

# CABINET AGENDA



**Monday 26 September 2011**

**at 9.15 a.m.**

**in the Council Chamber,  
Civic Centre, Hartlepool.**

MEMBERS: CABINET:

The Mayor, Stuart Drummond,  
Councillors Brash, Hall, Hargreaves, Hill, Jackson, Payne, Simmons and  
H Thompson.

**1. APOLOGIES FOR ABSENCE**

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

**3. MINUTES**

To receive the Record of Decision in respect of the meeting held on 19 September 2011 (previously circulated)

**4. BUDGET AND POLICY FRAMEWORK**

4.1 Core Strategy Revised Preferred Options Report – *Director of Regeneration and Neighbourhoods*

**5. KEY DECISIONS**

5.1 Selective Licensing of Privately Rented Houses – *Director of Regeneration and Neighbourhoods*

5.2 Future of Neighbourhood Management – *Director of Regeneration and Neighbourhoods*

**6. OTHER ITEMS REQUIRING DECISION**

6.1 Hearty Lives Hartlepool – Younger and Wiser Programme – *Director of Child and Adult Services*

# CABINET REPORT

26<sup>th</sup> September 2011



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

**Subject:** CORE STRATEGY REVISED PREFERRED OPTIONS REPORT

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## SUMMARY

### 1. PURPOSE OF REPORT

1.1 To notify Cabinet of feedback from the public consultation on the revised Core Strategy Preferred Options Report, to highlight changes in national planning policy which will impact on the preparation of the Core Strategy and to set out the officer recommendations on key policy issues in relation to the Core Strategy Publication document.

### 2. SUMMARY OF CONTENTS

2.1 The report summarises the feedback from the public consultation stage of the second Core Strategy Preferred Options which was carried out between November 2010 and February 2011 highlighting the main issues of concern and support.

2.2 The report then sets out recent changes to Government policy which will impact on the preparation of the Core Strategy, in particular the abolition of the Regional Spatial Strategy. Key policy issues are then discussed in greater detail. In the light of this information and officer advice, the report seeks Cabinet guidance on the recommendations put forward by officers.

### 3. RELEVANCE TO CABINET

3.1 The Core Strategy sets the strategic planning framework for the town over the next fifteen years and will impact across a number of Portfolios.

**4. TYPE OF DECISION**

- 4.1 The Core Strategy forms part of the plans and strategies which together comprise the Development Plan and are part of the Council's budget and policy framework.

**5. DECISION MAKING ROUTE**

- 5.1 Cabinet 26<sup>th</sup> September 2011.

**6. DECISION(S) REQUIRED**

- 6.1 Members are requested to:-

- i. Note the feedback from the formal public consultation on the second Preferred Options document.
- ii. Indicate its views in relation to key policy areas set out in the report.
- iii. Instruct officers to progress work on the preparation of the Publication Stage of the Core Strategy in light of the Cabinet's views on ii.

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## **1. PURPOSE OF REPORT**

- 1.1 To notify Cabinet of feedback from the public consultation on the second Core Strategy Preferred Options Report, to highlight changes in national planning policy which will impact on the preparation of the Core Strategy and to set out the officer recommendations on key policy issues in relation to the Core Strategy Publication document.

## **2. BACKGROUND**

- 2.1 In September 2010 Cabinet received a report detailing feedback from formal consultation on the first Core Strategy Preferred Options document. Cabinet was also notified of emerging policy changes following a change of national government. In the light of this information Cabinet decided to revisit the Preferred Options stage of the Core Strategy.
- 2.2 The Core Strategy is the key Development Plan Document within the Local Development Framework setting the spatial vision, strategic objectives and core policies for the town for the next 15 years. It will provide the delivery mechanism for the 2008 Sustainable Community Strategy and other plans and strategies of the Council in as far as they relate to the use and development of land, and it will provide a policy framework to support the development management and control process.

## **3. PROGRESSING THE CORE STRATEGY**

- 3.1 In terms of progress towards adoption, the Core Strategy has previously been through the Issues and Options stage and two Preferred Options consultations. The next step is to prepare the Publication document. Having been through these previous stages and taking account of extensive feedback and comments from statutory bodies, stakeholders and the local community, the Publication document represents the Council's agreed policy position. Although it is subject to a further statutory period of consultation, policies would not be expected to change significantly after this. Following consultation, the Publication document is then submitted to the Secretary of State who will appoint an independent Inspector to assess the plan for 'soundness' and consider representations and objections to the plan. An Examination in Public (EIP) will be held to allow key policy proposals to be

debated in greater detail with invited objectors and supporters being able to present their case.

- 3.2 In terms of indicative timescales, it is expected that the Publication document will be presented to Cabinet in January 2012 and following a 6 week consultation period, will be submitted to the Secretary of State in March/April. The EIP is anticipated to be held within 3 to 4 months of submission and if found to be sound, the Core Strategy could be adopted before the end of 2012.

#### 4. NATIONAL POLICY CONSIDERATIONS

- 4.1 The Core Strategy is required to reflect national and regional policy and as with previous stages the Council needs to be mindful of major changes in government policy which have been developing since the last election. The most significant of these are as follows:-

- **The proposed revocation of the Regional Spatial Strategy (RSS).** This will mean local authorities will no longer need to take account of the policies within the RSS. This has implications in particular in relation to the delivery of housing targets and Councils are free to set their own targets. Implications for Hartlepool are considered in detail later in this report. Until the Localism Act comes into force, the RSS remains in place. It is expected, however, that by the time the Core Strategy is published, the RSS will have been revoked. Therefore the locally set, housing targets set out within the 2<sup>nd</sup> Preferred Options document will be carried forward into the Publication document., These figures will be backed up by a refreshed evidence base within the Publication document.
- **The introduction of Enterprise Zones.** Enterprise Zones have been introduced by the government as a means of encouraging and supporting economic growth. Sites in Hartlepool have been identified for Enterprise Zone status as part of the approved Tees Valley Enterprise Zone Scheme. The Zones will include a combination of financial incentives and relaxed planning controls. The relaxation in planning controls are likely to be introduced through individual Local Development Orders, however, these Zones will need to be reflected within the Core Strategy.
- **A new National Planning Policy Framework (NPPF).** The Government has recently produced a draft NPPF which seeks to simplify national planning guidance. The NPPF will eventually replace current guidance included within a raft of Planning Policy Statements (PPS's and Planning Policy Guidance notes (PPG's)). Whilst the details are still under consultation, the Government's stated intention is to support sustainable economic and housing growth. This stance is reinforced by the publication of a further draft document, 'Positive Planning: a new focus on driving economic development' which establishes the presumption in favour of sustainable development and encourages local authorities to plan positively for new development. The NPPF emphasises the importance of

a 'plan led' approach and encourages plans to be flexible to respond to changing circumstances. Development must be sustainable and reflect local circumstances and be supported by evidence.

- **Neighbourhood Planning.** Also reflecting the Localism agenda, this makes provision for communities to shape their own area through Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build. These give communities greater control over what happens in their area and, providing they have majority support through a local referendum, enable them to secure planning permission for specific developments on specific sites. Although the development of Neighbourhood Plans do not affect the production of the Core Strategy they can set planning policies for a local area, however, they must be in compliance with the Core Strategy and should be developed to support growth rather than be used as a mechanism to prevent development.

## 5. EVIDENCE BASE

5.1 Policies within the Core Strategy must be informed by a strong evidence base, without which the plan could be deemed to be unsound by the Inspector. Considerable work has been put into developing the evidence base with the following documents having been produced to inform and support the Preferred Options:-

- Hartlepool and Tees Valley Strategic Housing Market Assessments (SHMAs)(2007 & 2008)
- Strategic Housing Land Availability Assessment (SHLAA) (2010)
- 5 Year Housing Land Supply (2009)
- Housing Economic Viability Assessment (2009)
- PPG17 Open Space Assessment (2008)
- Employment Land Review (2008)
- Tees Valley Green Infrastructure Strategy (2008)
- Strategic Flood Risk Assessment (2007 & 2010)
- Hartlepool Retail Study (2009)
- The Central Area Investment Framework (2009)

5.2 Three additional evidence reports were subsequently prepared providing further clarification on housing requirements and delivery:-

- Future Housing Provision in the Borough for the Next 15 Years (September 2010)

The revocation of the Regional Spatial Strategy means that the Council will be able to set its own locally derived future housing provision, based on local evidence rather than being "prescribed" to by a regional planning body. Taking the previous Preferred Options consultation into consideration and following a review of past and recent housing performance, the Council has revised its future housing targets for the Borough. The proposed housing provision over the next 15 years takes into consideration the overall ambition of the

Government, the additional housing need arising from newly forming households over the next 15 years and projected need arising from economic growth. This ambition and housing need takes account of the current capacity of house builders in the Borough and the current weak national and local housing market in its phasing and overall housing numbers. The net annual housing completion target for the Borough as identified in the RSS of 395 has been reduced to 320 which is considered to be a more achievable target.

*Note: the actual net completions achieved in 2010/11 was 310.*

- Executive Housing Need in the Borough (November 2010)  
This report draws together the various sources of evidence to establish the current need for executive housing in the Borough and provide an estimate of the future provision needed over the next 15 years. The report concludes that there is a need for the Borough Council to allocate specific executive housing sites in appropriate locations in the Borough, to the west of the urban area.
- Housing Implementation Strategy (November 2010)  
The Housing Implementation Strategy (HIS) sets out the Borough Council's proposed approach to managing the delivery of new housing over the next 15 years.

- 5.3 With the revocation of the Regional Spatial Strategy there would be a policy void in relation to renewable energy as there had been no specific policies included in the initial Preferred Options report. The RSS set strict targets on providing renewable or decentralised energy for some new developments. To support policies included in the revised Preferred Options document, a Renewable Energy Technical Paper was produced by the Council in November. This provides the basis for securing a minimum requirement of 10% renewable or decentralised energy provision on major applications.
- 5.4 Officers are continuing to review and refresh the evidence base to ensure that this is as up to date as possible when the Core Strategy is published. To this end a review of the Tees Valley Strategic Housing Market Assessment is currently being carried out. In addition, there is a requirement to prepare a Local Infrastructure Plan (LIP) which identifies the elements of key infrastructure (eg transport, utilities, green infrastructure, education and health provision) which need to be provided to support the delivery of the Core Strategy. A draft version of this is currently being consulted on with key service providers and stakeholders and will be presented to Cabinet for approval in due course. A peer review of the document will also be undertaken, free of charge, by the Planning Advisory Service (PAS) who will do an independent assessment of our evidence base and provide us with a report to be used internally.

## 6. CONSULTATION FEEDBACK

- 6.1 The second consultation period ran from 29<sup>th</sup> November 2010 to 11<sup>th</sup> February 2011. The second Preferred Options document along with its accompanying Sustainability Appraisal and Habitats Regulations Assessment was widely consulted upon. The consultation included a range of measures including distributing letters to all Hartlepool residents, statutory consultees and other stakeholders, attending meetings with key interest and community groups; attendance at Neighbourhood Consultative Forums, Neighbourhood Action Plan (NAP) Forums, the Chamber of Commerce, the Economic Forum and other local group meetings; staffed and unstaffed exhibition stands in libraries, Middleton Grange Shopping Centre, supermarkets and other local venues across the Borough. (**Appendix 1** sets out the consultation event schedule).
- 6.2 The consultation period generated 1241 responses in total, 1198 of which were from individual Hartlepool residents and residents relatives living outside the Borough and the remaining 43 were from a variety of other stakeholders including Parish Councils, Residents Associations, Statutory Consultees, developers/consultancies, nature groups and other interest groups. All responses have been copied into two documents which are available to view on line using the following links:
- [http://www.hartlepool.gov.uk/downloads/file/7368/responses\\_received\\_to\\_2nd\\_preferred\\_options\\_core\\_strategy\\_excluding\\_cs8\\_new\\_housing\\_provision\\_comments](http://www.hartlepool.gov.uk/downloads/file/7368/responses_received_to_2nd_preferred_options_core_strategy_excluding_cs8_new_housing_provision_comments)
- [http://www.hartlepool.gov.uk/downloads/file/7585/responses\\_received\\_to\\_policy\\_cs8\\_of\\_the\\_2nd\\_preferred\\_options\\_core\\_strategy](http://www.hartlepool.gov.uk/downloads/file/7585/responses_received_to_policy_cs8_of_the_2nd_preferred_options_core_strategy)
- 6.3 These responses have been summarised and are attached to this report as **Appendix 2**. A detailed Consultation Statement will be prepared for the Publication stage in line with the Planning Regulations which will set out in detail how the Councils will respond to these submissions.

## 7. CONSIDERATION OF ISSUES

- 7.1 In taking forward the Core Strategy it will be necessary to reflect the emphasis being placed by the Government in supporting development and growth including the presumption in favour of sustainable development. The emerging National Planning Policy Framework recognises the importance of ensuring that development is sustainable, but plans should be flexible and responsive to local circumstances.
- 7.2 The policies included within The Preferred Options plan would in general conform to this approach, with sites identified which will support housing growth and need, and encourage economic development. Emphasis on supporting and protecting the vitality of the town centre is also reflective of the NPPF.



- 7.3 The Preferred Options report identified 29 policies under 7 themes. These themes related to an overall Locational Strategy, Minimising and Adapting to Climate Change, New Development, Housing, Strengthening the Local Economy, Environment and Transport. The themes were the same as those identified in the earlier Preferred Options report, but following consultation feedback from the previous stage, the number of policies was increased. In addition the level of detail included in some of the policies was greater, in order to provide greater clarity and guidance. Feedback from the second consultation in general tended to support this approach.
- 7.4 General consultation feedback is summarised **Appendix 2** of this report. It is fair to say that the vast majority of responses received related to the identification and location of sites for housing, particularly those at Claxton (south western extension), Tunstall Farm and Quarry Farm. There were also a significant number of concerns raised in relation to the proposed eco industries allocation at Graythorp. Issues relating to these sites along with other key issues are discussed in detail below.
- 7.5 Many of the issues raised related to drafting and wording of the document. These ranged from requests to change the emphasis of text or inclusion of specific points, to comments on the specific details of policies. Since the closure of the second consultation period, officers have continued dialogue with site developers, owners and/or agents and some statutory consultees to gain a better understanding of their representations and to discuss how issues and objections raised could be addressed. Meetings have also been held with objectors and/or their representatives to allow them clarify their concerns.
- 7.6 The main issues that need to be considered in preparing the Publication document are set out below:-
- i) **Hartlepool Docks** – Hartlepool Docks/Victoria Harbour is identified as a site for employment development within the locational strategy, in particular for specialist port and port-related activities. This reflected a change in emphasis away from previous attempts to secure a mixed-use scheme developed in line with an agreed master plan and associated Supplementary Planning Guidance. The proposed allocation also recognised the opportunities and ongoing attempts to secure major investment in the site through offshore wind and renewable energy development. PD Ports objected to the exclusion of the mixed use elements to their site in consultation on the first Preferred Options document, and have restated this objection in relation to the second Preferred Options document. PD Ports continue to wish to see the Victoria Harbour area promoted as a strategic site for mixed uses including port related uses, general employment, commercial leisure and residential although they acknowledge that this would not be at the scale originally envisaged. They wish to see areas of land towards the west and south of their site developed for housing. Amounting to approximately 20 hectares PD Ports believe that these sites are capable of delivering at least 720 new dwellings along with mixed commercial, retail and leisure uses. PD Ports refer to the

housing targets identified within the RSS and consider that these are still valid. They stress the need for flexibility in terms of range of uses indicating that capital receipts from the residential development would support the provision of infrastructure for the offshore related projects and also that the longevity of the offshore wind market is not certain. They also propose that a mixed use development would not need to be subject to SPD guidance but could be controlled through the normal development management process.

Officer's views remain the same in that as a strategic employment site the port area offers a major opportunity to support a growing employment sector and create significant numbers of jobs. It is considered that residential uses particularly in the locations proposed, would not be compatible with the heavy engineering uses that would likely be associated with the manufacture of offshore wind turbines or related structures or equipment by virtue of noise, disturbance, dust etc. which would adversely affect the general living environment. The Council's Public Protection team has serious concerns regarding the suitability of residential uses adjacent to potential major manufacturing, engineering and fabrication uses. Should the scale of investment currently anticipated in the offshore market not materialise, there would be the opportunity to review this later as part development plan review process.

- ii) **South –West Extension** – The south- west extension incorporating the areas of Claxton, Brierton and land west of Eaglesfield Road is identified as the main strategic site for future housing development. The second Preferred Options report reduced the target housing figure for this site from 2750 to 2400 following the Councils review of future housing provision requirement for the next 15 years. As with the previous Preferred Options the proposed allocation received a considerable number of objections (135) both from individual residents through individual letters and signed statements and from organisations and residents groups including the Fens Residents Association, Greatham Parish Council, the RSPB and Hartlepool Civic Society. The main objections and concerns relate to the overall housing need for the Borough, affordable housing, suggestions housing should be built on alternative sites, building on greenfield land, loss of agricultural land and wildlife habitat, impact on the nearby areas of Greatham and the Fens Estate including 'enclosure' of Greatham within the built up area, impact on services at the Fens Shops and increased traffic on Truro Drive, the impact of a new junction on the A689, impact on schools, and localised flooding at Greatham Beck.

Representations were also received from consultants, Spawforths on behalf of Yuill Homes relating to issues including the timescale of development, the size of the green wedge, the provision of the school site, the reduction in overall housing numbers and proposed housing densities. Comments were also received from Bellway Homes, PD

Ports, Hartlepool Natural History Society, Hartlepool Civic Society and Teesmouth Bird Club.

Since the consultation period ended there has been continuing engagement between Council officers, developers and residents groups to consider the issues raised and whilst the fundamental objections to the development remain, there have been positive solutions identified on matters such as landscape screening and minimising the impact between the development site and Greatham, flooding, enhancing the green wedge, provision of shops, service and amenities and infrastructure provision. These would continue to be addressed as part of the master plan development.

Whilst officers acknowledge the concerns and issues raised in relation to the South West Extension site, and whilst the Core Strategy will continue to encourage the development of housing on suitable brownfield sites and the redevelopment/re-use of vacant properties, the housing requirements for the next 15 year could not be met without the allocation of significant amount of greenfield land. The supporting housing papers provide evidence of need which officers consider are robust. The previous section of this report explains why in the opinion of officers the Victoria Harbour site is no longer suitable for housing development. The South West Extension therefore provides the most sustainable option for meeting this housing need, as part of locational strategy for compact urban growth. The site offers the opportunity for a planned development to serve a range of housing needs which can link more readily with existing services. The policies within the Core Strategy will seek to ensure that appropriate infrastructure and planning benefits are provided and developers will be encouraged to work proactively with resident groups to ensure that they have the opportunity to influence the development at the master planning stage.

- iii) **Executive Housing Sites** – The need to provide new sites for executive housing has been established in the SHMA's and the subsequent Executive Housing paper produced in November 2010. There is an identified shortage of allocated sites both to serve the needs of Hartlepool and of the Tees Valley as a whole. The provision of executive housing is essential to support the economic growth of the town otherwise investment could be lost to other areas and indeed many executives locate outside of the sub-region because of a lack of available accommodation locally. All of the permissions at Wynyard Woods have now been exhausted and there are currently no allocated executive housing sites available within the Borough. The location of sites for executive housing is very market sensitive and in reflection of this the Preferred Options report identified two small sites in the West Park area of the town at Tunstall Farm (60 dwellings) and Quarry Farm (50 dwellings), the latter being a significant reduction on the 300 mixed types proposed in the previous Preferred Options report. There were also sites identified at Wynyard Woods west (100 dwellings) and

Wynyard Park (three sites totalling 200 dwellings) to serve the wider Tees Valley market.

The sites in the Park ward received a considerable volume of objections in the form of petitions, signed statements and individual letters. Just over 1000 objections were received in relation to Quarry Farm. These referred to housing need, development on greenfield land, traffic impact (on Elwick Road and Elwick village), habitat loss and shortage of school places. The proposed allocation of Tunstall Farm resulted in 30 new objections. There were also 119 objections submitted under the previous Preferred Options consultation which are considered to be still valid as the details of the proposed allocation of this site have not changed. Objections cover similar issues including housing need, development on Greenfield land, habitat loss, potential flooding and drainage problems, shortage of school places, provision of on site affordable housing and impact of traffic on Valley Drive and Wooler Road. Agents for the prospective developers have suggested that the site allocation be increased from 60 to 80 dwellings, however in subsequent meetings with the developer and agent they have agreed that a level of 60 would be deliverable.

Planning officers have continued to discuss the issues raised with the developers who have an interest in the sites to see how these issues might be addressed and have also sought views from other Officers within the Council in relation to school places and highway issues. In relation to flooding and drainage issues at Tunstall Farm the developers have identified alleviation measures which added to work recently completed in this vicinity by the Environment Agency (to alleviate current problems experienced in the area) will resolve the potential flooding problems.

In terms of shortage of school places the Council's school place planning team has confirmed that 60 houses would generate in the region of 11 primary age children and 8 secondary age children with 1 or 2 expected to be Roman Catholic. The development is in the catchment area of West Park and St Cuthbert's and could also impact on Sacred Heart which is a popular RC primary. Latest projections show that West Park and Sacred Heart schools have experienced recent oversubscription although across the town as a whole there is capacity available to deal with the numbers involved. These issues are expected to continue for the foreseeable future. The implications of this are still being investigated but from a planning perspective this could potentially be overcome by requiring a contribution from the developer to enable the creation of additional teaching spaces if there were no other suitable alternatives for the area. High Tunstall & English Martyrs would likely be the secondary schools affected but the future projections don't show any significant issues arising.

In relation to increased traffic, the Council's Highways team consider that the existing road network could accommodate the increases generated by these proposed developments.

Whilst acknowledging the levels of objections raised to these two developments, officers consider that these two sites should remain within the Core Strategy as sites for executive housing for reasons explained earlier in this section.

With regard to the site at Wynyard Woods there were no major objections to this allocation although the Council's Ecology Officer has expressed concern about development being too close to Castle Eden Walkway. It is therefore proposed that the site allocation be modified and controls introduced to ensure that appropriate separation is achieved between the walkway and the built up areas. In relation to the sites at Wynyard North, there were no resident objections concerns were raised by Natural England, English Heritage the Highways Agency regarding natural habitats, impact on heritage assets and the need to address highway issues. A representation was received from a consultant suggesting that there is no justification in the Employment Land Review for de-allocating employment land. Whilst officers consider that it is important to retain Wynyard as a prestige employment location it is considered that a development of the scale and nature proposed would benefit the economic regeneration of the area by providing a supply of housing which is currently lacking within the Tees Valley whilst also safeguarding sufficient land for prestige employment use.

iv) **Other Housing Issues** – Various other housing related issues were raised including:-

- A proposal to increase the size and densities of a site allocation at Upper Warren to 350, on the basis that the South West Extension phasing is unrealistic. Officers consider that it is not appropriate to extend this site as it would bring development too close to Hart Quarry and it would reduce the strategic gap between the built up area and Hart Village.
- Three objections were received concerning the proposed small village extensions, on the basis of traffic impact. Officers consider that traffic impact would be minimal given the scale of the developments and that these proposals would add to the vitality of the villages and address local need, particularly where affordable housing is included within schemes.
- Three objections were received including from English Heritage and Hartlepool Civic Society regarding the housing market renewal programme particularly in relation to the demolition of terraced housing.
- A number of objections were received from developer's agents and residents to the proposed housing mix on individual sites. These included comments about allocations being too prescriptive, a need for flexibility to allow flats, sites for executive housing to not include

affordable housing and the site at Wynyard North to be not exclusively for executive housing.

- Seven objections were received with regard to affordable housing policies. These included site specific comments regarding whether or not to include on site affordable housing, suggestions that there should be no affordable housing requirement on regeneration sites and a suggestion that targets should be removed and dealt with in a separate SPD. Over recent months officers have been seeking to secure affordable housing on the basis of the policy included in the Preferred Options document which requires a minimum 10% on site provision on sites of 15 units and above with additional provision being requested on green field sites subject to a viability assessment. Experience so far has suggested that developers are only expecting to provide 10% and when asked to provide more following a viability test are expressing surprise. This may simply require a change in wording to include a range of 10%-30% or a change to the emphasis of the policy but officers will give further thought to this policy with a view to ensuring affordable provision is maximised to help address identified need.

v) **Employment Allocations** – Whilst there was general support towards the aspirations for economic growth as set out in the Preferred Options document, the consultation resulted in a number of issues and concerns being raised. Discussions are continuing with the main agencies and stakeholders to see how these may be addressed. The main points are highlighted below:-

- The Highways Agency has raised concerns about the cumulative impact of development on the strategic highway network, particularly at the junctions of the A689 and A179 with the A19. The Agency in particular highlights the developments at Wynyard Business Park (potential business and housing development), North Burn and the south west housing extension as being of concern. Whilst acknowledging the extant permissions at Wynyard, the Agency considers there is a need for further clarification on the quantity of development on some sites to enable them to fully assess the impact on the strategic highway network and what improvements will be required. The Council is currently working on the production of a Local Infrastructure Plan (LIP) which seeks to identify what measures will be required in order to deliver development within the Core Strategy. The Highways Agency is a consultee in the production of the LIP and the Council will continue to liaise with them to try to overcome their concerns.

- Several Agencies including Natural England, English Heritage, the RSPB and other groups and individuals have objected to the allocation of sites including North Burn, Wynyard Business Park and proposed allocations to south of the Borough, to the north of Seaton Channel. The objections related primarily to loss of habitat, loss of greenfield land, impact on Special Protection Areas (SPA's), Sites of Special Scientific Interest (SSSI's) and Local Wildlife Sites, and in the case of North Burn the impact on a Schedule Ancient Monument

(SAM). In this latter case a readjustment of the site boundary and strengthening of policies to ensure that the impact of development on sensitive landscape areas and the SAM are minimised should help to address these concerns.

In relation to sites close to Seaton Channel, English Heritage and the RSPB in particular have raised concerns that development on sites which are used by SPA birds would require the Core Strategy to identify alternative locations nearby to provide mitigation against this loss. This is a statutory requirement. Such alternative locations are limited, and in the case of certain types of habitat, particularly inter-tidal, there are no identifiable alternatives. Whilst the sites in question were included in the current Local Plan, the Core Strategy could be deemed to be unsound if it can not be demonstrated that mitigation sites could be found. Following discussions with Natural England and the RSPB, a potential solution has been identified involving the de-allocation of some areas of land which are currently being managed as local wildlife sites or are already identified for mitigation, including sites owned by Conoco Philips and Huntsman which would not be expected to be developed. There is also a particular issue regarding the site at Zinc Works Road which was identified in the Preferred Options report for port and port related specialist industry. Although there were caveats attached to the previous policy relating to protection of sensitive sites, the use of this site for port or port related activity would in all probability involve the loss or disturbance to inter tidal habitat which in reality could not be mitigated against. The intention is therefore to re-designate this area for general industrial use. Officers intend to discuss this approach with the businesses concerned.

- There were a significant number of objections to the proposed eco industries zone within the wider Graythorp area. Most of these came from residents of Greatham but others including Greatham Parish Council, the RSPB and Natural England also expressed concerns. Most comments related to the nature of the uses and expressed concerns about the management of sites, and environmental considerations including dust and fires associated with waste management. It should be noted that the recently approved Minerals and Waste DPD's identify a waste management site at Graythorp. The evidence supporting the DPD does, however, indicate that beyond this there would be no further need based requirement for additional waste transfer facilities. The Core Strategy will have to acknowledge this allocation, but it is proposed to modify the Preferred Options policy to exclude any further waste management facilities. The policy will also seek to minimise environmental impacts through site design and management.
- Representations were received from several consultants acting on behalf of landowners/developers regarding allocation of sites for employment and housing uses.

One proposal involved the re-allocation of Oakesway to mixed use to allow some parts of the site to be developed for housing. Officers

consider that at this time Oakesway should remain in employment use as an important location for potential supply chain businesses linked to offshore industries.

Agents for PD Ports have proposed Hartlepool Docks to be used for mixed use (as detailed earlier in this report).

Various representations have been received supporting and expressing concern about housing allocations at Wynyard Business Park. Agents for the owners in particular would wish to see provision for additional residential properties which would be to a high sustainable standard and involve a broader mix than that defined within the Council's Executive Housing paper. They wish to emphasise the benefits that the proposed hospital development would bring in and consider that additional housing and a small local centre would help improve the sustainability of the location and support the development of the remainder of the site for business use including those related those to the medical sector. Whilst officers acknowledge the stated intention to improve the overall sustainability of the Wynyard area, this is first and foremost a key employment site which is recognised as being of regional importance. Recent successes in attracting businesses to Wynyard Business Park reflect the attractiveness of the location and the economic benefits it is bringing to the Tees Valley. Whilst the allocation of sites for around 200 executive houses will address an identified need for such accommodation, Officers are concerned that significant residential development in this location could undermine the sustainability the main urban area of Hartlepool and in particular the town centre.

## **8. NEXT STEPS**

- 8.1 In progressing the Core Strategy the next step in the process is to move to Publication stage. Taking account of feedback from both Preferred Options consultation stages and views expressed by Cabinet, Officers will continue to work on refining the policies and supporting text to produce the Publication document.
- 8.2 The intention is to present this to Cabinet in January 2012 after which there would be a 6 week consultation period. Any amendments following this stage would be made to the document prior to it being sent off to the Secretary of State who will then arrange for Examination in Public to be held where key objections would be discussed in detail.

## **9. LEGAL CONSIDERATIONS**

- 9.1 There is a statutory duty to prepare a Local Development Framework (LDF) in accordance with the Planning and Compulsory Purchase Act 2004 (as



amended). The Core Strategy is the main Development Plan Document which forms part of the LDF.

## **10. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 10.1 Consultation on the Preferred Options document has been carried out in accordance with the Council's adopted Statement of Community Involvement (SCI). The SCI was prepared in compliance with the Hartlepool Compact and its associated protocols.

## **11. FINANCIAL CONSIDERATIONS**

- 11.1 There will be some minimal costs associated with managing the next stage of the consultation process and more substantial costs possibly in the region of £70,000 relating to the Examination in Public (EIP). These are statutory requirements. These costs will be accommodated within existing budgets and the costs associated with the EIP will be funded from the relevant Departmental budgets over a 2 year period.

## **12. RECOMMENDATIONS**

- 12.1 Members are requested to:-
- i) Note the feedback from the formal public consultation on the second Preferred Options document.
  - ii) Indicate its views in relation to key policy areas set out in the report.
  - iii) Instruct officers to progress work on the preparation of the Publication Stage of the Core Strategy in light of the Cabinet's views on ii.

## **13. CONTACT OFFICER**

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**Consultation Events Timetable**

<b>Event</b>	<b>Location</b>	<b>Date</b>	<b>Time</b>	<b>Staff</b>
Talking to Communities	Grange Road Methodist Church	12/1/11	12.30pm – 3.30pm	1 officer
Economic Forum	HCFE Business Centre	17/1/11	5pm -7pm	One member
Greatham Parish Council	Greatham	17/1/11	5.30pm	1 officer
Co-op	Wynyard	18/1/11	10am -1pm	2 officers
Rural Forum		19/1/11		2 officers
Fens Residents Association	Fens School	19/1/11	7pm –9.30pm	mayor 2 officers
Middleton Grange Shopping Centre	Town Centre	20/1/11	11 am - 2pm	2 officers
West Park Residents Association	Hartlepool Cricket Club	26/1/11	7pm - 9.30pm	Mayor 3 members 1 Engineer
Sainsburys	Middle Warren	27/1/11	11 am - 2pm	2 members
Sainsburys	Middle Warren	27/1/11	6pm – 8pm	2 members
Ward Councillors work shop	Place in the park Ward Jackson Park	29/01/11	10 -12noon	1 officer
Middleton Grange Shopping Centre	Town Centre	3/2/11	11 am -2pm	2 officers
Hartlepool Retired Mens Forum	Atheneum Church Street	3/2/11	10am-12noon	1 officer
Morrisons	Town Centre	10/2/11	11.30am – 2pm	2 officers
Morrisons	Town Centre	10/2/11	6 - 8pm	2 officers

**Summary of Responses**

1.1 Some of the main objections received from the second Preferred Options consultation period are set out below under the relevant subject area headings.

1.2 **Resident Concerns**

Points 1-7 below summarise the main resident concerns in relation to the housing sites within the Preferred Options document:

**1. Claxton main objections**

- Over estimation of housing demand over the next 15 years,
- The loss of Greenfield land when there is ample Brownfield land to use,
- Traffic increase and congestion and the impact of a new junction on the A689
- Flooding issues and damage to wild life and biodiversity.
- Perceived eradication of the strategic gap between Hartlepool and Greatham Village.
- Affordable housing provision
- Impact on school places

**2. Tunstall Farm main objections**

- Potential flooding impacts in an area that already has problems
- Loss of Greenfield land and impact on the environment
- Previous inspectors findings at the local plan inquiry
- Traffic increase and congestion
- Concern the site had been taken out by a previous inspector and had now been included again.
- Opposition to any affordable housing on site
- Affordable housing provision

**3. Quarry Farm objections**

- Loss of Greenfield Land
- Overall housing numbers
- Impact on the form of the settlement
- Flooding concerns
- Loss of Habitat and natural environment
- Highway safety concerns particularly at the entrance to the site and through Elwick Village

**4. Upper Warren**

- No resident objections were received

**5. Village Sites**

- No specific resident objections to these sites.
- Many Elwick residents objected to Quarry Farm due to traffic impact through Elwick, however they did not object to the Elwick allocation.
- During discussions and presentations, including at the Tees Valley Rural Forum, many village residents were advised by officers that an element of the housing on these two sites would be provided at an affordable price. Residents were particularly supportive of this given the issues that are experienced when young people in the villages wish to purchase a property and have been unable to stay in the communities in which they had grown up given the prices of housing.

**6. Wynyard Woods**

- No direct resident objections to this site.

**7. Wynyard North**

- No direct resident objections to this site.

**1.3 Statutory Consultee and Key Stakeholder Key Issues**

There were a number of other responses to the Revised Preferred Options received from Statutory Consultees and other key stakeholders as set out below.

- 1.4 Three of the Boroughs Parish Councils responded to the Core Strategy, the **Headland Parish Council** are in support of tourism development on the Headland, **Elwick Parish Council** raised concerns in relation to the additional traffic flowing through Elwick village from Tunstall Farm, Quarry farm and the 25 units in Elwick itself and stated that an alternative route to the A19 should be in place prior to development. **Greatham Parish Council** raised concerns relating to ensuring that development on Brownfield land occurs prior to development on Greenfield land. They objected to the Claxton proposal due to the loss of strategic gap, pressure on existing services which the new development would cause, visual and traffic impact on Greatham village and suggest that a housing allocation should be included within Greatham village to help improve the social balance of the village and support the community facilities. Object to the Eco allocation due to the impact on Greatham and have concerns over North Burn stating it is in an unsustainable location, there is a high amount of undeveloped industrial land within the Borough and priority should be to deliver Queens Meadow.

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- 1.5 The **Fens's Residents Association** welcomes the reduction in the numbers of new houses proposed for the south west extension and the inclusion of an enlarged Green Wedge alongside Greatham Beck, provided that it is created as soon as developers begin on site, that the watercourse remains open and that public access is retained. The green wedge should be well maintained with a forum set up that includes residents, match funding should also be sought to employ an officer to manage the green wedge, the green wedge should be designed to avoid conflict with residents and it should be widened in the section parallel to the A689 to protect future residents and Greatham residents. The association consider the number of proposed dwellings across the Borough is too high and that the evidence base is flawed as it is out of date and not based on the current economic climate. The association have concerns in relation to the new access into the proposed Claxton estate from the A689 due to the impact on Greatham and possible fatalities, concerns were also raised in relation to the effect on the surrounding existing road infrastructure as new residents will use the Fens estate as a cut through. Concerns in relation to the loss of the countryside, habitat destruction, flooding and drainage capacity were also made. The Fens Residents association also consider that none executive housing should be provided at Wynyard and believe that for the Claxton estate, community facilities will be very important but that there is little evidence regarding what will be provided.
- 1.6 They also consider that any further development of Queen's Meadow Business Park should ensure that building height profiles do not compromise residents of either the Fens or Greatham and that screening by tree planting alongside the A689 and towards Greatham should be adequate for purpose with some restoration of tree planting undertaken along the A689 frontage. The association consider that further development of waste/recycling industries between the South Works site and Greenabella Marsh/Seaton Channel will be detrimental for Greatham Village and that such expansion of industry would make the creation of a world class coastal Nature Reserve between Salholme and Seaton Common totally unviable.
- 1.7 The **Park Residents Association** object to both the Tunstall Farm and Quarry Farm allocations for a number of reasons. They consider the Government Inspectors findings in the 2005 Local Plan Inquiry relevant, the development of the sites would lead to the loss and destruction of the countryside and associated habitat. They claim the area is prone to flooding and this will get worse. Contamination has been found on the Quarry Farm site and this could have health implications. Existing traffic congestion problems would be exacerbated and would lead to rat runs through West Park. Sustainable transport measures should be put in place as at present the area is not sustainable. Both existing schools are over

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subscribed, there is a fear of an increase in litter and antisocial behaviour. The Association also raised serious concerns at the proposed creation of a Western Bypass especially as its route is undefined. The residents association consider that brownfield sites located within the urban area should be re-examined in an attempt to reduce the number of greenfield sites currently being promoted for future residential use.

- 1.8 The **Action Against Quarry Farm Group** considered that there is no evidence to support the number of dwelling proposed for the next 15 years. They cited flooding, traffic increase, CO2 emissions increase, visual impact, increase in anti social behaviour, lack of school provisions, a previous inspectors decision, a recommendation in a Cabinet report in which the officers recommended removing the site for 300 dwellings and previous promises that have been made as objections to the site.
- 1.9 The **Government Office North East** was being wound down during the consultation period and as such did not respond to the Revised Preferred Options Stage.
- 1.10 The **Highways Agency** consider that the North Burn, Wynyard and Claxton sites are not in sustainable locations, they do not reduce the need to travel and will have an impact on the Strategic Road Network (SRN). A consultants report (JMP) commissioned by the Agency concluded that the extant permission at Wynyard could not be build without causing congestion and that the traffic related to North Bum would render the site as undeliverable. They were unclear as to how road improvements will help tackle the level of demand at the A689/A19 Wolviston junction and they request that further evidence is carried out to assess the impacts that CS sites will have alone and in combination on the SRN.
- 1.11 **Natural England** support the intention of the locational strategy to protect sites of European significance in line with the Habitats Regulation, however they suggest changes to the policy to strengthen it. Natural England have no fundamental objections to the plan. They raised concerns however in relation to Quarry Farm/High Tunstall Farm with regard to their impact upon on breeding birds and do not consider Wynyard to be an appropriate housing location due to the woodland, SNCI, farm birds and UK Biodiversity Action Plan species that exist within the area. Natural England recommend various amendments to policies to reflect national guidance (PPS9).
- 1.12 **English Heritage** objects to the North Bum allocation due to the impact on the Scheduled Ancient Monument and the conflicts with policy CS1 and CS2. English Heritage consider that development at Wynyard conflicts with the Climate Change policy and that the preservation and

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enhancement of heritage assets is strongly encouraged and this aim should be strengthened in the Core Strategy.

- 1.13 The **Environment Agency** raised concerns in relation to the lack of sequential testing and flood risk. The Agency seek to ensure drainage facilities are adequate in any new development and support the use of SUDs. The Agency recommends a number of policy alterations to ensure that European sites are protected.
- 1.14 The **MOD** raised concern relating to the potential for wind turbines to interfere with MOD operated radars.
- 1.15 **Sport England** objects to the lack of a policy that ties in with PPG17 requirements and consider that Built Sports facilities in Hartlepool are offered insufficient protection by policy CS6 (Community facilities and Services).
- 1.16 **Middlesbrough Borough Council** raised no objections to the plan. **Stockton Borough Council** raised no objections to the identification of a sites in Wynyard dwellings provided that houses are executive and that they are integrated with the housing at the southern side. **William Casidy Primary School** located in Stillington, Stockton on Tees did raise concerns in relation to the lack of capacity within the school in relation to allowing more pupils from Wynyard.
- 1.17 **One North East**, generally support the strategy, especially the development of Brownfield land over Greenfield land. They support the development of Queens Meadow as a high quality employment site but consider that the Council should look further into issues surrounding sustainable transport.
- 1.18 **Onsite North East Partnership Ltd** supports the overall aims and strategy. They consider that the Housing policy is not consistent with national policy and could as a result be considered unsound. They object to the allocation of Oakesway Industrial Estate as it is an underperforming industrial estate within a predominately residential area and should be considered for mixed use development including residential. They support and are committed to delivering North Bum, however they request an extension to the site allocation boundary, and they feel that Queens Meadow should not be restricted to B1 uses.
- 1.19 The Utilities providers including **Northumbria Water Limited** set out no further objections within the 2<sup>nd</sup> Preferred Options - during the first consultation stage they raised some concerns about the operational water and sewerage infrastructure requirements required to serve the residential extensions and that major upgrade works to the existing infrastructure at

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- Wynyard, Wynyard Business Park and North Burn would have to be carried out. The impacts of the proposed sites are still being assessed. ENTEC who represent the **National Grid** had no objections to the spatial strategy.
- 1.20 The **Theatres Trust** seeks to include the requirement to protect existing facilities and services to prevent their loss and destruction.
- 1.21 **RSPB Northern England Region** had no fundamental objections, but stated that policies should be strengthened to protect nature sites and protected European sites. They do not consider a western distributor road to be sustainable and feel that the Council should consider other measures to reduce congestion. They raised concerns over the power station allocation and the conflict with tourism in Seaton and the under provision of land for mitigation measures and impact on European sites.
- 1.22 The **Tees Valley Biodiversity Partnership** supports the commitment to deliver green infrastructure however they feel that the policy could be strengthened, and they would encourage the production of an Environment Development Plan Document.
- 1.23 The **Tees Bird Club** objected to the development of Claxton and Brierton as it is home to a variety of species (Barn Owl, Red List species, Amber List species and UK/Local BAP species). They also objected to the development sites at North Burn, Wynyard and Claxton stating that the sites undermine the sustainability policy and desire to protect and enhance the natural environment. They also object to the safeguarded site for the new Nuclear Power Station due to the impact on the Seaton Common SSSI.
- 1.24 **Cleveland Fire Brigade** requested that fire brigade requirements are delivered through S106 contributions for fire hydrants and new infrastructure on new developments and request that the planning obligations policy is amended accordingly.
- 1.25 **Hartlepool Economic Forum** support the revised Preferred Options and endorses the economy section incorporating opportunities for the development of the energy sector including offshore wind and nuclear and associated high value supplier chain. The forum state that any western extension to the town should be well connected to the Borough to ensure that the town receives knock on benefits.
- 1.26 **Hartlepool Natural History Society** stated that the area with dual designation (housing and green wedge) shown between the proposed new housing estates of Claxton and Owton Grange includes a small wood which is the least disturbed and most natural stretch of the beck between



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Owton Grange and Greatham and to permit any development there would destroy the integrity of both the green wedge and of the beck corridor. The society seeks the removal of the allocation for industrial use from the former Zinc Works Road site at Teesmouth due to its habitat value.

- 1.27 **Hartlepool Civic Society** objects to the allocation of the rural hinterland for housing while empty sites remain within the existing urban fence. They feel the Claxton site is too big and will overwhelm Greatham and lead to increase car use as it will be a commuter estate. They also consider that a number of new villages should be created instead one large extension and that the strategic gap principals are not consistent. The Society consider that North Burn is intrusive on the countryside, promotes car use, will exacerbate A19 traffic problems and is not necessary given the amount of land available at Wynyard. They would like to see a better social mix of affordable and executive housing. They feel that if we continue to provide places like Wynyard and estates like Bishop Cuthbert then we will continue to see a decline in the town centre as money moves out to the suburbs. The society believes that there is too much industrial land allocated and that Oakesway and Sovereign Park should be allocated for housing. They feel that industrial sites in the built up area should be used up first before Wynyard. The Society raised concerns in relation to using the old brine wells for storage stating that south Hartlepool is a dumping ground for the North East.
- 1.28 The **Councils licensing team** provide information in relation to limiting opening hours to 2am and request that the Planning Department support this change from 24 hour licensing. The **Council's Ecologist** requests the allocation of a buffer zone to the north of the North Burn site to provide screening and compensatory habitat in association with North Burn Marsh Local Wildlife Site and Sunderland Lodge wood and requests that a larger green wedge is created in relation to the Wynyard Woods housing site, to protect the integrity of the Castle Eden cycle way links and to ensure these areas still feel rural.
- 1.29 The **Council's Conversation team** consider that the Core Strategy does not provide a policy on the protection of the wider Historic Environment including Scheduled Monuments and Undesignated Archaeological Sites. **The Councils Estates Team** suggested an appropriate location for a future depot location and requested the site, at the eastern end of the Golden Flatts green wedge, be safeguarded.
- 1.30 In relation to **Planning Consultancies and house builders**, all tended to support the overall locational strategy for western expansion. There were concerns raised in relation to the reduction in housing numbers, the phasing of sites and site densities. Representations were made by individual consultancies and house builders in support of individual sites in

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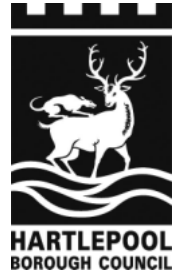
which they have an interest. Representations were also made supporting the de-allocation of some employment land at Oakesway and Sovereign Park.

- 1.31 A local firm, **Design GAP**, feels that the Council should consider small companies who may only deliver small sites; the Council should insist that bigger developers make use of local companies.
- 1.32 **Prism Planning** representing **Wynyard Park** consider that 400-450 dwellings would be required to provide Combined Heat and Power (CHP) at Wynyard to make the area more sustainable, they seek to provide a neighbourhood centre for convenience shopping and they wish to make the most sustainable prestigious park in the north east and believe this is possible through exploring all of the opportunities from the location of the Hospital site as well as the advancements in energy generation.
- 1.33 **Bellway** and **Persimmon Homes** representing the Upper Warren site consider that the number in housing figures is not a true reflection based on past trends, they suggest that more housing from Claxton should be allocated in the north west of the town at Middle Warren as it is already an established site and has a local centre within walking distance from the site. They suggest adjustments to the boundary with regard to the Upper Warren site and a density increased to allow for a greater yield which would bring greater economic benefits, including match funding of council tax. They consider Quarry Farm to be an illogical extension to the Borough and that there are better and more appropriate sites elsewhere, including Upper Warren. They consider the phasing of Claxton inaccurate due to the high number of objections, the master planning process, infrastructure requirements and EIA requirements. They company supports the Tunstall Farm allocation, yet consider it to be poorly linked to public transport and services and they question whether high level opposition can be overcome.
- 1.34 **Nathanial Litchfield and Partners (NLP)** representing **Wynyard Estates Ltd** supports the Wynyard Woods allocation stating that it will make Wynyard more sustainable and help sustain and enhance facilities and services however they consider that inadequate justification was given for the de-allocation of parts of the prestige employment land at Wynyard Park.
- 1.35 **Spawforths** submitted a representation on behalf of **Yuill Homes** and they stated that they support the overall strategy, however they do object to the reduction in housing numbers and the allocated densities for Claxton. They suggest amendments to the Planning Obligations Policy to ensure sites do not become unviable. They object to Policy CS6 (Community facilities and Services) as it is written but suggest word

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- alterations in relation to the safeguarded site at Claxton for a school. They object to requirement for the developer to pay for the erection of the new school. They also object to the phasing of the Claxton site stating that it could come forward within the first 5 years. They consider there is a lack of clarity in relation to the affordable housing policy and associated evidence. They state that they do not support the increase in size of the green wedge and its diagrammatic representation on key diagram 1.
- 1.36 **Yuill Homes** submitted a separate representation which states that they support the inclusion of the Quarry Farm for executive housing; a previous Transport Statement concluded that the site could accommodate 300 dwelling so a reduction to 40 dwellings is therefore considered acceptable. Yuill Homes commissioned Sanderson Weatherall to carry out a study in relation to executive houses; the study supports the allocation of Quarry Farm for this type of housing. Yuill Homes also seek to produce a design code to ensure that housing is not scaled down and to maintain the areas executive status.
- 1.37 **HHH Planning Services** seek to include the land north of Claxton for further housing development.
- 1.38 **Nathanial Litchfield and Partners** representing **Taylor Wimpey** support the allocation of executive housing at Tunstall Farm stating that it will bring expenditure in the local economy, bring additional council tax into the Borough, bring improvements to drainage and assist in direct and in-direct job creation. The developers seek to construct 80 dwellings not 60 but they do support the executive housing requirement and off site affordable housing contribution requirement. (NB In subsequent meetings they have agreed to a level of 60 homes on site as being acceptable although there is no written confirmation of this).
- 1.39 **PD Ports** do not consider that the true position of PD Ports has been accurately reflected, they seek flexibility within the revised Preferred Options to allow for the opportunity to deliver a housing led mixed use development on land at Victoria Harbour. They consider the South West Greenfield extension unjust given the land within Victoria Harbour. They disagree with the reduced housing figures and also disagree with the structuring of policy CS9 (Overall housing mix) that does not favour flatted development.

**CABINET REPORT**  
26<sup>th</sup> September 2011



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

**Subject:** SELECTIVE LICENSING OF PRIVATELY RENTED HOUSES

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**SUMMARY**

**1. PURPOSE OF REPORT**

To provide an update on the existing Selective Licensing scheme following a management restructure in May 2011, which transferred all private sector housing functions from Public Protection to Housing Services. Members will also be asked to consider delaying the proposed extension of the Selective Licensing scheme into further areas of Hartlepool until such time as an adequate review of the existing scheme has been completed.

**2. SUMMARY OF CONTENTS**

The report outlines the background and requirements for designating areas to be subject to selective licensing of private landlords. It provides an update on the progress being made with the existing scheme following a management restructure transferring the operation and management of Selective Licensing from Public Protection to Housing Services.

**3. RELEVANCE TO CABINET**

The selective licensing scheme is of widespread community interest in raising private sector housing management standards and improving the behaviour of anti-social tenants by working with private landlords to ensure they respond and tackle to any issues caused by their tenants.

**4. TYPE OF DECISION**

Key Decision – test 1 and 2 apply Forward Plan ref. no. RN 72/11.

**5. DECISION MAKING ROUTE**

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**6. DECISION(S) REQUIRED**

Members are asked to approve delaying the extension of the Selective Licensing scheme into a further 9 areas until the effectiveness of the existing scheme can be demonstrated and a thorough evaluation of the evidence is available to indicate the effectiveness of Selective Licensing in Hartlepool

Members will receive a further report in 12 months time in order to aid their decision to designate further areas of Hartlepool for Selective Licensing.

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

**Subject:** SELECTIVE LICENSING OF PRIVATELY RENTED HOUSES

---

## **1. PURPOSE OF REPORT**

- 1.1 To provide an update on the existing Selective Licensing scheme following a management restructure in May 2011, which transferred all private sector housing functions from Public Protection to Housing Services. Members will also be asked to consider delaying the proposed extension of the Selective Licensing scheme into further areas of Hartlepool until such time as an adequate review of the existing scheme has been completed.

## **2. BACKGROUND**

- 2.1 The Housing Act 2004 introduced a discretionary power for Local Housing Authorities to designate areas for the selective licensing of private sector rented housing suffering from, or likely to suffer from, low demand and/or significant and persistent anti-social behaviour. The term “selective” recognises the intention to apply this only to specific targeted areas. Selective licensing is intended to be a focussed and intensive area-based activity targeted in a small area normally not more than a ward or 500 to 1000 licensable dwellings.

- 2.2 A ‘low demand area’ is defined as any neighbourhood (of at least 50 dwellings) where private sector housing is predominant and one or more of the following symptoms apply:

- private property values are low or falling
- visibly high numbers of properties are for sale or to let
- a high percentage of empty private houses, particularly for over 6 months
- a high turnover of population

The definition of ‘Significant and persistent anti-social behaviour’ is behaviour that is causing harassment, alarm or distress, which is affecting or potentially affecting one or more people not of the same household, and continuing despite warnings having been given.

- 2.3 The objective of a Selective Licensing scheme is to improve the housing management standards of the landlords in the areas designated which, it is envisaged, will reduce anti-social behaviour

and increase occupancy of the housing stock stabilising demand in the areas chosen.

- 2.4 The Council must be satisfied that designation will significantly assist them to improve social or economic conditions or to reduce or eliminate anti-social behaviour. It must also consider whether other courses of action are available that might provide an effective method of achieving those objectives.
- 2.5 Selective licensing needs to be integrated and to have a consistent strategic fit with other initiatives aimed at regeneration of older housing areas in Hartlepool. However while it is a useful tool, just as 'bad' landlords are not the sole reason for the decline of an area, selective licensing is not the sole solution to all problems. There needs to be a balancing of expectations of what selective licensing can achieve.
- 2.6 In order to obtain a license, landlords must comply with the Selective Licensing conditions, which include:
- Be 'fit and proper' persons or employ agents who are
  - Manage their tenancies effectively
  - Take up references for prospective tenants
  - Take responsible steps to deal with complaints of anti social behaviour (ASB) by their tenants
  - Ensure that vital safety checks are carried out.

Sanctions can be imposed against landlords that do not comply:

- Up to a £20,000 fine for failure to apply for a license in a designated area
  - Up to a £5,000 fine for failure to comply with license conditions.
- 2.7 Rented properties within the designated area are exempt from licensing if they are unoccupied or if they are provided by a Registered Social Landlord.
- 2.8 The maximum period for a selective licensing scheme is five years although if conditions persist a further designation may be made.

### 3. **PROGRESS OF THE 1<sup>ST</sup> PHASE OF SELECTIVE LICENSING IN HARTLEPOOL**

- 3.1 The 1<sup>st</sup> phase of selective licensing in Hartlepool was implemented in May 2009 and comprises 6 areas (Areas A to F as detailed at **appendix A**) incorporating 1775 households. Within these areas it was originally estimated that 520 of these properties would be required to be licensed. The Designation lasts for 5 years, to the end

of May 2014. Licenses themselves last for 5 years (so one issued in early 2014 would be enforceable until early 2019).

- 3.2 On 3<sup>rd</sup> May 2011 a trial management restructure was implemented which transferred all housing functions from Public Protection to Housing Services, this was on the back of the transfer of Public Protection from the Community safety division to Regeneration and Planning following a Departmental Management restructure in February 2011. The management and operation of the Selective Licensing scheme was relocated to the Housing Options Centre, creating a focal point for all Landlord/Tenant functions. At this stage the Council had issued a total of 558 licenses across the 6 phase 1 areas (A-F inc. at appendix A).
- 3.3 Following the management restructure concerns were identified with the operation of the scheme and as a result the Assistant Director called in the internal audit team to review all aspects of the scheme including the identification of potentially licensable properties, the application, assessment, approval and enforcement processes.
- 3.4 The Audit review was completed in July 2011 and made the following recommendations to be actioned with high priority;
- Planning for the proposed scheme extension should be revisited to ensure that sufficient evidence to justify the adoption of selective licensing areas is in place including;
    1. lessons learnt from phase 1
    2. resources required to administer the scheme including cost/benefit analysis
    3. Appropriate data analysis which demonstrates ASB that can be directly linked to management of private rented properties
    4. Appropriate data analysis to demonstrate low demand.
  - Formal documented policies/procedures should be developed for all aspects of the Selective Licensing scheme
  - The service should be able to demonstrate that all reasonable efforts have been made to identify potential licensable properties and all relevant consultees
  - Arrangements for processing applications should ensure that all relevant documentation included in the licensing conditions are obtained prior to the granting of licenses
  - Following development of formal policies/procedures action is needed to ensure that all licence conditions are enforced fully
  - Inspections of all properties should be undertaken prior to the award of licences
  - Effective measures should be put in place to ensure that all licence fees are received



- The service should benchmark activities with other authorities that operate Selective Licensing schemes in order to identify areas of potential improvement.

3.5 It is now estimated that approximately 950 properties within the existing licensing areas require a licence, almost double the original estimate. A detailed action plan has been developed and approved by Audit which will resolve the issues identified and ensure the schemes ongoing effectiveness.

3.6 The Selective Licensing Steering Group, developed to oversee and guide the operation of the scheme, has also been enhanced, including extending the membership of the group to include more representation from private landlords, managing agents and local residents. This Group has now developed and approved clear terms of reference (inc. at **appendix B**) and identified the statistical information they require to monitor and assess the effectiveness of the scheme.

3.7 The baseline data for phase 1 of Selective Licensing in Hartlepool was collected in 2007/8 covering the following;

- The number of anti-social behaviour incidents reported
- The number of incidents of deliberate fires
- The number of service requests received by the Private Sector Housing Team
- The number of noise nuisance complaints
- The number of properties empty for more than 6 months
- The number of claimants in receipt of housing benefit

This information has subsequently been updated for the years 2009/10 and 2010/11 and is currently being analysed to identify any trends and improvements compared to the town as a whole. This information will now be collated and updated on a regular basis. Early indications are that the incidents of anti social behaviour have reduced across each of the six selective licensing areas; however this is also true for the town as a whole.

The Selective Licensing Steering Group are currently reviewing the baseline data in order to determine whether there are any additional data sets that would be of value to aid the successful operation of the scheme.

#### **4. PROPOSED EXTENSION OF SELECTIVE LICENSING SCHEME**

4.1 At the meeting of Cabinet on 21<sup>st</sup> February 2011 members were asked to consider developing the Selective Licensing scheme into further areas of Hartlepool and 9 additional areas were put forward for

consideration as detailed at **appendix C**. At this time members agreed that all 9 areas should be included in the consultation process.

- 4.2 The Consultation process commenced in March however further guidance was also issued by Local Government Regulation in March 2011 which has clarified how the consultation process should be carried out including the required timescales to be followed and the information that needs to be provided, including the requirement to provide an evaluation of the existing scheme to all those being consulted.
- 4.3 At this stage we do not have the evidence to be able to demonstrate that phase 1 of selective licensing in Hartlepool has succeeded and therefore any proposed extension of the scheme into additional areas could potentially be open to challenge. Additionally, as the audit review of the scheme has confirmed there are significant weaknesses that need to be resolved and although a detailed action plan has been developed to tackle these this will take some time to take effect.

## **5. RECOMENDATION**

- 5.1 Members are asked to approve delaying the extension of the Selective Licensing scheme into a further 9 areas until the effectiveness of the existing scheme can be demonstrated and a thorough evaluation of the evidence is available to indicate the effectiveness of Selective Licensing in Hartlepool

Members will receive a further report in 12 months time in order to aid their decision to designate further areas of Hartlepool for Selective Licensing.

## **6. CONTACT OFFICER**

Damien Wilson, Assistant Director of Regeneration and Planning,  
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## Appendix A

### Area A

Brougham Terrace	2 to 40 Evens
Grainger Street	1 to 21 inc
Gray Street	
Hurworth Street	
Perth Street	
Turnbull Street	46 to 68 inc

### Area B

Addison Road	2 to 4 Evens
Belk Street	
Cameron Road	
Furness Street	

### Area C

Blake Street	2 to 18 Evens
Carr Street	
Hart Lane	31 to 57 Odds
Hopps Street	
Jobson Street	
Murray Street	77 to 79 Odds
Richardson Street	
Rodney Street	

### Area D

Avenue Road	36 to 60 Evens
Dent Street	
Derwent Street	
Elliott Street	2 to 12 Evens
Errol Street	
Lowthian Road	
Morton Street	
Raby Road	25 to 57 Odds
Straker Street	
Wharton Street	
York Road	11 to 81 Odds
	2 to 48 Evens
Young Street	5 to 11 Odds

### Area E

Charterhouse Street	
Cornwall Street	
Derby Street	
Devon Street	
Dorset Street	
Eton Street	
Harrow Street	
Jackson Street	
Marlborough Street	
Oxford Road	2 to 136a Evens
Richmond Street	
Rossall Street	
Rugby Street	
Shrewsbury Street	11 to 39a Odds
Uppingham Street	

### Area F

Borrowdale Street	
Kathleen Street	2 to 8 Evens
	1 to 5 Odds
Patterdale Street	

## Appendix B

### Selective Licensing Steering Group Terms of Reference – May 2011

#### 1. Legal Framework

- 1.1 The 'Selective Licensing' of privately rented accommodation is a discretionary power which Local Housing Authorities (*LHA's*) can exercise, under Part 3 of the Housing Act 2004, within designated areas of their district; this is commonly referred to as a 'Designation'.
- 1.2 Prior to 1<sup>st</sup> April 2010 a 'Designation Order', (approving the implementation of selective licensing in a given area), could only be issued by the Minister for Communities and Local Government.
- 1.3 Before this legislation can be implemented LHA's must show that there is sound justification for introducing such a licensing scheme, in particular areas of their district; including the gathering of evidence which satisfies a specific set of criteria including:
- the area is, or is likely to become, an area of low housing demand' and/or
  - the area is experiencing significant and persistent anti social behaviour, which can be directly linked to private sector landlords failing to take appropriate action.
- 1.4 A formal 'Designation' submission, (*commonly referred to as a 'Bid Document'*) was submitted by Hartlepool Borough Council (*HBC*) to the Department for Communities & Local Government (*CLG*) in late 2008. The Bid contained evidence of the qualifying criteria outlined above, together with details of how selective licensing, (when combined with other interventions), would lead to a reduction or elimination of those detrimental factors, in the affected neighbourhoods.
- 1.5 The Designation was formally approved and confirmed by the Secretary of State in February 2009 and was subsequently implemented by HBC in May 2009.
- 1.6 On 1<sup>st</sup> April 2010 the Minister for Communities and Local Government issued a 'General Approval Order, which transferred the authority to issue a selective licensing designation to Local Housing Authorities. This means that Local Authorities can now 'approve' selective licensing schemes themselves; however the same statutory justification process applies.

#### 2 Aims/objectives of the Selective Licensing scheme

- 2.1 The aim of Selective Licensing is to contribute towards a number of key corporate strategic priorities: including providing access to good quality, affordable housing, in sustainable neighbourhoods and communities, where people want to live.
- 2.2 The Selective Licensing Steering Group (*SLSG*) is the partnership and stakeholder body which is responsible for directing current and future activity of Selective Licensing in Hartlepool.
- 2.3 The key objectives of the SLSG are:

- 2.4 To ensure Selective Licensing is implemented in cohesion with other corporate projects/initiatives/interventions and strategies.
- 2.5 To ensure Selective Licensing contributes to improving the management standards of privately rented housing and to improving the overall quality of the local stock condition.
- 2.6 To ensure Selective Licensing contributes to the regeneration of the designated areas in conjunction with Housing Market Renewal programmes.
- 2.7 To ensure there is structured involvement of landlords, residents, partner agencies and other key stakeholders, in developing Selective Licensing policies.
- 2.8 To ensure Selective Licensing contributes to a reduction in Anti Social Behaviour within the private rented sector.
- 2.9 To ensure Selective Licensing addresses issues of actual or potential low demand within the private rented sector.
- 2.10 To ensure Selective Licensing contributes to raising and improving the profile of private rented accommodation.

### **3. Responsibilities**

3.1 The SLSG are responsible for:

- ✓ Establishing a Business Plan
- ✓ Setting/reviewing targets
- ✓ Setting/monitoring/reviewing performance - against targets and performance indicators.
- ✓ Identifying issues, blockages or barriers to service delivery
- ✓ Evaluation/Review
- ✓ Monitoring financial resources
- ✓ Nominating delegates to attend stakeholder/partnership groups
- ✓ Developing and promoting support initiatives for landlords
- ✓ Ensuring Selective licensing is focused and strategic in terms of the achievable outcomes and outputs

The SLSG will report to the Community Safety and Housing Portfolio holder.

### **4. Operations**

- 4.1 The SLSG will meet on a quarterly basis and provisional dates will be circulated for agreement at the beginning of each calendar year; the venue will normally be in the Committee Room, Civic Centre, Victoria Rd, Hartlepool, unless otherwise advised. Extraordinary meetings will be convened as and when required.
- 4.2 The Chair will invite agenda items from delegates and compile the agenda 21 days in advance of each scheduled meeting.
- 4.3 An agenda will be circulated a minimum of 14 days in advance of the scheduled meeting.

- 4.4 There will be a range of core agenda items, (to be agreed by the SLSG), and any additional agenda items/issues will remain upon the agenda, until resolved to the satisfaction of the Group.
- 4.5 HBC will provide the following secretarial support services to the SLSG and its quarterly meetings:
- Provision of venue.
  - Preparation of agenda and support papers.
  - Minute taking, minute preparation and circulation of minutes (*minutes will be subject to approval by the Chair prior to circulation*).
  - Maintaining a circulation list containing contact details for all group members. All associated documentation will be circulated via the preferred method indicated by the member.
  - Creation and management of a shared SLSG database.

## 5. Membership

- 5.1 The Group will consist of 'Core' and 'Extended' members to be agreed by the Group. Core members will attend the meetings and extended members will receive the minutes and any associated information.
- 5.2 Core Membership of the group will consist of:
- 4 x Nominated Resident Representatives (plus 4 nominated reserves)
  - 4 x Nominated Landlord Representatives (plus 4 nominated reserves)
  - 1 x Nominated Local National Landlord Assoc. Representative
  - 4 x Managing Agent Representatives (plus 4 nominated reserves)
  - Housing Service Officers
  - 1 x ASBU Officer
  - 1 x HBC Regen. Officer
  - 1 x Housing Hartlepool Rep.
  - 1 x Environmental Protection Officer
  - 2 x Neighbourhood Managers (Central & North)
  - 2 x Police reps. (Central & North)
  - 1 x Housing Benefits Officer
  - 1 x Housing Options/Advice Officer
  - Any other person as agreed by the SLSG

Core Members may nominate a proxy to attend in their absence.

- 5.3 Extended Membership (for information only) will consist of:
- Local Elected Members
  - 1 x Fire Service Rep.
  - MP
  - Any other person/body as agreed by the SLSG

- 5.4 Membership of the SLSG will be reviewed by the Chair in consultation with the Group on a 6 monthly basis; or upon representation by any Member, at the discretion of the Group.

## 6. Chair

### 6.1 *Provisional Arrangements*

6.2 The Assistant Director (Regeneration & Planning) will act as Chair until such times as the SLSG elects a replacement in accordance with the substantive arrangements outlined below.

6.3 The Principal Housing Advice Officer will act as Vice Chair until such times as the SLSG elects a replacement in accordance with the future arrangements outlined below.

### 6.4 *Substantive arrangements*

6.5 The SLSG will elect a Chair and Vice Chair from the core membership of the Group. The Chair and Vice Chair will be elected for a period of 12 months, after which time they may be replaced or continue in office, at the discretion of the Group.

6.6 The Chair will:

- ✓ Ensure that all members have a fair and equal opportunity to participate in discussion and decision making;
- ✓ Seek to progress business by consensus;
- ✓ Delegate specific tasks.

## 7 Governance

7.1 All members are expected to carry out any actions which are delegated to them and report progress at the next meeting or in accordance with any instruction given. At each subsequent meeting the actions will be reviewed to ensure completion.

7.2 The SLSG may establish sub groups to progress the aims and objectives of the Group.

7.3 Any information disclosed at the SLSG meetings must be treated in the strictest confidence. It must not be disclosed to any third party or used for any other purpose without the express, prior consent of the original member providing that information. All members must take the necessary steps to ensure that any minutes or papers from the SLSG meetings are stored and disposed of in a secure manner that ensures confidentiality.

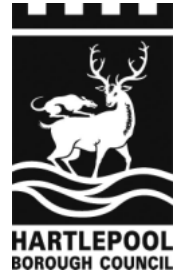
**These revised Terms of Reference take immediate effect and replace any previous Terms of Reference.**

**Appendix C**

- **Area A** is adjacent to the phase 1 Area A (the HMR area) in Dyke House ward and covers the streets between Avondale Gardens and Brougham Terrace.
- **Area B** is within Grange ward and covers the area adjacent to the phase 1 Area C (part of which is a HMR area). This boundary includes Stephen Street and Sherriff Street.
- **Area C** is within Stranton ward and includes Thornton Street and St Pauls Road.
- **Area D** is within Bum Valley ward and includes all the streets around Baden Street which are bounded by Elwick Road and Burn Valley Gardens.
- **Area E** is within Foggy Furze ward and covers the area adjacent to phase 1 Area F (part of which is a HMR area). This boundary covers Sydenham Road to rear of Kathleen Street.
- **Area F** is within Stranton ward and covers Burbank Street.
- **Area G** is within Stranton Ward and covers Waldon, Kilwick and Holt Streets.
- **Area H** is within Throston ward and covers Everett Street.
- **Area J** is within Dyke House ward and covers Acclom Street to Ashley Gardens.



**CABINET REPORT**  
26<sup>th</sup> September 2011



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

**Subject:** FUTURE OF NEIGHBOURHOOD  
MANAGEMENT

---

SUMMARY

**1. PURPOSE OF REPORT**

To seek agreement on the future approach to Neighbourhood Management, the report includes proposals to end the current arrangements of North, Centre and South.

**2. SUMMARY OF CONTENTS**

Cabinet is requested to consider and agree the proposals put forward regarding the re-design of the service and how the proposals contribute towards the overall allocated savings target.

**3. RELEVANCE TO CABINET**

Neighbourhood Management services affect all wards, and the services encompassed are a major concern for all residents.

**4. TYPE OF DECISION**

Key Decision (test both i and ii) applies). Forward Plan reference Number RN66/11.

**5. DECISION MAKING ROUTE**

Cabinet

**6. DECISION(S) REQUIRED**

Cabinet are requested to consider the content of the report and determine their preferred option for the future of Neighbourhood Management as laid out in Section 3.

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

**Subject:** FUTURE OF NEIGHBOURHOOD  
MANAGEMENT

---

**1. PURPOSE OF REPORT**

1.1 To seek agreement on the future approach to Neighbourhood Management, the report includes proposals to end the current arrangements of North, Centre and South. Cabinet is requested to consider and agree the proposals put forward regarding the re-design of the service and how the proposals contribute towards the overall allocated savings target.

**2. BACKGROUND**

2.1 The Regeneration & Neighbourhood Management Service Delivery Options review achieved the savings target set but fell short of making any recommendations regarding the future of Neighbourhood Consultative Forums and Neighbourhood Action Plans and their associated Forums due at the time to the uncertainty of the Comprehensive Spending Review and impending Localism Bill.

2.2 The Council's Community Involvement and Engagement review included proposals to re-design the current Neighbourhood Consultative Forums and re-focus Neighbourhood Action Plans onto the 5% most highly disadvantaged neighbourhoods in Hartlepool. Details of how the Forums will operate in the future are being worked up and will be presented to Cabinet at a later date.

**3. NEIGHBOURHOOD MANAGEMENT OPTIONS**

3.1 Neighbourhood Management is about the intrinsic management of an area, it is not just about getting people to meetings, or co-ordinating street cleansing and highway related services, it is about developing and delivering prospects for the local community e.g. Youth Forums, Neighbourhood Policing, Health Audits and Private Sector Housing.

3.2 The Localism Bill will place a duty on Local Authorities to respond to applications from Communities in the development/consideration of Neighbourhood Plans. The Council's Neighbourhood Management structure provides the Authority with an established and robust

mechanism to respond to communities regarding neighbourhood planning.

- 3.3 Cabinet are mindful of ward boundary changes and the financial position facing the Authority. As such a number of options have been discussed at various Council meetings over the last 10 months regarding the LSP review, Neighbourhood Consultative Forums and Resident Representatives, which has subsequently led to discussions over the future shape of Neighbourhood Management.
- 3.4 Cabinet will recall Neighbourhood Management was also commented on as an area to be explored regarding identifying efficiencies during the 2010/11 CSR budget scrutiny investigations. The efficiency target set against the Neighbourhood Management Service is £45,000. Three options have been considered and they are:-
- 3.5 **Option 1** - Retain existing Neighbourhood Management geographical arrangements and staffing structures with three neighbourhood areas. Under this option Community Regeneration Officers and Neighbourhood Development Officers would be able to spend more time in the community responding to the Localism Bill, enabling and developing local voluntary and resident groups to embrace the Big Society and assist their capacity to regenerate the area and support them in the development of Neighbourhood Plans.
- 3.6 There would be no savings to be made in terms of staff costs over and above those already achieved through recent restructures and SDO review. However added value would be provided through the expansion of engagement and empowerment activity at ground level. Savings would therefore have to be sought either from frontline environmental services which would impact upon service performance and go against Cabinet's desire to protect front line services.
- 3.7 **Option 2** - Change existing neighbourhood management arrangements by reducing geographical neighbourhoods to two. Under this option Neighbourhood Managers would be given an expanded geographical area. This option would achieve the allocated saving target set against the Neighbourhood Management Service, and may identify further savings depending upon the final structure. This option will strengthen local governance and accountability arrangements, provide resources within each area to support Members and Committees in the development of Neighbourhood Plans and provides a level of efficiencies.
- 3.8 This option has the potential to reduce the focus on our deprived neighbourhoods. To mitigate against this risk, and ensure the continued regeneration of our neighbourhoods, the proposal presented to Cabinet as part of the Community Involvement & Engagement Review, (June 2011) recommended a reduction of NAP's through merging some NAP areas or by focusing on the 5%

most disadvantaged areas. This recognised the need for greater resources in these neighbourhoods in relation to our empowerment activity whilst at the same time recognising the need to create efficiencies.

- 3.9 Following the outcome of the Ward Boundary review, efforts would also be made to ensure NAP areas remain co-terminus with ward boundaries. This would limit as far as possible the number of meetings that Elected Members may be asked to attend who, post May 2012, will be responsible for a larger geographical area. If NAPs were co-terminus with ward boundaries, the production of performance data would also be made easier and the current confusion over ward boundaries/ NAP boundaries/ and Consultative Forum areas would be avoided.
- 3.10 Options regarding Neighbourhood Management Boundaries are presented for information in **Appendix A**.
- 3.11 **Option 3** - This option would involve changing neighbourhood management arrangements by effectively operating on a Townwide geographical basis with one Manager taking responsibility for Community Development & Empowerment for the whole of the town. The function would change to focus on Community Cohesion, Development and Empowerment and support diverse groups. Front line services currently delivered by the Neighbourhood Managers would transfer to other service managers, i.e. street cleansing, highways and grounds area teams and services would be delivered on a Town wide basis.
- 3.12 The main risk with this option is resilience; such a structure would be incapable of delivering all aspects of the current Neighbourhood Management function. It is doubtful whether such a model could deliver good quality engagement without bolstering the number of development workers, we would not have the resources or the skills base to deal with Neighbourhood Plans and other aspects of the Localism Bill. The environmental and neighbourhood co-ordination function would not be deliverable on a Neighbourhood basis leading to fragmentation of services and the inability to provide quick co-ordinated responses to issues as they arise within the community in relation to immediate quality of life issues.
- 3.13 This option would result in significant savings depending upon the structure.

#### 4. OTHER CONSIDERATIONS

- 4.1 The Authority has for many years demonstrated the benefits of integrating services at a neighbourhood level that support the empowerment of local communities and improve quality of life for local residents through joined up working. Environmental services remain a key priority across all communities, one of the key functions of Neighbourhood Managers is to promote safer, cleaner and greener public spaces and there is a need to ensure that Neighbourhood Managers have the necessary tools to deliver this. The co-location of basic neighbourhood services alongside Policing and Community Safety services at accessible locations within communities has contributed to delivering a community focused approach resolving immediate quality of life issues.
- 4.2 The implementation of the Police and Social Reform Bill and the introduction of a Police & Crime Commissioner (PCC) will see the transfer of existing Community Safety Grants from next year. Negotiations with Hartlepool's District Commander regarding the potential to integrate both the Local Authority's Community Safety teams and Hartlepool Police Community Safety Team to prioritise service provision in light of reduced grants and budgets have commenced. This approach would also remove duplication and has the potential to identify further efficiencies. Neighbourhood Policing and Neighbourhood Management are integrated through co-location and the Safer Hartlepool Partnership Joint Action Groups and the Team around the Household process, as such the timing is right to explore whether there are further benefits to be had regarding the full integration of Community Safety services with Neighbourhood Management.
- 4.3 Cabinet will recall the Community Regeneration function together with the Voluntary Sector Compact transferred to Neighbourhood Management as part of the CSR budget review in April 2011 in preparation of the Localism Bill and the introduction of Neighbourhood Plans. The Voluntary Sector Compact has a strong link to the Voluntary Sector Strategy which currently sits in Child and Adults Department. The Community Pool supports the activities of the voluntary/ community/ not for profit sector and reflect the aspirations of the Councils Community Strategy and Neighbourhood Renewal Strategy which is implemented through the delivery of the Neighbourhood Action Plans.
- 4.4 The criteria for allocating Community Pool funds is currently under review and the Compact needs updating with regard to governance arrangements and code for representation following the cessation of the Community Network and current Government policy in terms of the programmes coming out of the Office for Civil Society. Discussions are underway as to whether the Strategy and Compact

should remain as two documents or should join up, this may impact upon the structure of Neighbourhood Management.

- 4.4 Community Cohesion has been a responsibility of the Home Office and as such the Safer Hartlepool Partnership has a duty to ensure partners are aware of potential community tension and respond accordingly. Unfortunately the grant previously provided by the Home Office to fund an Officer expires in March 2012 and to ensure we continue to respond accordingly it is proposed the function of Community Cohesion is added to the role of the Neighbourhood Development Officers under the direction of Neighbourhood Managers.

## **5. NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

- 5.1 The options presented within this report have been presented to Neighbourhood Services Scrutiny Forum on 8th and 27th July. The NSF recommendations are as follows:

- (i) That Option 2 (the retention of existing Neighbourhood Management arrangements by reducing geographical neighbourhoods to two) be identified as the Forum's preferred way forward;
- (ii) That the Forum recognises the close links, and benefits, of the provision of integrated community safety and neighbourhood management arrangements within the new structure; and
- (iii) That in implementing Option 2, emphasis must be placed upon the provision of maximum protection for the provision of services and resources in to Hartlepool's identified areas of deprivation.

## **6. CONCLUSION**

- 6.1 The Neighbourhood Management structure provides the Council with a strong mechanism for responding to communities. Whilst ward boundaries have little relevance to most communities, for the purposes of Neighbourhood Management there is a view that they provide a basis for ensuring a coherent fit with wider local governance, including access to resources and political representation.
- 6.2 The proposals should be considered within the context of changes in the national picture including the introduction of the Localism Bill, Police Reform and Social Responsibility Bill, the development of the Big Society, as well as the proposed changes to ward boundaries from 2012, the Council's review regarding Community Involvement and Engagement and the Council's financial position.

- 6.3 Should Cabinet choose to move to two neighbourhood areas, and support the integration of Community Safety into Neighbourhood Management, as it has Community Regeneration, a Neighbourhood Manager could take on a strategic lead for Community Safety and the other would lead on Neighbourhood Plans and the Voluntary Sector Compact.
- 6.4 The front line services managed by Neighbourhood Management will be re-designed accordingly, the details of which will be worked up following agreement to the proposals presented in this report.
- 6.5 In essence the saving set against Neighbourhood Management for 2012/13 can be achieved by moving to two neighbourhood areas. However the timing is right to consider the integration of Community Safety with Neighbourhood Management and explore what additional efficiencies and benefits could be achieved by reviewing the Voluntary Sector Strategy and Compact in line with Council's Community Involvement & Engagement review.

## **7. FINANCIAL AND STAFF CONSIDERATIONS**

- 7.1 The efficiency target of £90,000 allocated against Neighbourhood Management is achievable by moving to two Neighbourhood areas and the loss of two posts. However when considering the future structure of the service other services/ functions will be considered when determining the final structure i.e.
- Heads of Service across the Neighbourhood Services Division;
  - The Localism Bill and Big Society Agenda;
  - Community priorities.

## **8. CONSULTATION**

- 8.1 Consultation has taken place with Elected Members via Scrutiny, Resident representatives and residents at the Neighbourhood Consultative Forums regarding the redesign of the Forum areas, due to the Ward Boundary changes and Community Involvement and Engagement review.
- 8.2 Employees and Trade Unions have been consulted on the options considered as part of this review.



**9. RECOMMENDATION**

- 9.1 Cabinet are requested to consider the content of the report and determine their preferred option for the future of Neighbourhood Management as laid out in Section 3.

**10. CONTACT OFFICER**

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## NEIGHBOURHOOD MANAGEMENT OPTIONS - POPULATIONS

### Option A

#### North

Ward	2010 Population	2016 Population Projection
De Bruce	5,786	5,880
Hart	5,980	6,241
Jesmond	6,285	6,242
Jackson	6,188	5,938
Heritage	5,595	6,650
Park & Villages	5,933	6,970
<b>TOTAL</b>	<b>35,767</b>	<b>37,921</b>

#### South

Ward	2010 Population	2016 Population Projection
Burn Valley	6,322	6,217
Foggy Furze	6,479	6,549
Manor House	6,962	6,993
Seaton	6,661	6,607
Jubilee	7,225	7,084
<b>TOTAL</b>	<b>33,649</b>	<b>33,450</b>

### Option B

#### North

Ward	2010 Population	2016 Population Projection
De Bruce	5,786	5,880
Hart	5,980	6,241
Jesmond	6,285	6,242
Jackson	6,188	5,938
Heritage	5,595	6,650
<b>TOTAL</b>	<b>29,834</b>	<b>30,951</b>

#### South

Ward	2010 Population	2016 Population Projection
Burn Valley	6,322	6,217
Foggy Furze	6,479	6,549
Manor House	6,962	6,993
Seaton	6,661	6,607
Jubilee	7,225	7,084
Park & Villages	5,933	6,970
<b>TOTAL</b>	<b>39,582</b>	<b>40,420</b>

### Option C

#### North

Ward	2010 Population	2016 Population Projection
De Bruce	5,786	5,880
Hart	5,980	6,241
Jesmond	6,285	6,242
Heritage	5,595	6,650
Park & Villages	5,933	6,970
<b>TOTAL</b>	<b>29,579</b>	<b>31,983</b>

#### South

Ward	2010 Population	2016 Population Projection
Burn Valley	6,322	6,217
Foggy Furze	6,479	6,549
Manor House	6,962	6,993
Seaton	6,661	6,607
Jubilee	7,225	7,084
Jackson	6,188	5,938
<b>TOTAL</b>	<b>39,837</b>	<b>39,388</b>

### Option D

#### Outer Rim

Ward	2010 Population	2016 Population Projection
De Bruce	5,786	5,880
Hart	5,980	6,241
Heritage	5,595	6,650
Seaton	6,661	6,607
Park & Villages	5,933	6,970
Jubilee	7,225	7,084
<b>TOTAL</b>	<b>37,180</b>	<b>39,432</b>

#### Inner Core

Ward	2010 Population	2016 Population Projection
Burn Valley	6,322	6,217
Foggy Furze	6,479	6,549
Manor House	6,962	6,993
Jesmond	6,285	6,242
Jackson	6,188	5,938
<b>TOTAL</b>	<b>32,236</b>	<b>31,939</b>

### Option E

#### North & Coastal

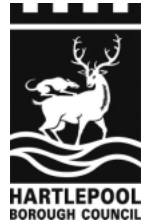
Ward	2010 Population	2016 Population Projection
De Bruce	5,786	5,880
Hart	5,980	6,241
Jesmond	6,285	6,242
Heritage	5,595	6,650
Seaton	6,661	6,607
<b>TOTAL</b>	<b>30,307</b>	<b>31,620</b>

#### South/Central & Rural

Ward	2010 Population	2016 Population Projection
Burn Valley	6,322	6,217
Foggy Furze	6,479	6,549
Manor House	6,962	6,993
Park & Villages	5,933	6,970
Jubilee	7,225	7,084
Jackson	6,188	5,938
<b>TOTAL</b>	<b>39,109</b>	<b>39,751</b>

# CABINET REPORT

26 September 2011



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

**Subject:** HEARTY LIVES HARTLEPOOL – YOUNGER & WISER PROGRAMME

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## SUMMARY

### 1. PURPOSE OF REPORT

1.1 The purpose of this paper is to brief Cabinet regarding the British Heart Foundation Hearty Lives Programme in Hartlepool.

### 2. SUMMARY OF CONTENTS

2.1 The paper highlights the significant public health challenges in Hartlepool caused by cardiovascular disease and the resulting burden of ill health. The paper highlights the aims and objectives of the Hearty Lives Programme which is aimed at addressing the modifiable causes of cardiovascular disease working on an inter-generational basis.

### 3. RELEVANCE TO CABINET

3.1 Public health is a key issue for the town and therefore a significant priority for Cabinet.

### 4. TYPE OF DECISION

4.1 Non-key.

### 5. DECISION MAKING ROUTE

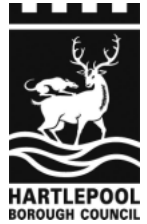
5.1 Cabinet.

### 6. DECISION(S) REQUIRED

6.1 The Cabinet is asked to endorse the aims and objectives of the programme and receive a progress report in due course.

# CABINET REPORT

26 September 2011



Report of: Director of Children and Adult Services

Subject: HEARTY LIVES HARTLEPOOL – YOUNGER & WISER PROGRAMME

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## 1. INTRODUCTION

- 1.1 This paper aims to brief Cabinet on the award of British Heart Foundation Hearty Lives funding to deliver a school based intervention supporting children and young people to make healthier choices and break the cycle of ill health and premature death from Cardiovascular Disease (CVD)<sup>1</sup> experienced by their parents and grandparents through getting children and young people engaged, proactive, healthy and skilled to make healthier choices.

## 2. BACKGROUND

- 2.1 The health of Hartlepool residents is improving; on average they are living healthier and longer lives but they suffer more ill health and disability; experience higher death rates from diseases such as cancer, heart disease and respiratory disease and live shorter lives than in most other parts of the country. They also live with inequalities in 'health experience' between communities. In Hartlepool CVD contributes to 30% of the male and 24% of the female life expectancy gap. Experience of ill health, disability and premature death from cardiovascular disease has impacted on many families for generations.
- 2.2 There are factors<sup>2</sup> which put people more at risk of developing CVD and problems which could threaten or even shorten life are developing and/or are influenced during childhood:
- By the age of 15 only 45% of girls reach the recommended level of physical activity (1 hour a day).
  - Only 19% of 5-15 year olds are eating five portions of fruit and vegetables per day.

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<sup>1</sup> Cardiovascular disease (CVD) means all diseases of the heart and circulation, including Coronary Heart Disease and stroke.

<sup>2</sup> The risk factors for CVD are smoking, high blood pressure, high blood cholesterol, physical inactivity, overweight or obesity, diet, alcohol consumption, stress & diabetes (modifiable); and age, ethnicity & family history (non-modifiable).

- Carbonated soft drinks as the most popular drink amongst 4-18 year olds.
- Average intake of saturated fatty acids exceeds government targets for adults.
- Just under a third of boys and girls aged 2-15 are overweight or obese

Lifestyle habits and attitudes are often passed from one generation to the next for example smoking, physical inactivity and unhealthy diets. Prevalence data for adult and childhood obesity indicates that rates for both young and old are higher in Hartlepool than the national average. The rise in childhood obesity leads to concern that younger and younger people will fall prey to heart attacks and strokes, as well as other diseases such as Type 2 diabetes and liver disease. We also know that as deprivation increases so do obesity rates; and as obesity rates increase, academic achievement tends to decrease. This is not to say that there is a direct cause and effect between obesity and attainment but evidence suggests that the association is likely to be mediated by social factors - stigmatisation, bullying, low self-esteem and young people's exclusion from opportunities for social interaction are suggested as underlying any relationship between obesity and lower educational attainment.

- 2.3 The good news is that Heart Disease can be prevented. Even if you have a strong family history of heart disease you can reduce your risk of developing the disease by making healthier lifestyle choices. There are currently strands of work being delivered within the school environment and community to support young people to make healthy lifestyle choices but the main focus of primary prevention work until now has been on adults and not children. Turning off the tap of ill health requires true primary prevention at a young age because if we are to break the cycle of ill health, disability and death from Heart Disease we need to start at the earliest opportunity to reduce future risk:

“The importance in investing in childrens early years is recognised as the key to preventing ill health later in life, as the accumulation of a child's experiences shapes the choices they will make when they become adults, and therefore impacts on their future health outcomes” The Marmot Review, 2010.

### **3. HARTLEPOOL HEARTY LIVES PROGRAMME**

- 3.1 The British Heart Foundation (BHF) vision is a world where people no longer die prematurely from heart disease. They recognise that where you live in the UK has an effect on your chances of dying from Heart Disease and are committed to concentrating BHF resources in parts of the UK that have the highest incidence of disease to help reduce inequalities. BHF Hearty Lives have awarded Hartlepool a 3 year funding commitment to support a school based primary prevention programme for 7-14 year olds. This amounts to £100k over three years plus funding to appoint dedicated Health Care Professionals (Nurse & Health Improvement Practitioner) to support programme delivery and coordination. In addition the Mayor has agreed for Hartlepool to become one of the BHF's official 'Heart Towns' adding strength to the commitment to tackling heart disease by getting communities and workplaces heart healthy.

3.2 Our big challenge is to support children and young people to make healthier choices and break the cycle of ill health and premature death from CVD experienced by their parents and grandparents through getting children and young people engaged, proactive, healthy and skilled to make healthier choices. Our objectives are to:

- Encourage children and young people to get involved in physical activity, eat well and look after their general lifestyles;
- Increase awareness amongst children of the key risk factors associated with CVD through education and play;
- Increase understanding of Heart Health;
- Empower children to make healthier lifestyle choices by providing them with the relevant skills, knowledge and attitudes enabling them to make informed choices;
- Bolster children's self-esteem and assertiveness skills;
- Increase understanding among children and adults about multiple influences on body size and general health and wellbeing.

The programme aims to use fun stimulating approaches including drama workshops; interactive cookery sessions; and personal, family and group challenges.

3.3 The Hearty Lives Partnership aims to build on the commitment to improving health established through the local Healthy Schools Programme. This project will draw on existing evidence and guidance in relation to CVD prevention and behaviour change in children and families. It will seek to harness and build local expertise to support change. It shall acknowledge existing work that contributes to the programme objectives (**Appendix 1**) and maximise opportunities to add value. It aims to offer additional resources and capacity to support achievement of the programme objectives. We need and value schools time, skills and expertise to support the successful development and delivery of the Hartlepool Hearty Lives programme.

#### 4. NEXT STEPS

4.1 A project team has been established, chaired by the Assistant Director of Health Improvement. This team has refined the original proposal presented to the BHF into a Project Initiation Document. This has been officially signed off by BHF and now the programme can officially go live during September 2011. As part of this process we have been engaging with stakeholders to develop the 'core offer'. The key strands of the offer are:

- Increasing awareness and understanding of heart health
- Improving food choices
- Increasing participation in physical activity
- Increasing awareness of the health impact of smoking

The programme will seek to engage children and young people in a package of activities designed to enthuse, stimulate and challenge aimed at encouraging them to improve their own health and wellbeing but also become young champions for improving health within their families and/or wider community.

4.2 Schools will be invited to participate in the programme and asked to identify an individual who the project team could work with to develop an action plan of tailored support for each school. Each school that signs up to the programme will receive a core set of BHF resources and have access to facilitated workshops, activities and challenges to be delivered over the duration of the programme plus access to expert advice and support. Funding for resources and activities have been costed into the programme budget, the contribution from the school shall be in kind, that is:

- i. a commitment to agree to work with the Hearty Lives project team to implement the Hearty Lives Programme within their school
- ii. agreement to identify a lead staff member to act as a key point of contact and undertake pass it on training in-line with the Hearty Lives Programme
- iii. willingness to work towards embedding the use of BHF resources within core delivery to ensure sustainability following the end of the Hearty Lives funding

## 5. RECOMMENDATION

5.1 The Cabinet is asked to endorse the aims and objectives of the programme and receive a progress report in due course.

## 6. KEY CONTACT OFFICER

6.1 Louise Wallace, Assistant Director of Health Improvement, NHS Hartlepool/ Hartlepool Borough Council, 4<sup>th</sup> Floor, Civic Centre. 01429 284030.



The Hartlepool Hearty Lives programme will link with the following programmes of work:

- Obesity Strategy
- Bumpy Rides (choices and behaviours)
- Healthy Schools Programme
- Smoking Cessation and Tobacco Control
- Alcohol Harm Reduction
- Physical Activity Strategy
- CVD Risk Management
- Emotional Health & Wellbeing
- Public Health Strategy
- National Child Measurement Programme
- Children & Young Peoples Plan

This programme aligns with the following national and local strategic priorities:

- Reversing the increase in childhood obesity. (BHF)
- Reducing the rates of childhood obesity. (Local/National)
- Halving the number of people under 75 who die from cardiovascular disease. (BHF)
- Reducing mortality from CVD through the identification and managing those at high risk. (Local/National)
- Reducing heart-related deaths in all UK local authority areas to the current level in South East England or below (BHF).
- Reducing the significant levels of health inequality between the most deprived and most affluent. (Local/National)
- Improving life expectancy to that experienced in other areas of England. (Local/National)
- Reducing smoking prevalence. (Local/National)