

Councillor Peter Jackson – Cabinet Member Portfolio Holder for Neighbourhoods and Communities.

Dave Stubbs – Director of Neighbourhood Services

Alastair Smith – Head of Technical Services

Alan Coulson – Engineering Manager

Dave Thompson - Principal Engineer

Dennis Hancock – Senior Engineer

Resident Representatives

External Representatives:

Ian Hodge - Area Flood Risk & Operations Delivery Manager, Environment Agency

Stewart Rowe - Principal Coastal Officer, Scarborough Borough Council

Sally Atkinson – Principal Engineer, Scott Wilson Consultancy Firm

Members of the Public

**COUNCILLOR STEPHEN AKERS-BELCHER  
CHAIR OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

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## **BACKGROUND PAPERS**

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

- (a) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Coastal Defences and Shoreline Management in Hartlepool – Scoping Paper' presented to the Neighbourhood Services Scrutiny Forum of 19 January 2009.
- (b) Report of the Scrutiny Support Officer entitled 'Coastal Defences and Shoreline Management – Setting the Scene Presentation – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 19 January 2009.
- (c) Presentation of the Director of Neighbourhood Services entitled 'Coastal Defences and Shoreline Management in Hartlepool – Setting the Scene' Neighbourhood Services Scrutiny Forum of 19 January 2009.
- (d) Report of the Scrutiny Support Officer entitled 'Condition of the Highways in Hartlepool – Verbal Evidence from the Authority's Portfolio Holder for Neighbourhoods and Communities – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 02 March 2009.
- (e) Report of the Scrutiny Support Officer entitled 'Coastal Defences and Shoreline Management in Hartlepool – Feedback from Site Visit – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 02 March 2009.
- (f) Report of the Scrutiny Support Officer entitled 'Coastal Defences and Shoreline Management in Hartlepool – Evidence from Scarborough Borough Council – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 02 March 2009.
- (g) Report of the Scrutiny Support Officer entitled 'Coastal Defences and Shoreline Management in Hartlepool – Evidence from the Neighbourhood Services Department' presented to the Neighbourhood Services Scrutiny Forum of 02 March 2009.
- (h) Report of the Scrutiny Support Officer entitled 'Coastal Defences and Shoreline Management in Hartlepool – Evidence from Scott Wilson Consultancy Firm' presented to the Neighbourhood Services Scrutiny Forum of 02 March 2009.
- (i) Minutes of the Neighbourhood Services Scrutiny Forum of 19 January 2009, 02 March 2009 and 14 April 2009.

# CABINET REPORT

27 July 2009



**Report of:** Director of Neighbourhood Services

**Subject:** ACTION PLAN – COASTAL DEFENCES AND SHORELINE MANAGEMENT IN HARTLEPOOL

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Neighbourhood Services Scrutiny Forum's investigation into the 'Coastal Defences and Shoreline Management in Hartlepool'.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the 'Coastal Defences and Shoreline Management in Hartlepool' Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

### 3. RELEVANCE TO CABINET

- 3.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Neighbourhood Services Scrutiny Forum, attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).

### 4. TYPE OF DECISION

- 4.1 Non-Key.

### 5. DECISION MAKING ROUTE

- 5.1 The Action Plan and the progress of its implementation will be reported to the Neighbourhood Services Scrutiny Forum on 17 August 2009 (subject to availability of the appropriate Portfolio Holder(s)).

**6. DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Neighbourhood Services Scrutiny Forum's investigation into 'Coastal Defences and Shoreline Management in Hartlepool'.

**Report of:** Director of Neighbourhood Services

**Subject:** SCRUTINY INVESTIGATION INTO 'COASTAL DEFENCES AND SHORELINE MANAGEMENT IN HARTLEPOOL' – ACTION PLAN

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## **1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Neighbourhood Services Scrutiny Forum's investigation into 'Coastal Defences and Shoreline Management in Hartlepool'.

## **2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Neighbourhood Services Scrutiny Forum's investigation into 'Coastal Defences and Shoreline Management in Hartlepool', attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).
- 2.2 The overall aim of the investigation was to investigate the problems caused by coastal erosion to Hartlepool's coastline and assess the long term viability of the existing sea defences evaluating how shoreline management and strategy studies can help prevent future coastal erosion.

## **3. ACTION PLAN**

- 3.1 As a result of the Neighbourhood Services Scrutiny Forum's investigation into 'Coastal Defences and Shoreline Management in Hartlepool', the following recommendations have been made:-
- (a) That the Portfolio Holder for Neighbourhoods and Communities lobby the Government to increase the funding available for coastal protection works;
  - (b) That the Council undertakes a further assessment of the potential funding streams available for coastal protection works and considers whether further funding can be obtained from other sources;

- (c) That the Council continues to promote climate change and involves local residents in raising awareness of the effects it has on Hartlepool's coastline;
- (d) That the Council establishes the potential risks and implications associated with the loss of the Heugh Breakwater infrastructure and communicates this to members of the public to alleviate concerns;
- (e) That the Council continues to evaluate the risks of developing on sites which could potentially be at risk of coastal erosion in order to ensure the sustainability of future building developments and establishes the potential loss of funding in areas where erosion is occurring; and
- (f) That the Council continues to consult extensively with local residents on current / future coastal studies and where appropriate holds such consultation events in the locations covered by the relevant study.

3.2 An Action Plan in response to these recommendations has now been produced in consultation with the appropriate Portfolio Holder(s) and is attached at **Appendix A** which is to be submitted to the Neighbourhood Services Scrutiny Forum on 17 August 2009 (subject to the availability of appropriate Portfolio Holder(s)).

#### 4. RECOMMENDATION

4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Neighbourhood Services Scrutiny Forum's investigation into 'Coastal Defences and Shoreline Management in Hartlepool'.

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: Coastal Defences and Shoreline Management in Hartlepool

DECISION MAKING DATE OF FINAL REPORT: 27 July 2009

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(a)	That the Portfolio Holder for Neighbourhood and Communities lobby the Government to increase the funding available for coastal protection works;	Grant aid is currently managed by the Environment Agency on behalf of DEFRA.  Lobbying can be undertaken at a regional level at Newcastle or at a national level at London as part of the National Review Group meeting (NRG).  Lobbying will have to be undertaken at the correct point in time for each individual project.	Portfolio Holder / Officers making trips to Newcastle / London.  Costs to be met from within existing budget	Alan Coulson / Dennis Hancock	There are specific points in each project where this lobbying can take place. The Seaton Carew Strategy Study will be February / March 2010 and the Town Wall Project will be December 2010.
(b)	That the Council undertakes a further assessment of the potential funding streams available for coastal protection works and considers whether further funding can be obtained from other sources;	Officers will use the networking of the North East Coastal Group (NECG) to explore all potential funding streams that might have the potential to be used for assisting with coast protection works.	This will lead to officers visiting other local authorities to seek advice and to share their experiences and to build up an agenda for best practice for Hartlepool Borough Council. Costs to be met from within	Alan Coulson / Dennis Hancock.	The initial assessment can be completed by December 2009 but there will need to be an ongoing commitment to this action.



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RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
			existing budget	
(c)	<p>That the Council continues to promote climate change and involves local residents in raising awareness of the effects it has on Hartlepool's coastline;</p>	<p>All coast protection studies follow a methodology as set out by DEFRA on behalf of the Government. A key thread that runs through all such studies is the need to strongly include climate change and in particular sea level rise as key drivers for coast protection works.</p> <p>All such studies have an allowance for consultation with many statutory bodies including the public and there are public exhibitions where the awareness of all issues is raised.</p>	<p>Generally, all costs associated with this would be included in the grant award so there would not be any direct costs to Hartlepool Borough Council.</p>	<p>Alan Coulson / Dennis Hancock.</p> <p>Delivery of this action has already started and will be an ongoing commitment for each individual project. Completion of the Seaton Carew Strategy Study will be March 2010 and the Town Wall Project will be December 2010.</p>
(d)	<p>That the Council establishes the potential risks and implications associated with the loss of the Heugh Breakwater infrastructure and communicates this to</p>	<p>The Heugh Breakwater has been examined in some detail as part of both the Headland Strategy Study and the Shoreline Management Plan II.</p> <p>The potential risks and implications</p>	<p>Generally, all costs associated with this would be included in the grant award so there would not be any direct costs to Hartlepool</p>	<p>Alan Coulson / Dennis Hancock.</p> <p>This will be undertaken as part of the public exhibition associated with the Town Wall Project and this</p>

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RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	members of the public to alleviate concerns;	are well understood.  During the forthcoming public exhibition in respect of the Town Wall study, the issue of the breakwater in relation to the Town Wall will be a important part of the consultant's presentation.	Borough Council.		will take place in June 2009.
(e)	That the Council continues to evaluate the risks of developing on sites which could potentially be at risk of coastal erosion in order to ensure the sustainability of future building developments and establishes the potential loss of funding in areas where erosion is occurring; and	The Shoreline Management Plan II that covered the entire Hartlepool coastline determined erosion contours for the next hundred years. These identify parts of the coastline where coastal erosion is likely to occur.  The Strategy Studies which are the next level down in the hierarchical system used by the Environment Agency look at such vulnerable areas in more detail and identify potential solutions.  These studies will assist the planning process in ensuring that	There is the potential for developers to have to include coastal defence measures as part of their proposals.	Alan Coulson / Dennis Hancock.	The Seaton Carew Strategy Study will provide the solutions for the Seaton Carew frontage and this will be available in March 2010.

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RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
		potential developments will be sustainable.			
(f)	That the Council continues to consult extensively with local residents on current / future coastal studies and where appropriate holds such consultation events in the locations covered by the relevant study.	<p>The Seaton Carew public exhibition was held at the Staincliffe Hotel and was well attended by members of the public.</p> <p>The forthcoming public exhibition associated with the Town Wall project will be held at the Borough Hall.</p> <p>All future public exhibitions will be located as near as possible to the areas covered by the studies.</p>	All costs associated with this are included in the grant award so there is no direct cost to Hartlepool Borough Council.	Alan Coulson / Dennis Hancock	The first public exhibition associated with the Seaton Carew Strategy Study took place at the Staincliffe Hotel on 29 <sup>th</sup> April and the one for the Town Wall Project is scheduled for June and will be held at the Borough Hall.