

ADULT AND COMMUNITY BASED SERVICES COMMITTEE

AGENDA



Thursday 7 November 2024

at 5.00 pm

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

MEMBERS: ADULT AND COMMUNITY BASED SERVICES COMMITTEE

Councillors Allen (Ch), Boddy, Buchan, Cook, Hall (VCh), Little and Roy

1. **APOLOGIES FOR ABSENCE**
2. **TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
3. **MINUTES**
 - 3.1 Minutes and Decision Record in respect of the meeting held on 5 September 2024
(previously circulated and published).
4. **BUDGET AND POLICY FRAMEWORK ITEMS**

None.
5. **KEY DECISIONS**
 - 5.1 Conservation Area Management Plans – *Assistant Director (Preventative and Community Based Services)*
6. **OTHER ITEMS REQUIRING DECISION**
 - 6.1 Outdoor Market – *Assistant Director (Preventative and Community Based Services)*

CIVIC CENTRE EVACUATION AND ASSEMBLY PROCEDURE

In the event of a fire alarm or a bomb alarm, please leave by the nearest emergency exit as directed by Council Officers. A Fire Alarm is a continuous ringing. A Bomb Alarm is a continuous tone.

The Assembly Point for everyone is Victory Square by the Cenotaph. If the meeting has to be evacuated, please proceed to the Assembly Point so that you can be safely accounted for.

7. ITEMS FOR INFORMATION

None.

8. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

FOR INFORMATION

Date of next meeting – Thursday 23 January 2025 at 5.00pm in the Civic Centre, Hartlepool



ADULT AND COMMUNITY BASED SERVICES COMMITTEE

7 NOVEMBER 2024



Subject: CONSERVATION AREA MANAGEMENT PLANS

Report of: Assistant Director (Preventative and Community Based Services)

Decision Type: Key Decision Test (ii), Forward Plan Reference; CJCS 156/24

1. COUNCIL PLAN PRIORITY

Hartlepool will be a place:

- where people are enabled to live healthy, independent and prosperous lives.
- that is sustainable, clean, safe and green.
- that has an inclusive and growing economy.

2. PURPOSE OF REPORT

- 2.1 The purpose of this report is to provide information on two Conservation Area Management Plans that have been developed with the support of funding from Historic England's Capacity Building Grant Scheme. The reports are completed in draft form and have been out to public consultation. It is considered that they are at a stage where they can now be finalised.

3. BACKGROUND

- 3.1 Understanding the character and significance of conservation areas is essential for managing change within them. Councils are required to formulate and publish proposals for the preservation and enhancement of conservations areas. They are also required to periodically review these proposals. These plans are normally presented in the form of a Conservation Area Appraisal and Management Plan (CAMP).
- 3.2 Headland and Seaton Carew Conservation Areas are considered to be at risk using the Historic England criteria to assess buildings at risk. Whilst having contrasting characteristics, one being a classic seaside resort with a focus on

the commercial centre, and the other a more traditional coastal residential area with a rich heritage, they share similar challenges:

- Traditional details have been eroded over years of minor alterations which has slowly changed the characteristics of buildings and in some instances streetscapes.
- There are key vacant sites and buildings both within and alongside the areas impacting on amenities and the wider environment.
- Both are ripe with opportunity which, despite efforts over a number of years, remains untapped.

3.3 Consultants Purcell were commissioned to prepare plans for Seaton Carew and the Headland providing an opportunity to:

- Review baseline data to understand the existing heritage and those alterations which are considered to be causing harm.
- Assess the current townscape and identify opportunities for enhancement and development.
- Develop design guidance to manage the loss of traditional detailing.
- Carry out consultation with stakeholders and the community to gather information to assist in the development of the documents.

4. PROPOSALS FOR CONSIDERATION

4.1 The documents are in four sections which are attached onto the link below –

Part 1 defines and records the special interest of the conservation area.

Part 2 analyses the characteristics that make the area special, also referred to as ‘the Appraisal’.

Part 3 provides an analysis of the current issues and opportunities facing the conservation area. It then provides an overarching vision for the conservation area, recommendations to enhance the area, and guidance and design advice on how to manage change.

Part 4 contains further information for residents and developers on where to seek advice and help, a bibliography and glossary, and detailed plans of the area.

Due to their size the documents will be appended to the electronic version of the report and will be available to view on the website from 31 October. Limited copies will be available to Elected Members at the meeting as per request and in line with previous practice.

4.2 The documents are positive in their tone. They provide a wealth of information on the history of each area in order to explain the development of these places. This is further built on when describing the special character of the area. Pallets of the materials used, which combine to create the townscape, are displayed in pages of photographs, alongside this is

commentary on other aspects of the area which contributes to the uniqueness of each one.

- 4.3 The section on the management of the area sets out clear guidelines on works which will preserve and enhance the conservation areas. This includes guidance and advice on alterations to buildings and spaces for both private owners, for example changes to shop fronts or building extensions on houses, and on public land such as street furniture, footpaths and open spaces.
- 4.4 Individual sites which impact on the conservation area, providing opportunities for change, are the focus of more detailed analysis. For example in the Headland there is a focus on the Friarage Manor House and in Seaton Carew consideration is given to the former Longscar site.
- 4.5 In considering the areas as a whole there are also recommendations for boundary changes; this includes proposal for both deletion of spaces and inclusion of others.

5. PUBLIC CONSULTATION

- 5.1 Consultation on the draft documents was carried out in April 2024. This included an afternoon drop in session at Seaton Carew and an early evening session on the Headland. At both events officers were present to answer questions and a display summarising the work to date was provided, along with hard copies of the document for residents to view. There was also an online consultation on the Your Say platform from 19 March to 30 April with links to the full documents for individuals to view.

5.2 The Headland

Feedback from the consultation can be summarised as follows:

- a) Concern regarding the lack of inclusion of modern materials and in particular UPVC windows. Feedback on the document through both the drop in session, online responses and the Parish Council positively supported the use of modern materials within the conservation area. The reasons behind this were various including, cost, ease of maintenance in a coastal location and the perceived benefits of conserving heat/energy. Whilst residents' views on this matter are acknowledged, the documents have been developed to align with both national and local planning policies, and the guidance provided by bodies such as Historic England. It is for that reason that this is not included within the document, despite the overwhelming response on this subject. The document does include a wealth of guidance and information on the use of traditional building materials, including links to other documents providing detailed advice on energy efficiency and retrofitting in order to support not only the use of traditional materials but also outlining their benefits in comparison to modern materials.

- b) There are a number of suggestions that financial support should be given to those living in conservation areas through council tax breaks and grants. Those grants which are identified within the comments are provided for a specific purpose and it is not possible for them to be transferred elsewhere. With regard to council tax breaks this is not something which could be considered as part of this process. Officers do however look for investment and support for conservation areas across the town and will continue to do this.
- c) A few responses suggested that conservation area status should be removed from the area altogether or reviewed. Local authorities have a duty under the Planning (Listed Buildings and Conservation Areas) Act 1990, section 69 to designate conservation areas and it is also under this duty that the authority is reviewing the area at this time. Whilst these comments are noted, it is considered that the area remains of an appropriate quality to be recognised as a conservation area.
- d) Some responses suggest extending the area to include Throston Engine House and Carnegie Building. These properties are both recognised as grade II listed buildings which provides additional planning controls on and in addition they are some distance from the existing conservation area, therefore it is not considered practical or necessary to include these within the boundary of the area.
- e) A number of respondents raised the issue of the Heugh Breakwater and the need for this to be repaired and re-opened to the public. It is acknowledged that this is a significant structure on the coastline and is recognised as such with inclusion in the area. It is, however, in private ownership and therefore, whilst the authority can encourage the repair of the structure it is not something which it can control.
- f) Respondents noted the need to improve infrastructure for the visitor economy in the area from improving toilets to better parking facilities. A number of these issues are addressed within the documents more broadly including sections on making connections and developing the visitor economy, along with celebrating and promoting the heritage of the area.
- g) The issue of lighting and infrastructure within the public realm was raised, including concerns around a proliferation of memorial benches, lights that were out of character on the Town Moor and a lack of general maintenance. On a similar vein others suggested that the council should lead by example on its own buildings in the area. The document does cover many of these issues and will act as a tool for all services carrying out works within the area, to ensure that these are appropriate to the conservation area.
- h) Finally a number of respondents raised concern about the document itself, including the size, the amount of text and the challenges they considered navigating it. The document does have a summary which includes key information on what a conservation area is and the history and significance

of the area, along with a clear list of bullet points for each characteristic contributing to the significance of the area. The document is designed to be read in an electronic format with embedded links to take the reader from the contents page to the relevant section of interest so it does not need to be read as whole. When printed it is a large document however it is considered that the format, including a mixture of photographs and text, means it is an accessible piece of work.

5.3 Alongside the public consultation officers attended a Headland Parish Council meeting to discuss the document and receive feedback. Residents and Parish Councillors raised concerns regarding the content of the document, which reflected much of the public feedback. This included,

- a) The document not taking into consideration peoples circumstances, and in particular the high costs of heating properties, therefore more should be done to incorporate cost effective energy efficiency measures. This also linked into comments that the policy was developed in isolation without taking into consideration people's health and welfare, and the suggestion the document should focus more on community need.
- b) The expense of carrying out works using traditional materials.
- c) A proposal to introduce a traffic light system i.e. green for timber, amber for UPVC sliding sash, red for UPVC casement windows to make the process quicker and provide more transparency. They also cited what they considered to be good examples of UPVC windows which should be considered as well as timber.
- d) It was suggested that the document as a whole is contrary to the views of the local community, which had been seen in recent decisions in Planning Committee and therefore the document should reflect this.
- e) The most significant issue was that alterations to windows and doors using modern materials should be allowed and this should have been included within the document.
- f) Finally the size of the document was raised as a concern and the ability to navigate this, requesting shorter summary documents which would be more accessible.

5.4 Many of these issues reflect the wider comments received. In particular as noted above whilst the strong feeling around the use of modern materials are acknowledged, the document has been developed in line with existing planning policy and guidance.

5.5 Seaton Carew

Fewer comments were received on this document. In summary these were;

- a) A suggestion that the area should be promoted within schools more, giving young people opportunities to learn about their local areas. There is a

section on outlining the history of the area which could be used as a resource for this purpose.

- b) Positive support for the section on improving connectivity including the idea of exploring alternative transport options such as a ferry service connecting visitor destinations.
 - c) A number of suggestions nominating buildings for inclusion within the area were made, these have been considered however given the location away from the conservation area, it is not considered expedient to include these at this moment in time, but to acknowledge them, and consider their future inclusions on the local list.
 - d) There is a comment regarding shutters on commercial properties and the challenges this would bring. Shutter proposals tie in with existing policy documents and it is considered changes such as this, if supported with advice and guidance on other security methods, would enhance the conservation area.
 - e) There are comments around the repair of some individual properties. These are in private ownership and therefore the extent to which the authority can be involved is limited, however it is hoped that documents such as this will support all property owners in making positive enhancements to their buildings.
- 5.6 The comments received have been welcomed and where possible elements of the document have been amended or strengthened to reflect these.

6. NEXT STEPS

- 6.1 A review of the boundary of each area was considered as part of this work and amendments have been proposed. These will be further reviewed and, if the documents are agreed, progressed.
- 6.2 The documents will be part of the planning evidence base which is used when making decisions on planning applications within these areas and will feed into future planning policy development.

7. OTHER CONSIDERATIONS/IMPLICATIONS

RISK IMPLICATIONS	Both the Headland and Seaton Carew Conservation Areas are identified as being 'At Risk' on the annual survey published by Historic England. This work supports other policy initiatives in creating a framework upon which positive enhancements can be made in order to address the issues that exist at the moment.
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	The Planning Committee have highlighted the need for guidance for those wishing to carry out alterations on buildings in conservation areas, particularly residential properties. This work supports that request.
FINANCIAL CONSIDERATIONS	Historic England provided grant assistance of £20,000 to support the work. This was matched by £10,000 which was taken from sources across the Adult & Community Based Services Department.
LEGAL CONSIDERATIONS	The local authority has a statutory duty under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 71(1) to 'formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas'. These works are discharging that duty.
CHILD AND FAMILY POVERTY	A number of the comments make reference to finance when referring to a range of work from maintenance of buildings, replacing specific components e.g. replacement windows to heating properties. Personal circumstances are not a material planning consideration unless in an exceptional case and therefore this has not been taken into consideration in the development of this document.
EQUALITY AND DIVERSITY CONSIDERATIONS	Not applicable.
STAFF CONSIDERATIONS	The project was overseen by the Head of Service (Heritage and Open Spaces) with the grant assistance provided used to bring in the consultants Purcell to compile the CAMPs.
ASSET MANAGEMENT CONSIDERATIONS	Both areas include significant buildings in the Council's ownership and more widely the public realm. This work supports the management and enhancement of the environment in both places.
ENVIRONMENT, SUSTAINABILITY AND CLIMATE CHANGE CONSIDERATIONS	The documents consider the issue of sustainability and climate change and provide suitable guidance and commentary of the impact of this on the conservation areas.
CONSULTATION	Consultation was completed as part of the development of the documents as described in 4.1.

7. RECOMMENDATIONS

- 7.1 It is recommended that the Committee notes the response to the public consultation and agrees the documents as part of the planning evidence base as guidance for works in these conservation areas.

8. REASONS FOR RECOMMENDATIONS

- 8.1 The local authority has a statutory duty under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 71(1) to 'formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas'. In the case of both of these conservation areas the current management plans are dated, this is an opportunity to ensure that relevant and timely information is available to all those who wish to carry out works in the area or have an interest in the heritage of these places.

9. BACKGROUND PAPERS

- 9.1 Adult & Community Based Services Committee - Historic England Grant Funding; Conservation Area Management Plans - 17/3/22

Adult & Community Based Services Committee - Conservation Area Management Plans - 25/1/24

Planning Committee - Conservation Area Management Plans - 13/3/24

10. CONTACT OFFICERS

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Sign Off:-

Managing Director	Date: 14/10/2024
Director of Finance, IT and Digital	Date: 14/10/2024
Director of Legal, Governance and HR	Date: 10/10/2024

ADULT AND COMMUNITY BASED SERVICES COMMITTEE

7 NOVEMBER 2024



Subject: OUTDOOR MARKET

Report of: Assistant Director (Preventative and Community Based Services)

Decision Type: Non-Key Decision

1. COUNCIL PLAN PRIORITY

Hartlepool will be a place:
- where people are enabled to live healthy, independent and prosperous lives.
- of resilient and resourceful communities with opportunities for all.
- that has an inclusive and growing economy.

2. PURPOSE OF REPORT

- 2.1 The purpose of this report is to provide an update on the Outdoor Market and its future viability.

3. BACKGROUND

- 3.1 The market is an amalgamation of two markets that were previously held independently selling 'bric-a-brac'/second hand goods and new goods including food. The market traders lease pitches to trade from in the West Side Car Park between the hours of 7.30am and 4.00pm, 50 weeks a year.
- 3.2 The combined market has been established for a number of years however, since trading was paused during Covid, it is evident that there has been a decline in attendance. The number of traders has reduced and there are no signs of interest from other businesses in taking up the opportunity of a pitch.
- 3.3 There is no dedicated resource allocated to the market with officers carrying out duties alongside existing roles. This means there is no capacity to grow the market offer by searching for new traders or increasing awareness.

- 3.4 On average 13 traders attend the market each week with the majority coming from outside the area and only two regular traders from Hartlepool. Traders currently provide their own stalls therefore the main cost to the Council relates to waste removal from the site.

4. CONSULTATION

- 4.1 In an effort to gauge public opinion on the Outdoor Market a survey was released on the Council website aimed at both users and non-users of the market in 2020.
- 4.2 The survey was responded to by 549 individuals. 90% had attended the market, with the majority attending on six or more occasions.
- 4.3 At that time there was a clear trend towards the food stalls at the market comprising fruit and vegetables, fresh meats and fresh fish, with bric-a-brac also ranking highly on the response list.
- 4.4 Of the 51 people who responded to the survey stating they had not been to the market 40% responded that there was nothing at the market that they wanted to buy. When asked what would attract them to the market there was a clear trend towards 'a greater range of stalls'.
- 4.5 Since 2020 there has not been any increase in the variety of stalls available or the number of traders. As noted above it would appear that there has in fact been a decline with only one fresh food stall left (fruit and vegetables), and little indication that new businesses are interested in taking up the opportunity to be part of the market.

5. FUTURE DELIVERY OPTIONS FOR THE MARKET

- 5.1 The market is a long established fixture in Hartlepool, however it would appear that there is no longer a demand for the service. Furthermore the lack of income creates a pressure on the budget, and staff capacity is reduced as officers are spending time away from their main work, managing it each Thursday. The following options are proposed as a way forward,
- 5.2 Option 1: Retain the management of the market
This would see the market continue in its current format with the only change being that traders would be asked to dispose of waste at their own cost and remove this from site, providing an in year saving.
- 5.3 Option 2: Transfer the management of the market to an external company
The lack of dedicated staff to support the development of the market and investigate the potential for new traders is a challenge. Several markets around the region use a third party/management company to manage the market operations, examples of this regionally are Crook and Stanley. An

external company may be able to run the market more effectively and generate a fixed annual income. This could replace the direct revenue generated by the market.

5.4 Option 3: Close the market

The market is currently not achieving its income target and officers are spending increased time managing the market, diverting resource from service priorities. Option 3 involves giving traders notice that the intention is to close the market.

5.5 It is clear that the current status quo cannot continue as the market does not achieve its original aim of generating a viable income. It is proposed that work is carried out to explore option 2 with the intention that:

- Through a tendering process a third party operator is identified to operate the market.
- The operator would take over the market without a break in trading and operate for a minimum of 50 weeks a year.
- The contract would be for a fixed term, for example three years, with an opportunity to review thereafter.
- The operator would allow current traders the opportunity to continue trading.

This option would continue to support existing businesses in Hartlepool and potentially generate new traders to support the market.

5.6 Should it become apparent that a third party is not in a position to operate the market, a report will be taken to Finance and Policy Committee proposing that option 3 is pursued, notice is given to traders and budgets realigned.

6. OTHER CONSIDERATIONS/IMPLICATIONS

RISK IMPLICATIONS	There is a risk that there will be no interest from a third party, resulting in the loss of the open market and the contribution that this makes to the economy of Hartlepool. This is however outweighed by the budget pressure that the market operation currently creates.
FINANCIAL CONSIDERATIONS	<p>Rent in 2024/25 is set at £27 per stall. Based on the average number of attendees the current income target of £27,757 is unachievable. In the most recent year £17,550 actual income was generated.</p> <p>The actual income does not cover the costs of waste collection or officer time to support the market. Should the market close, budgets would require realigning. However, there is likely to be a cost to the council and this would need to be factored into the MTFS position if agreed by Finance and Policy Committee.</p>

LEGAL CONSIDERATIONS	The legal governance of an outdoor market is covered by Part III (Markets) of the Food Act 1984. This legislation gives general provisions to local authorities to; establish/ acquire; sell and manage a market within its borough. It allows the local authority to set its own policies for the hours and location of trading, as well as its own charges for trading areas and by-laws that maybe required to manage it in the circumstances. Hartlepool Borough Council does not have any by-laws in place to manage the outdoor market and it is not a statutory service that must be provided.
CHILD AND FAMILY POVERTY (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)	No considerations identified.
EQUALITY AND DIVERSITY CONSIDERATIONS (IMPACT ASSESSMENT FORM TO BE COMPLETED AS APPROPRIATE.)	No considerations identified.
STAFF CONSIDERATIONS	There are no staff considerations as there are no dedicated officers overseeing the market.
ASSET MANAGEMENT CONSIDERATIONS	The market is situated on the West Side Car Park. The continued use of this as market space impacts on the potential car parking revenue generated at this location on a Thursday.
ENVIRONMENT, SUSTAINABILITY AND CLIMATE CHANGE CONSIDERATIONS	There are no considerations.
CONSULTATION	<p>Public consultation was carried out in 2020 to understand residents' views. It is not considered that the market has altered to a point where views would be considerably different to that time. Therefore no further public consultation is proposed.</p> <p>Consultation will be carried out with regular traders once a way forward is agreed in order to understand their requirements and ensure that these will be met in the development of any tenders for the delivery of the market.</p>

6. RECOMMENDATIONS

- 6.1 It is recommended that the Committee agree the implementation of option 2 as outlined in the report noting that should this be unsuccessful a further report will be presented to Finance and Policy Committee to pursue option 3.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The proposed change of delivery model would enable the market to continue in its current format but would reduce the resources required by the Council to continue to facilitate the operation. If the revised delivery model is not achievable, the only feasible alternative is closure of the market.

9. CONTACT OFFICERS

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Sign Off:-

Managing Director	Date: 17.10.2024
Director of Finance, IT and Digital	Date: 17.10.2024
Director of Legal, Governance and HR	Date: 17.10.2024