



Civic Centre
HARTLEPOOL

19 November, 2024

Councillors Allen, Bailey-Fleet, Boddy, Buchan, Clayton, Cook, Cranney, Creevy, Darby, Dodds, Dunbar, Feeney, Hall, Hargreaves, Harrison, Holbrook, Jorgeson, Leedham, Lindridge, Little, Male, Martin-Wells, Moore, Morley, Nelson, Oliver, Reeve, Riddle, Roy, Scarborough, Sharp, Smith, Thompson, C Wallace, S Wallace and Young.

Madam or Sir,

You are hereby summoned to attend an EXTRAORDINARY COUNCIL meeting to be held on THURSDAY, 28 November 2024 at 7.00 p.m. in the Civic Centre, Hartlepool to consider the subjects set out in the attached agenda.

Yours faithfully

D McGuckin
Managing Director

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EXTRAORDINARY COUNCIL AGENDA



Thursday 28 November 2024

at 7.00 pm

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

- (1) To receive apologies from absent Members;
- (2) To receive any declarations of interest from Members;
- (3) To deal with any business required by statute to be done before any other business;
- (4) To consider the following:-

We the undersigned request an extraordinary meeting of Full Council to debate the Conservation Area Management Plans that were approved by the Adult and Community Based Services Committee on 7 November 2024 and pass any motions that may arise as part of the discussion.

Signed: Councillors Moore, Darby, Young, Smith, Little and Cranney.

A copy of the report considered by the Adult and Community Based Services Committee on 7 November 2024 along with the published minutes of that meeting are attached.

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.

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

MINUTES AND DECISION RECORD

7 November 2024

The meeting commenced at 5.00 pm in the Civic Centre, Hartlepool

Present:

Councillor: Gary Allen (In the Chair)

Councillors: Moss Boddy, Bob Buchan, Fiona Cook, Ged Hall, Sue Little, and Aaron Roy

Also present:

Councillors Brenda Harrison, Michael Jorgeson and Shane Moore

Officers: Jill Harrison, Executive Director of Adult and Community Based Services
Gemma Ptak, Assistant Director, Preventative and Community Based Services
Sarah Scarr, Head of Service - Heritage and Open Spaces
Julian Heward, Communications and Marketing
Denise Wimpenny, Principal Democratic Services Officer

15. Apologies for Absence

None.

16. Declarations of Interest

None.

17. Minutes of the meeting held on 5 September 2024

Received.

18. Conservation Area Management Plans *(Assistant Director, Preventative and Community Based Services)*

Type of decision

Key Decision – Forward Plan Ref No. CJCS 156/24

Purpose of report

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.

Issue(s) for consideration

The Head of Service, Heritage and Open Spaces presented the report which included background information in relation to the requirement to formulate and publish proposals for the preservation and enhancement of conservation areas. Consultants had been commissioned to prepare Conservation Area Management Plans for Seaton Carew and the Headland, details of which were set out in the report.

Consultation on the draft documents was carried out in April 2024 and Members were provided with feedback from the consultation, a summary of which was included in the report. In support of the report a detailed and comprehensive presentation was provided which outlined the key issues arising from the plans and consultation process.

In the lengthy discussion that followed officers responded to issues raised arising from the report. A Member raised concerns regarding the lack of inclusion of modern materials within the conservation areas and the financial impact on residents in terms of such restrictions. A query was raised as to whether financial support was available to support residents living in conservation areas. Members were advised that actions had been included within the plans to explore conservation funding. In relation to issues raised around street lighting and the need for the Council to lead by example, the Head of Service, Heritage and Open Spaces advised that this would be considered going forward.

A Headland resident, who was in attendance at the meeting was invited to speak. In addressing the Committee, the concerns of Headland residents regarding the plan were shared with Members which included issues around the costs associated with carrying out repairs and maintenance using traditional methods, high energy bills and the proposals to remove discretion from Planning Committee Members in terms of consideration of proposed work in conservation areas. Emphasis was placed upon the benefits of utilising modern materials, in-keeping with traditional designs and, in particular, UPVC windows.

A Member commented that examples of UPVC windows included within the plan did not reflect the updated high quality designs available which were in-keeping with traditional conservation design. Members were urged not to approve the plans in the current form and it was suggested that the plans be referred to a Conservation Area Advisory Committee for further consideration or Full Council. The Assistant Director commented on the complexities around this issue and clarified the background and evidence base in terms of the development and content of the plans.

Further discussion ensued during which a Member expressed support for removing conservation related decisions from Planning Committee and the cost benefits of the option to install modern materials, including good quality UPVC windows, were highlighted. A member of the public in attendance spoke in support of the comments raised by the Headland resident and requested that a copy of the documents be made available in paper format for inspection at the Civic Centre. It was highlighted that documents were available during the consultation period and, once finalised, would be accessible in public libraries and key locations.

Following a proposal that this issue be referred to Full Council, there were differing views in terms of whether a decision of Full Council was necessary. Clarification was also provided in response to further queries raised in relation to the Heugh Breakwater repair and maintenance arrangements.

A Member referred to issues around conservation related decisions taken by Planning Committee, examples of which were provided. The benefits of establishing a Conservation Area Advisory Committee to consider this report, in line with previous practice was suggested. Details of the role and remit of a previous Advisory Committee, which had operated a number of years ago, as part of the Council's governance arrangements, were outlined which had included representation from the Victorian Society, English Heritage, Hartlepool Civic Society, all Parish Councils, Residents Associations and residents. Reference was also made to the restrictions and issues around national guidance and planning law and the benefits of an Advisory Committee feeding into the planning process in terms of conservation related matters were highlighted.

It was proposed that a Conservation Area Advisory Committee be established to consider and seek views in relation to this report and any other reports of this type in relation to all other conservation areas in the town with membership to include representation from residents, Victorian Society and English Heritage together with any other relevant bodies as considered appropriate. Members supported this proposal.

The Assistant Director added that work commissioned to develop the plans had concluded and therefore any additional work required by an Advisory Committee would result in resource implications.

In concluding the debate, the Chair sought agreement in relation to the recommendations as set out in the report with the caveat that a Conservation Area Advisory Committee be established.

The following recommendations were agreed.

Decision

The Committee noted the response to the public consultation and agreed the documents as part of the planning evidence base as guidance for works in these conservation areas with the caveat that a Conservation Area Advisory Committee be established to further consider and seek views in relation to the contents of the report and any reports of this type in relation to all other conservation areas in the town.

19. Outdoor Market (*Assistant Director, Preventative and Community Based Services*)

Type of decision

Non key.

Purpose of report

To provide an update on the Outdoor Market and its future viability.

Issue(s) for consideration

The Assistant Director, Preventative and Community Based Services presented the report which provided background information in relation to the history of the market and referred to the evidence that there had been a decline in attendance with the number of traders reducing and no sign of interest from other businesses in taking up the opportunity of a pitch. On average thirteen traders attended the market each week, with the majority coming from outside the area, and only two regular traders from Hartlepool. Traders currently provided their own stalls therefore the main cost to the Council related to waste removal from the site.

In an effort to gauge public opinion on the outdoor market a survey had been released on the Council's website aimed at both users and non-users of the market in 2020, feedback from which was provided as set out in the report.

Whilst the market was a long established fixture in Hartlepool, it would appear there was no longer a demand for the service. The lack of income created a pressure on the budget.

The following options were proposed, as a way forward, details of which were included in the report:-

Option 1 – Retain the management of the market

Option 2 – Transfer the management of the market to an external company

Option 3 – Close the market

It was proposed that work be carried out to explore Option 2. Should it become apparent that a third party was not in a position to operate the market, a report would be taken to Finance and Policy Committee to propose that option 3 be pursued, notice be given to traders and budgets realigned.

In the discussion that followed, officers responded to queries raised arising from the report. Clarification was provided in relation to the timescales for progressing this issue and the budget implications of offering free parking on market day.

In response to the Leader's suggestion that a report be taken to this Committee as opposed to the Finance and Policy Committee in the event that option 3 was pursued, the Executive Director of Adult and Community Based Services advised that given this was budget related, and therefore a decision for Finance and Policy Committee, as advised by the Monitoring Officer, this suggestion would be explored following the meeting.

Decision

1. The Committee agreed the implementation of option 2 as outlined in the report noting that should this be unsuccessful a further report would be presented to Finance and Policy Committee to pursue option 3.
2. That the suggestion that any future report be considered by this Committee as opposed to Finance and Policy Committee be explored following the meeting.

20. Date and Time of Next Meeting

It was reported that the next meeting would be held on 9 December at 10.00 am.

The meeting concluded at 6.40 pm.

H MARTIN

DIRECTOR OF LEGAL, GOVERNANCE AND HUMAN RESOURCES

PUBLICATION DATE: 14 NOVEMBER 2024