

SCRUTINY CO-ORDINATING COMMITTEE AGENDA



Friday, 18 April 2008

at 1.30 p.m.

**in Committee Room B,
Civic Centre, Hartlepool**

MEMBERS: SCRUTINY CO-ORDINATING COMMITTEE:

Councillors Akers-Belcher, Brash, RW Cook, S Cook, Fleet, Flintoff, James, Laffey, A E Lilley, G Lilley, A Marshall, Plant, Preece, Shaw, Simmons and Wright.

Resident Representatives: Jean Kennedy, Iris Ryder and Linda Shields

- 1. APOLOGIES FOR ABSENCE**
- 2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**
- 3. MINUTES**
 - 3.1 Minutes of the meeting held on 14th March 2008
 - 3.2 Minutes of the meeting held on 7th April 2008 *(to follow)*
- 4. RESPONSES FROM THE COUNCIL, THE EXECUTIVE OR COMMITTEES OF THE COUNCIL TO REPORTS OF THE SCRUTINY COORDINATING COMMITTEE**
- 5. CONSIDERATION OF REQUEST FOR SCRUTINY REVIEWS FROM COUNCIL, EXECUTIVE MEMBERS AND NON EXECUTIVE MEMBERS**
- 6. FORWARD PLAN**

No Items

**7. CONSIDERATION OF PROGRESS REPORTS / BUDGET AND POLICY
FRAMEWORK DOCUMENTS**

No Items

8. CONSIDERATION OF FINANCIAL MONITORING/CORPORATE REPORTS

- 8.1 Use of Resources Audit Report – *Assistant Chief Executive / Chief Financial Officer / Audit Commission Representative in attendance*

9. ITEMS FOR DISCUSSION

- 9.1 Draft Interim Report into Hartlepool Borough Council's CCTV Provision Scrutiny Referral – *Chair of the Scrutiny Co-ordinating Committee (to follow)*
- 9.2 Final Report - Sustainability of Externally Funded Community Initiatives in Schools – *Chair of the Children's Services Scrutiny Forum*
- 9.3 Final Report – Seaton Carew's Regeneration Needs and Opportunities – *Chair of the Regeneration and Planning Services Scrutiny Forum*
- 9.4 Final Report – Transportation Links to Hospital Services and Neighbourhood Services Transport Provision – *Chair of the Neighbourhood Services Scrutiny Forum*
- 9.5 Final Report – Withdrawal of Emergency Care Practitioners Service at Wynyard Road Primary Care Centre Scrutiny Referral – *Chair of the Adult and Community Services and Health Scrutiny Forum (to follow)*
- 9.6 Final Report – Access to Recreation Activities for Children and Young People in Hartlepool – *Chair of the Children's Services Scrutiny Forum*
- 9.7 Draft Overview and Scrutiny Annual Report 2007/08 - *Scrutiny Manager*

10. CALL-IN REQUESTS

11. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT

SCRUTINY CO-ORDINATING COMMITTEE

MINUTES

14 March 2008

The meeting commenced at 1.30pm in the Civic Centre, Hartlepool

Present:

Councillor: Marjorie James (In the Chair)

Councillors : Jonathan Brash, Rob W Cook, Shaun Cook, Bob Flintoff, Pauline Laffey, Ann Marshall, Michelle Plant, Arthur Preece, Jane Shaw and Chris Simmons.

Officers: Andrew Atkin, Assistant Chief Executive
Joanne Smithson, Head of Community Strategy
Chris Little, Assistant Chief Financial Officer
David Hunt, Strategy and Performance Officer
Charlotte Burnham, Scrutiny Manager
James Walsh, Scrutiny Support Officer
Angela Hunter, Principal Democratic Services Officer

137. Apologies for Absence

Apologies for absence were received from Councillors Stephen Akers-Belcher, Mary Fleet and Edna Wright and resident representatives Iris Ryder and Jean Kennedy.

138. Declarations of interest by Members

None.

139. Minutes of the meetings held on 8 February 2008 and 6 March 2008

- (i) 8 February 2008 – confirmed.
- (ii) 6 March 2008 – due to the unavailability of the minutes, they were deferred to the next meeting.

140. Responses from the Council, the Executive or Committees of the Council to Reports of the Scrutiny Co-ordinating Committee

None.

141. Consideration of request for scrutiny reviews from Council, Executive Members and Non Executive Members

None.

142. Forward Plan

None.

143. Consideration of progress reports/budget and policy framework documents – Community Strategy and Neighbourhood Renewal Strategy *(Head of Community Strategy)*

The Head of Community Strategy presented a report which sought the view of Members on the third draft of the revised Community Strategy, Hartlepool's Ambition which was attached at Appendix 1. Members were asked to note that the revised Community Strategy would, following adoption in summer 2008, provide a new strategic framework for Hartlepool. The Strategy also incorporated a revised Neighbourhood Renewal Strategy and Sustainable Development (Local Agenda 21) Strategy.

A discussion ensued in which it was suggested that the Financial Inclusion Partnership be included within the Jobs and Economy Section of the document as this was a key organisation. Clarification was sought on objective 11 within Jobs and Economy and how this would be delivered. The Head of Community Strategy indicated that the Community Strategy document was the Council's long term vision with the Local Area Agreement and Corporate Plan detailing how the objectives were to be delivered. The Assistant Chief Executive confirmed that the Corporate Plan was linked to the Community Strategy objectives and would identify how these objectives would be achieved. A Member suggested that this link should be identified within the Community Strategy document for clarification.

It was noted that there were a number of references to ensuring enjoyment for children and young people within the Lifelong Learning and Skills section in particular in relation to out of school hours activities and it was suggested that encouraging enjoyment within school hours should also be included. The Head of Community Strategy indicated that she would liaise with the Children's Services Department to examine this issue.

Recommendation

That the comments of the Scrutiny Co-ordinating Committee on the third consultation draft of the Community Strategy be noted.

144. Formal Response to the Post Office Limited Network Change Programme *(Scrutiny Co-ordinating Committee)*

The Scrutiny Manager presented a report which provided Members with the draft formal response in relation to the consultation process for the Post Office Limited Network Change programme. This response was to be submitted to the Hartlepool Partnership and Cabinet to assist/shape the Council's formal submission to Post Office Limited by 26 March 2008.

A discussion ensued in which it was brought to Members' attention that within the Houses of Parliament, there were three post offices for the use of Members of Parliament only. It was questioned whether this had been taken into account as part of the Government's rationalisation of post offices across the country.

It was noted that a number of local authorities had examined the possibility of supporting post offices and clarification was sought on whether this had reduced the pressure on the number of post offices to be closed. The Head of Community Strategy indicated that Post Office Limited still had to reduce the number of post offices it operated, whether this was by closure of branches or transfer of support for branches to local authorities. However, the Assistant Chief Executive added that the financial implications of transferring support for post offices to local authorities was a valid point and suggested this be included within the Council's response as this was a new development since the commencement of the consultation.

Members were concerned about the added burden being placed upon local authorities with the number of post masters and mistresses who may have to vacate their homes as they were tied premises to the post office they managed. Concern was also expressed about the costs associated with redundancy payments for post masters and mistresses and whether this should be used to boost the current provision of post office services instead.

Recommendation

That the formal response from Scrutiny Co-ordinating Committee to the Post Office Limited Network Change Programme be submitted to Cabinet incorporating the comments detailed above.

145. Consideration of progress reports/budget and policy framework documents – Corporate Plan 2008/09: Proposed Outcomes and Actions *(Assistant Chief Executive)*

The Assistant Chief Executive presented a report which provided the opportunity for Members to consider the proposed outcomes and actions for inclusion within the Corporate Plan 2008/09, which was attached at Appendix A. Members were asked to note that the plan was still being developed and would be resubmitted to the Scrutiny Co-ordinating

Committee at the end of May 2008.

Recommendation

The proposed outcomes and actions for inclusion in the 2008/09 Corporate Plan were noted.

146. Consideration of progress reports/budget and policy framework documents – Draft Corporate Plan 2008/09 – Verbal Feedback from the Overview and Scrutiny Committees *(Scrutiny Manager)*

The Scrutiny Manager presented a report which provided the opportunity for Chairs of the Overview and Scrutiny Committees to verbally feedback any comments in relation to the Authority's Draft Corporate Plan for 2008/09.

A discussion ensued in which all the Chairs, Vice Chairs present indicated that their respective Scrutiny Forums fully supported the Draft Corporate Plan for 2008/09. The Chair of the Children's Services Scrutiny Forum indicated that Members had suggested the inclusion of the enjoyment of the education system for children and young people within the Lifelong Learning and Skills section of the plan. Members had expressed disappointment that the use of abbreviations without a key or reference to what the abbreviations stood for were still being included within reports and this was not acceptable.

It was requested that the individual Scrutiny Forums reports and minute extracts be circulated to all Members of the Scrutiny Co-ordinating Committee to enable comments to be made at the next meeting.

Recommendation

That the verbal feedback from the Chairs of the Scrutiny Forums be noted and that the minute extracts from the relevant scrutiny meetings in relation to the Draft Corporate Plan 2008/09 be circulated to all Members of the Scrutiny Co-ordinating Committee for information.

147. Consideration of financial monitoring/corporate reports – Quarter 3 – Corporate Plan Progress and Revenue and Financial Management Report 2007/08 *(Assistant Chief Executive and Chief Financial Officer)*

The Assistant Chief Executive and Assistant Chief Financial Officer presented a report which provided details of:

- the progress made towards achieving the Corporate Plan Service improvements (SIPS) in order to provide timely information and allow any necessary decisions to be taken;
- progress against the Council's overall revenue budget for 2007/2008.

The Assistant Chief Executive highlighted that the report was compiled by Portfolio and included a summary of the financial information.

Recommendation

The report was noted.

148. Hartlepool Borough Council's CCTV (Closed Circuit Television) Provision Scrutiny Referral – Scoping Report (*Scrutiny Manager*)

The Scrutiny Manager presented a scoping report for the referral from Cabinet into Hartlepool Borough Council's CCTV provision. Background information relating to the referral was outlined in the report.

The aim of the investigation

To gain an understanding of the current siting and effectiveness of CCTV camera provision in Hartlepool and to make recommendations that will form the basis of a more in-depth enquiry by the Regeneration and Planning Services Scrutiny Forum during the Municipal Year 2008/09.

The following Terms of Reference for the investigation were proposed:-

- (a) To gain an understanding of the development of the current CCTV provision for Hartlepool, including the siting and rationale behind current CCTV camera locations.
- (b) To assess the current effectiveness of CCTV provision in the Town.
- (c) To examine good practice examples of CCTV strategies at other Local Authorities.
- (d) To provide recommendations to form the basis of the Regeneration and Planning Scrutiny Forum's detailed investigation into Hartlepool Borough Council's CCTV strategy during the 2008/09 Municipal Year.

Potential Areas of Enquiry/Sources of Evidence

- (a) Elected Mayor.
- (b) Head of Community Safety and Prevention.
- (c) Members of the Community Safety Forum.
- (d) Cleveland Police.
- (e) Cleveland Fire Brigade.

- (f) Other Local Authorities with CCTV provision.
- (g) Local residents.
- (h) Housing Hartlepool.
- (i) Representatives of minority communities of interest or heritage; and
- (j) Ward Councillors.

The proposed timetable of the scrutiny referral were detailed within the report and it was highlighted that nominations of up to two Members of the Scrutiny Co-ordinating Committee were sought to attend the meeting of the Community Safety Forum on 19 March 2008 at 2.00pm in the Historic Quay. Councillors Jane Shaw and Shaun Cook were nominated to attend on behalf of the Scrutiny Co-ordinating Committee although it was noted that this was a public meeting and open to any other Members wishing to attend.

Members were asked to note that this referral would provide a final report to Cabinet on 28 April 2008 highlighting any issues identified by this investigation, with a view to a more in-depth inquiry in the new municipal year should this prove necessary.

Members agreed the potential sources of enquiry/sources of evidence as outlined in the report with the inclusion of consultation with Parish Councils.

Recommendation

- (i) The overall aim and terms of reference for the undertaking of the Scrutiny Referral into the Council's CCTV Provision as outlined in the report was agreed with the addition of consultation with Parish Councils.
- (ii) That Councillor Jane Shaw and Shaun Cook be nominated to attend the Community Safety Forum on 19 March 2008 and report back to a future meeting of this Committee.

149. Call-In Requests

None.

MARJORIE JAMES

CHAIR

SCRUTINY CO-ORDINATING COMMITTEE

MINUTES

7 APRIL 2008

The meeting commenced at 5.00 p.m. at the Civic Centre, Hartlepool.

Present:

Councillor: Marjorie James (In the Chair)

Councillors Brash, R W Cook, S Cook, Fleet, Flintoff, A Marshall, Plant, Shaw, and Simmons.

Resident Representatives: Jean Kennedy and Iris Ryder.

Officers: Alison Mawson, Head of Community Safety and Prevention
Peter Gouldsbro, Community Safety Officer
James Walsh, Scrutiny Support Officer
David Cosgrove, Principal Democratic Services Officer

150. Apologies for Absence

Councillor Laffey, A E Lilley, G Lilley, Preece and Wright and Resident Representative Linda Shields.

151. Declarations of interest by Members

None.

152. Minutes of the meetings held on 6 March 2008

Confirmed.

153. Responses from the Council, the Executive or Committees of the Council to Reports of the Scrutiny Co-ordinating Committee

No items.

154. Consideration of request for scrutiny reviews from Council, Executive Members and Non Executive Members

No items.

155. Forward Plan

No items.

156. Consideration of progress reports/budget and policy framework documents

No items.

157. Consideration of financial monitoring/corporate reports

No items.

158. Hartlepool Borough Council's CCTV (Closed Circuit Television) Provision – Scrutiny Referral (*Scrutiny Support Officer / Head of Community Safety and Prevention*)**Presentation by Head of Community Safety and Prevention**

The Head of Community Safety and Prevention, Alison Mawson, gave a presentation to the Committee outlining the CCTV provision in Hartlepool and how it was used to assist in the prevention and detection of crime and anti-social behaviour. The presentation outlined the use of the system by the Police and other agencies, camera locations and how they were determined and funded, their abilities and management and how effective cameras had been in particular areas. It was reported that on average CCTV evidence assisted in the arrest of thirty people each month. At any one time 95% of cameras were operational, so of the seventy plus cameras in the system, only one was likely to be faulty at any one time. Possible future developments for cameras, such as talking cameras, new locations and the increased use of mobile cameras, were also outlined.

Members raised the following questions/issues which were responded to by the Head of Community Safety and Prevention and the Community Safety Officer.

- What percentage of cameras don't move? Around 10% of cameras were fixed to monitor set locations.
- Would cameras be diverted to monitor traffic offences following the recent announcement by the government that they could be used for this purpose? No request for this function had been made by the council's highway team and indeed no specific guidance had been issued by the government on the type of cameras that could be used and how tickets would be issued etc. It would in any event be for the Cabinet to agree to the use of its cameras for such a purpose.
- Could members of the public request copies of CCTV footage? No, only

the Police (or other enforcement agencies) could request that CCTV footage be retained or copied.

- How many cameras were monitoring the Mill House Centre area as it was an area that caused particular concern for anti-social behaviour? There were four cameras monitoring the Mill House Centre, the indoor bowls club and the skate park.
- Who was the current service provider for the transmission of signals for the CCTV system? BT currently provided the signal transmission service and a recent review had shown that BT was still best placed to provide this service. This could, however, be investigated in greater detail during the full inquiry.
- Did the Council own the camera system in the Brenda Road Industrial Estate which appeared to have been out of order for some time? No, the Council had no responsibility for that camera, though had provided some funding for the implementation of the scheme.
- Did the CCTV evidence provided by the cameras under the management of the Council 'stand up' in court? Yes, all the CCTV evidence to be used in court was thoroughly checked in advance. All images were stamped with the location, time and date.
- Were all the cameras up to the same standard and if not would the Council be best served by bringing all cameras up to the same standard rather than investing in new cameras in new locations? No, all cameras were not of the same standard and some were in fact over ten years old. This was an issue that Members may wish to discuss in detail during the full inquiry later in the year. A full assessment of the capabilities of all the cameras had been undertaken. Even with the newer models there were still issues caused by panning, so it couldn't necessarily be said that the new cameras were faultless.
- Was there any particular feedback from the public on the CCTV cameras? Generally the installation and use of CCTV cameras was supported by the public, further feedback was to come from a specific section in the next View point on CCTV.
- Should the Council consider a policy of pursuing planning gain for funding of CCTV and also require licensed premises to contribute to the maintenance of the system? The Council would need to strike a balance of what could be considered reasonable as it was unlikely that the Council could 'require' contributions. The Chair of the Planning Committee, Councillor R W Cook, indicated that in appropriate circumstances, the Planning Committee could require, through condition , CCTV installation
- If the Police were the principal users of the system, would they be involved in the inquiry? The chair indicated that the Committee would only be undertaking an interim inquiry at this stage producing recommendations for a fuller investigation to be carried out by the Regeneration and Planning Services Scrutiny Forum later in the year. It was expected that the Police would have a significant involvement in that inquiry.
- Concern was expressed that sometimes the Police didn't always indicate the need to retain CCTV footage following the reporting of a crime. If footage was only retained for twenty eight days, this was a very short

period for the Police to react.

- Why was the system fully owned and maintained by the Council rather than maintained on a partnership arrangement and what did the Council gain from the system? The system had originally been developed by the Police but was taken into Council control in the 1990's. Many cameras did monitor Council assets as well as providing security for the general public. CCTV evidence was sometimes used by the Council itself in the prosecution of crime. Currently Housing Hartlepool managed the monitoring centre primarily due to its location which was part of the stock transfer from the Council. Relocation costs could be significant but may need to be assessed during the inquiry.
- Was there a planned maintenance/refresh programme for the system? For the past three years there had been a prioritised list of camera replacement but there was a need to comprehensively review the location and use of cameras; were they in the right place watching the right areas.
- How long are CCTV images currently stored and could that be extended? CCTV recordings were currently stored for twenty eight days and only kept if the Police had indicated that they wished for certain recordings to be saved. Frequently, however, the Police would simply take copies of recording they wished to use in prosecutions. After the twenty eight days, all recordings were deleted; the Data Protection Commissioner has set very prescriptive guidelines on the retention of CCTV images.

Written submission from the Mayor, Stuart Drummond

The Committee noted the submission made by the Mayor, Stuart Drummond, which was attached with the agenda papers.

Feedback from Community Safety Forum and Site Visits

The Vice-Chair, Councillor Shaw, reported on comments made at the last meeting of the Community Safety Forum and on the site visits to the Hartlepool CCTV monitoring centre and the Middlesbrough facility. It was highlighted that the Police regularly had an officer based in the Middlesbrough Control Centre acting as a 'spotter' during busy periods such as football games. This had been received very well in Middlesbrough and may be an option that could be considered in Hartlepool. One of the comments made by staff at the Middlesbrough CCTV monitoring centre was that they could see benefits for a coordinated approach to CCTV operations across the Cleveland area, though Members did not feel this may find support at this time. The talking cameras in Middlesbrough town centre were also seen as a feature that should be investigated as they had had positive results.

The use of more mobile cameras was also seen as needing detailed consideration as they may provide the necessary results in a short period of time and save considerably over the installation of permanent cameras.

The operators of the monitoring centre were also praised. Their training and experience was invaluable at spotting situations that needed closer monitoring.

Members of the Committee expressed the view that before further money was invested in new cameras, a public awareness campaign needed to be carried out to ensure that the public were aware of the weaknesses and limitations of CCTV as well as the benefits. The retention period for images was one such issue the public needed to be aware of, particularly as they as individuals could not request specific segments of CCTV footage.

Recommended

The following draft recommendations were approved by the Committee for inclusion in the draft interim report to be submitted to the meeting of the Scrutiny Coordinating Committee to be held on Friday 18 April 2008: -

- (a) That control and management of the CCTV system should remain with Hartlepool Borough Council.
- (b) That detailed consideration should be given to establishing a fund for the repair, replacement, renewal and appropriate running costs of the of the CCTV system that partner organisations such as the Police, Fire Brigade etc. could be requested to contribute to and any planning gain funds could be directed towards.
- (c) That wherever possible and appropriate, the Council should seek to use planning gain to provide one-off contributions towards the fund referred to in (b) above or to provide longer term on-going support (either financial or in-kind) to the CCTV system.
- (d) That should a fund as referred to in (b) above be established, a programme of planned camera renewal be developed to utilise the fund.
- (e) That it should be recognised that CCTV cameras do contribute to the public's perception of safety and a subsequent reduction in the fear of crime.
- (f) That the Council should give detailed consideration to working in partnership with the various utilities and other organisations that carry out works on the public highway to implement improvements to the fibre optic cable network at potentially reduced cost.
- (g) That consideration be given to establishing the best provider of transmission services for the CCTV network through a detailed review of all available providers.
- (h) That the Council seek to establish through discussions with Housing Hartlepool the long term future of the CCTV control centre as part of the renewal process for the current Service Level Agreement which expires in 2009.
- (i) That a full review be undertaken of both the location and tasking of all

existing CCTV cameras.

- (j) That the provision of general information to the public outlining the abilities and restrictions of the system be examined, particularly for the victims of crime in areas covered by CCTV.

159. Call-In Requests

No items.

MARJORIE JAMES

CHAIR

SCRUTINY CO-ORDINATING COMMITTEE

18 April 2008



Joint Report of: Assistant Chief Executive / Chief Financial Officer

Subject: AUDIT COMMISSION REPORT- USE OF RESOURCES

1. PURPOSE OF REPORT

- 1.1 To inform Members of the Scrutiny Co-ordinating Committee that arrangements have been made for a representative from the Audit Commission to be in attendance at this meeting, to present the results of the Audit Commission's work on Use of Resources.

2. BACKGROUND

- 2.1 The Audit Commission carry out the Use of Resources assessment to evaluate how well councils manage and use their financial resources. The assessment focuses on the importance of having sound and strategic financial management to ensure that resources are available to support the Council's priorities and improve services.
- 2.2 The evaluation assesses five themes and scores each one either:
- 1- Below minimum requirements – inadequate performance,
 - 2- Only at minimum requirements – adequate performance,
 - 3- Consistently above minimum requirements – performing well,
 - 4- Well above minimum requirements – performing strongly.

3. FINDINGS OF THE AUDIT COMMISSION

- 3.1 Attached, as Appendix 1, is the Audit Commission report on Use of Resources. The five scheme scores, as detailed in Table 2 in the Audit Commission report, show that the Council has maintained its scores in all of the five schemes. This is despite the 2007 evaluation being more testing than in 2006.

- 3.2 Table 3 within the Audit Commission report highlights improvement opportunities which have been taken into account when developing service plans for 2008/09.

4. RECOMMENDATION

- 4.1 That the Scrutiny Co-ordinating Committee notes the report of the Audit Commission

Use of Resources 2007

Hartlepool Borough Council

Audit 2007/08

External audit is an essential element in the process of accountability for public money and makes an important contribution to the stewardship of public resources and the corporate governance of public services.

Audit in the public sector is underpinned by three fundamental principles:

- auditors are appointed independently from the bodies being audited;
- the scope of auditors' work is extended to cover not only the audit of financial statements but also value for money and the conduct of public business; and
- auditors may report aspects of their work widely to the public and other key stakeholders.

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Appointed auditors act quite separately from the Commission and in meeting their statutory responsibilities are required to exercise their professional judgement independently of both the Commission and the audited body.

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- any director/member or officer in their individual capacity; or
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Introduction

- 1 The use of resources (UoR) assessment evaluates how well councils manage and use their resources. The assessment is carried out each year and focuses on the importance of strategic financial management, sound governance and effective financial reporting arrangements. These should support your Council in the achievement of its priorities and improving services, whilst delivering value for money.
- 2 This is the third assessment we have undertaken at Hartlepool Borough Council. Our assessment is based on the key lines of enquiry for 2007. These include new requirements for councils as part of the Commission's approach to phasing in those elements that need more lead in time and to supporting improvement by gradually raising the standard of the assessment. The period assessed for 2007 has also been aligned with the financial year 2006/07. Councils may, however, provide evidence that becomes available after the end of the financial year, to demonstrate their arrangements are working effectively and are embedded.
- 3 The overall use of resources assessment is made up of five themes. Judgements have been made for each theme using the Audit Commission's scale. This scale is used across its inspection and performance assessment frameworks.

Table 1 Standard scale used for assessments and inspections

1	Below minimum requirements – inadequate performance
2	Only at minimum requirements – adequate performance
3	Consistently above minimum requirements – performing well
4	Well above minimum requirements – performing strongly

- 4 In forming our assessment, we have used the methodology set out in the Use of Resources Guidance for Councils 2007, which can be found on the Commission's web site. We have also taken account of our findings and conclusions from previous years' assessments and updated these for any changes and improvements to the Council's arrangements.
- 5 The five theme scores for Hartlepool Borough Council are outlined overleaf. The Commission will notify you of your Council's overall score for use of resources and supporting theme scores. This is scheduled for 10 December 2007.
- 6 This summary sets out our key findings in relation to each theme and key areas for improvement.

Use of resources judgements

Table 2 Summary of scores at theme and KLOE level

Key lines of enquiry (KLOEs)	Score 2007	Score 2006
Financial reporting	3	3
1.1 The Council produces annual accounts in accordance with relevant standards and timetables, supported by comprehensive working papers.	3	3
1.2 The Council promotes external accountability.	2	2
Financial management	2	2
2.1 The Council's medium-term financial strategy, budgets and capital programme are soundly based and designed to deliver its strategic priorities.	2	2
2.2 The Council manages performance against budgets.	2	2
2.3 The Council manages its asset base.	2	2
Financial standing	3	3
3.1 The Council manages its spending within the available resources.	3	3
Internal control	3	3
4.1 The Council manages its significant business risks.	3	3
4.2 The Council has arrangements in place to maintain a sound system of internal control.	2	2
4.3 The Council has arrangements in place that are designed to promote and ensure probity and propriety in the conduct of its business.	3	3
Value for money	3	3
5.1 The Council currently achieves good value for money.	3	3
5.2 The Council manages and improves value for money.	3	3

Theme summaries

- 7 The key findings and conclusions for each of the five themes are summarised in the following tables.

Financial reporting

Table 3

Theme score		3
Key findings and conclusions		
<p>The Council produced its accounts to the statutory timetable and met the revised accounting requirements for the year. The accounts were supported by comprehensive working papers and an unqualified audit opinion was issued. The accounts were subject to member scrutiny.</p> <p>Statements, annual audit and inspection letters, and minutes of Council meetings are easily accessible on the Council's website. The Council does not produce an annual report or similar document. Summary financial information was included in Hartbeat, although the views of stakeholders have not been sought.</p>		
Improvement opportunities		
<p>KLOE 1.1 The Council produces annual accounts in accordance with relevant standards and timetables, supported by comprehensive working papers.</p>		<p>Reduce the number of errors in the statements. In particular, ensure that the cash flow statement is correct and complies with the Statement of Recommended Practice.</p> <p>Further improve the working papers supporting the accounts. For example:</p> <ul style="list-style-type: none"> • provide a detailed breakdown of account codes supporting each balance in the accounts and linked via the statements; • complete the checklists in advance as part of closure and cross-referenced to the statement of accounts; and • provide more detailed information to support all entries in the accounts.

Theme score 3	
KLOE 1.2 The Council promotes external accountability.	The Council has included some consultation in a recent Viewpoint survey, on the need to produce an annual report or similar document. Further consultation could extend to other stakeholders, such as the business community.

Financial management

Table 4

Theme score 2	
Key findings and conclusions	
<p>The Council only meets minimum standards and has some way to go before it is performing well.</p> <p>The Council's medium term financial strategy needs to be developed so that it clearly demonstrates how objectives and priorities will be funded over the three year period. Performance is managed effectively against budgets, although this needs to be extended to include all partnerships. The introduction of a new financial ledger in April 2006 meant that financial reports and information available to managers was limited in 2006/07.</p> <p>The Council has a Capital Strategy/Asset Management Plan which links clearly to the Community Strategy themes and the Corporate Plan.</p>	
Improvement opportunities	
KLOE 2.1 The Council's medium-term financial strategy (MTFS), budgets and capital programme are soundly based and designed to deliver its strategic priorities.	We are carrying out more detailed work to support the Council, and will report separately later in the year.
KLOE 2.2 The Council manages performance against budgets.	<p>Ensure that the financial performance of partnerships is monitored and managed.</p> <p>Ensure that managers have access to financial information in a format appropriate to their needs.</p> <p>Produce guidance and a training programme for budget holders and managers.</p>
KLOE 2.3 The Council manages its asset base.	<p>Ensure that all capital projects are subject to the Council's appraisal process, and that appropriate evidence is retained.</p> <p>Use benchmarking/comparative data to evaluate the use of assets.</p>

Financial standing

Table 5

Theme score 3	
Key findings and conclusions	
The Council set a balanced budget and managed its spending within available resources. Reserves have been reviewed and balances are planned to support future spending.	
Improvement opportunities	
KLOE 3.1 The Council manages its spending within the available resources.	<p>Ensure that evidence is available to demonstrate that recovery action, including the costs of recovery, is effectively monitored and action taken when issues are highlighted.</p> <p>Members should monitor key financial health indicators and set challenging targets, eg income collection, levels of variances from budget, capital programme management.</p> <p>Members should monitor the level of reserves against budget.</p>

Internal control

Table 6

Theme score 3	
Key findings and conclusions	
<p>The Council is continuing to embed arrangements to manage risk, and internal control arrangements are in place. Arrangements do not yet extend to all partnerships. Arrangements to promote and ensure probity and propriety in the conduct of its business are in place. The Council intends to replace its code of conduct for staff with the national code, when it becomes available. Further monitoring of registers of interests and gifts and hospitality would ensure they were kept fully up to date. The Council could be more proactive in promoting ethical standards.</p>	
Improvement opportunities	
KLOE 4.1 The Council manages its significant business risks.	<p>Identify all significant partnerships and ensure risk management processes specifically cover those partnerships.</p> <p>Ensure that training needs of staff and members with risk management responsibilities are identified and addressed. Evidence of such training should be retained.</p>
KLOE 4.2 The Council has arrangements in place to maintain a sound system of internal control.	<p>Ensure that adequate governance arrangements are in place for all significant partnerships.</p> <p>Review the role, responsibilities and operation of the Audit Committee to ensure it meets CIPFA guidance.</p> <p>Ensure up to date procedure notes are in place for all financial systems, and in particular for budgetary control.</p>
KLOE 4.3 The Council has arrangements in place that are designed to promote and ensure probity and propriety in the conduct of its business.	<p>Evidence management's monitoring of compliance with standing orders, standing financial Instructions and the scheme of delegation.</p>

Theme score	3
	<p>Remind staff and members of the need to promptly record interests and any offers/acceptance of gifts or hospitality.</p> <p>Consider ethical standards training for members/staff and monitor compliance with codes of conduct.</p> <p>Raise staff awareness of staff/member responsibilities to prevent/detect fraud and corruption eg by reminding them of the whistleblowing policy and publicising action taken in identified fraud cases.</p>

Value for money

Table 7

Theme score 3	
Key findings and conclusions	
<p>The Council is providing value for money services when compared with similar councils and generates high rates of public satisfaction for many areas of its work. Although its overall cost and cost of many services per head of population are still high cost per user is competitive compared to similar authorities in a number of service areas.</p> <p>There is clear information on costs and how these compare to others which is used to establish the quality of services achieved. Trends in costs and performance are compared with other councils on a regular basis at service, directorate and corporate levels including with members. This information is used to review and challenge value for money throughout services and corporately.</p>	
Improvement opportunities	
KLOE 5.1 The Council currently achieves good value for money.	Improve planning of capital projects as predicting when projects will start is not effective in a number of areas.
KLOE 5.2 The Council manages and improves value for money.	Extend good procurement practice to whole services such as parks and cleansing which are both above average cost compared with nearest neighbours and waste collection which is low cost.

Conclusion

- 8 The Council's performance demonstrates overall that arrangements are robust and continue to improve. The key issues to address, to maintain strong performance, are developing financial management and proactively monitoring partnerships, ensuring that strong financial management and governance arrangements are in place.

Use of resources 2008

- 9 The Commission has published its key lines of enquiry for 2008 on its website. There is an annotated version of the key lines of enquiry available which show all the changes from 2007. This should assist you in pin pointing the changes. We will be reporting our scores and findings from our 2008 assessment to you at a similar time next year.
- 10 The Commission consulted on the changes to the key lines of enquiry for 2008 during April to June 2007. The Commission's response to the consultation can be found on its website. The key lines of enquiry for 2008 reflect some of the changing priorities for councils as they respond to the major challenges facing them and the higher expectations of them. Making further improvements in efficiency will be critical for councils in responding to: the changing demographic profile of communities, increasing public expectations of public services and expected constraints on funding from Government.
- 11 The key lines of enquiry give more emphasis, mainly at level 4, to areas such as: sustainability, working in partnership and using IT to secure service and value for money improvements; strategic asset management and joint procurement. These areas signal the changes which will be given more emphasis in the use of resources assessment under Comprehensive Area Assessment, the new performance framework for local services.

Appendix 1 – Changes to UoR key lines enquiry 2008

The key changes to the assessment are summarised here.

KLOE	Level	Summary of change
Financial reporting		
1.1	2	An unqualified opinion in the published statements.
1.2	2 , 3	Published information is available to the public in a timely way and in accessible formats in compliance with duties under the equalities legislation.
1.2	4	The annual report or similar document includes information and analysis about a council's environmental footprint.
Financial management		
2.1	2	The impact of strategies is assessed for their impact to comply with duties under the equalities legislation in relation to race, gender and disabilities.
2.3	3	<p>The asset management plan provides strategic and forward looking goals showing how land and buildings will be used to deliver corporate priorities.</p> <p>The council holds accurate information on the efficiency, effectiveness and values of assets, to support decision making on investment and disinvestment in assets.</p>
2.3	4	Asset management and planning is fully integrated with business planning
2.3	4	<p>Asset management is used as an enabler of change.</p> <p>The management of assets is integrated with other local public agencies to identify opportunities for shared use of property and to deliver cross-sector, cross-agency and community-based services to users.</p>
2.3	4	Asset management includes challenge as to whether all assets are fit for purpose, provide value for money and deliver corporate priorities. The council rationalises its holding of property.

Financial standing		
3.1	3	The approved level of balances is adhered to; the council's financial standing is sound and supports the achievement of its long term objectives.
3.1	3	Targets for income collection and recovery of arrears stretch performance and their achievement is monitored with appropriate corrective action taken during the year to achieve the targets.
Internal control		
4.1	4	Reports which support strategic policy decisions and initiate major projects require a risk assessment which includes an appraisal of the impact on sustainable development.
4.2	3	Effective scrutiny function to ensure challenge and improve performance.
4.2		'Statement of internal control' has been replaced with 'governance statement'.
4.2	4	Evidence of the viability of significant contractors' / partners' business continuity plans.
4.3	2	Preparation for the role of the standards committee in local investigations and determination.
4.3	3	Publicising the work of the standards committee.
4.3	3, 4	Enhanced standards for whistle blowing arrangements, demonstrating employees of contracting organisations are aware of the arrangements and staff have confidence in them.
4.3	4	Application forms have fair processing notification permitting data sharing for prevention and detection of fraud and corruption.
Value for money		
5.1	2,3,4	Descriptors for capital programming have been strengthened by including references to the outcomes of a well managed capital programme, ie. projects are completed on time, to budget and deliver outcomes which are fit for purpose (and for level 4 – transform services for users and citizens).
5.2	2,3,4	Understanding unit and transaction, as well as, overall costs.

Value for money		
5.2	2, 3, 4	Data quality arrangements should be reliable (level 2) or exemplary (level 4), and including at level 4, an agreed approach with partners. Auditors will rely on the findings of the data quality audit for this descriptor.
5.2	2, 3, 4	The descriptor which assesses community needs and impact of decisions on diverse communities has been revised to better reflect statutory requirements on equality impact assessments. It also makes it clearer that reducing inequality in outcomes ought to be integral to a council's drive to improve VFM.
5.2	2, 3, 4	Demonstrating improvements in value for money by tracking performance over recent years.
5.2	2, 3, 4	More emphasis on stronger, longer-term, full cost evaluation, including (at levels 3 and 4) consideration of environmental and social in its assessments of costs and benefits in decision making.
5.2	2, 3, 4	Improving value for money through partnership working, with an understanding of resources at the disposal of partnerships and planned outcomes. There are opportunities to improve value for money (reduce costs or improve outcomes) through better partnership working. Performance reflects differing levels of engagement with partners to improve outcomes.
5.2	2, 3, 4	Use of ICT to improve services, value for money and access to services.

Scrutiny Co-ordinating Committee

18 April 2008



Report of: Scrutiny Co-ordinating Committee

**Subject: DRAFT INTERIM REPORT – HARTLEPOOL
BOROUGH COUNCIL'S CCTV PROVISION
SCRUTINY REFERRAL**

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Scrutiny Co-ordinating Committee following its investigation into Hartlepool Borough Council's CCTV Provision.

2. SETTING THE SCENE

- 2.1 The issue of the 'Hartlepool Borough Council's CCTV Provision' was accepted by the Scrutiny Co-ordinating Committee on 8 February 2008 as a referral from Cabinet.
- 2.2 Due to the time constraints until the end of the 2007/08 Municipal Year's work programme, Members agreed that an interim report would be produced and presented back to Cabinet within the three month time period prescribed by Cabinet.
- 2.3 The CCTV coverage in Hartlepool is managed and operated by Hartlepool Borough Council and Housing Hartlepool on behalf of the Safer Hartlepool Partnership. The Community Monitoring Centre (CCTV Control Centre) building is owned by Housing Hartlepool, where the CCTV system is monitored 24 hours per day, 365 days a year.
- 2.4 There are over 80 cameras, positioned at more than 70 locations throughout Hartlepool. Some of these cameras have been in operation since 1995 and can be classified as either 'dome' or 'shoebox', with the latter being the majority classification for CCTV cameras in Hartlepool. Shoebox cameras have an oblong outer casing giving them the name shoebox. Shoebox cameras often, have a greater deterrent effect due to their visibility. Dome cameras have a semi – circular casing concealing the direction that the camera inside is pointing.

- 2.5 Many of the cameras are situated in strategic positions, covering the town centre streets, car parks and out of town centre shopping parades. Some cameras are also sited in residential streets and Council assets, such as Mill House Leisure Centre, Rossmere Park and Newburn Bridge Industrial Estate.
- 2.6 The CCTV system in Hartlepool acts both as a deterrent to criminal and anti-social behaviour, but also as a provider of vital evidence for the Police and other enforcement agencies. More recently CCTV cameras have helped reduce resident's fear of crime.
- 2.7 There are a number of issues that have been identified in relation to the CCTV provision in Hartlepool that will need addressing before a CCTV strategy for the town can be finalised. These issues are listed below :-
- (a) The ageing cameras require increasing maintenance and repairs, which has an impact on the annual revenue budget. A request for additional budget allocation has been made for 2008/09.
 - (b) The monitoring arrangements are subject to a Service Level Agreement with Housing Hartlepool, which ends in March 2009.
 - (c) The current staffing capacity in the monitoring centre will be less effective if further cameras are added to the system.
 - (d) Rather than continuing to add more cameras to the system, cameras could be decommissioned or relocated.
 - (e) Technology continues to develop and therefore opportunities for more efficient / effective methods of utilising the current CCTV system maybe available.
 - (f) The monitoring of other organisation's camera systems may reduce the cost to Council of the current CCTV provision. This option would not be in line with the current Council policy of CCTV being maintained for the benefit of the community and not a generator of income.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to gain an understanding of the current siting and effectiveness of CCTV camera provision in Hartlepool and to make recommendations that will form the basis of a more in-depth enquiry by the Regeneration and Planning Scrutiny Forum during the Municipal Year 2008/09.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

4.1 The Terms of Reference for the Scrutiny investigation were as outlined below:-

- (a) To gain an understanding of the development of the current CCTV provision for Hartlepool, including the siting and rationale behind current CCTV camera locations;
- (b) To assess the current effectiveness of CCTV provision in the Town;
- (c) To examine good practice examples of CCTV strategies at other Local Authorities;
- (d) To provide recommendations to form the basis of the Regeneration and Planning Scrutiny Forum's detailed investigation into Hartlepool Borough Council's CCTV strategy during the 2008/09 Municipal Year.

5. MEMBERSHIP OF THE SCRUTINY CO-ORDINATING COMMITTEE

5.1 The membership of the Scrutiny Forum was as detailed below:-

Councillors Akers-Belcher, Brash, R W Cook, S Cook, Fleet, Flintoff, James, Laffey, A E Lilley, G Lilley, A Marshall, Plane, Preece, Shaw, Simmons and Wright.

Resident Representatives: Jean Kennedy, Iris Ryder and Linda Shields.

6. METHODS OF INVESTIGATION

6.1 Members of the Scrutiny Co-ordinating Committee met formally from 8 March 2008 to 18 April 2008 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Detailed Officer reports supplemented by verbal evidence;
- (b) Evidence gathered from presenters and attendees of the meeting of the Community Safety Forum on 19 March 2008;
- (c) Written evidence from the Authority's Elected Mayor;
- (d) Site visit to the Community Monitoring Centre in Hartlepool to gain an understanding of the current CCTV provision and operation;

- (e) Site visit to examine the good practice that exists within Middlesbrough Borough Council in relation to CCTV provision;

FINDINGS

7. UNDERSTANDING THE DEVELOPMENT, SITING AND RATIONALE BEHIND THE CURRENT CCTV SYSTEM IN HARTLEPOOL

- 7.1 At the meeting of the Scrutiny Co-ordinating Committee on 7 April 2008, Members were informed that the positioning of many of the CCTV cameras in Hartlepool was as a result of different regeneration funds affecting different areas of the Town e.g. SRB2 money in Owton Rossmere.
- 7.2 Members were also informed that originally the CCTV camera system in Hartlepool was managed by the Police, but over a decade ago the CCTV system was transferred into the full control of Hartlepool Borough Council.
- 7.3 Members also gained awareness of the siting and rationale behind the current CCTV camera locations in Hartlepool, through attendance at the Community Safety Forum and a site visit to the Community Monitoring Centre in Hartlepool. Evidence gathered by Members is detailed below :-

Community Safety Forum

- 7.4 Members attending the Community Safety Forum learnt that the siting of CCTV cameras in Hartlepool is in its origins historical in nature. Many of the locations for CCTV cameras have been established through past experiences. The siting of new CCTV is intelligence driven and based on issues surrounding the detection and prevention of crime, as well as tackling issues of anti-social behaviour.
- 7.5 Members also learnt that CCTV cameras had contributed towards a reduction in the fear of crime. The deployment of new cameras is, however, influenced by the cost, viability and need, an exercise that is carried out before any new cameras are commissioned.
- 7.6 The rationale behind the direction of cameras is influenced by patterns of patrol. Cameras are trained on locations depending on time of day, time of year or as a result of police requests, usually due either to an incident in progress or the location being a known 'hot-spot'.
- 7.7 Members were informed that the CCTV provision in Hartlepool is based on a partnership of the following users:-
 - (i) Hartlepool Borough Council:
Meet the running costs for the CCTV system;
 - (ii) Cleveland Police:
Principal users of the CCTV cameras in Hartlepool;

- (iii) Housing Hartlepool:
Operators of the Community Monitoring Centre in Hartlepool;
- (iv) New Deal for Communities:
Support the CCTV cameras that are in their area;
- (v) Cleveland Fire Service:
Occasional users of CCTV cameras in Hartlepool.

7.8 Members were concerned to learn that Hartlepool Borough Council were meeting the running costs for the CCTV system, yet the principal users were not contributing financially towards the CCTV system.

Community Monitoring Centre

- 7.9 During the visit to the Community Monitoring Centre, Members heard that camera positioning was often dictated by Cleveland Police's priority areas, which changed from a day time to a nighttime.
- 7.10 Members learnt that there was a dedicated link from the Community Monitoring Centre to Cleveland Police communications centre at Ladgate Lane Middlesbrough. The Police at Ladgate Lane did not have any control over the images that were being broadcast to them, unless they contacted the Community Monitoring Centre to request that specific cameras were trained on certain locations.

8. ASSESSING THE CURRENT EFFECTIVENESS OF CCTV PROVISION IN THE TOWN

- 8.1 Members of the Scrutiny Co-ordinating Committee, who attended the Community Safety Forum and the site visit to the Community Monitoring Centre in Hartlepool, gained useful information about the current effectiveness of CCTV provision in Hartlepool. Evidence gathered by Members is detailed below :-

Community Safety Forum

- 8.2 Members were informed that CCTV coverage in Hartlepool has a benchmark of a 95% operational target for all cameras. Cameras are liable to failures in transmission or power, but the Community Monitoring Centre does have its own generator as back-up should power fail at that site.
- 8.3 Images from CCTV are not usually the only evidence used in any case brought to court. CCTV is part of a bigger jigsaw of evidence gathering that can lead to a conviction and at its very best cannot be refuted.
- 8.4 In attendance at the Community Safety Forum were Resident Associations who voiced concerns about anti-social behaviour problems at locations such

as Ward Jackson Park and Burn Valley Gardens. Residents were informed that the problem with CCTV cameras is that they cannot see through trees and often were not the best solution to solve anti-social behaviour issues that occur in the Town's parks.

Community Monitoring Centre

- 8.5 Members of the Scrutiny Co-ordinating Committee received evidence in relation to the number of requests for Cleveland Police Officers to either view footage at the Community Monitoring Centre, to have tapes copied of incidents and the subsequent number of arrests that have been recorded as a result of CCTV footage being utilised. These figures are detailed underneath in Table1:-

Table1: CCTV Statistics

Calendar Year	Viewing Requests	Tapes Copied	Arrests Recorded
2006	419	366	355
2007	284	265	338
2008 (Jan-Mar)	88	40	98

- 8.6 During the visit to the Community Monitoring Centre, Members were concerned about the quality of some of the images that were being fed back by the CCTV cameras. Members were informed that this was because the 'Dome Cameras' were prone to becoming dirty very quickly, although there was a contractor whose role it was to clean the casing on these cameras. Images from 'Shoebox Cameras' did not need cleaning as often, as these could be fitted with wipers.
- 8.7 Members noted the concerns about the need for the Planning Division at Hartlepool Borough Council to be mindful of the location of CCTV cameras and work in partnership with the Community Safety and Prevention Division, to ensure that CCTV camera coverage is not compromised. Members saw evidence of how a recent extension on a chemists in the Town had reduced the effectiveness of the CCTV coverage provided by one of the Town's cameras.

9. TO EXAMINE GOOD PRACTICE OF CCTV PROVISION AT A NEIGHBOURING LOCAL AUTHORITY

- 9.1 Members of the Scrutiny Co-ordinating Committee visited the CCTV Monitoring Centre at Middlesbrough Borough Council to gather evidence of the development of their CCTV system. Evidence gathered from this visit is detailed below :-

Rationale Behind CCTV Development

- 9.2 Members were informed that the current CCTV provision in Middlesbrough was not a 'state of the art' system, but had been developed by Middlesbrough Borough Council to ensure that their CCTV system was fit for

purpose. Middlesbrough had taken the decision that the main role of their CCTV cameras were to ensure that the provision would act as a deterrent and intervention to criminal and anti-social behaviour activities

9.3 Initial developments had seen the removal of all 'Shoe Box Cameras' and the replacement of these with 'Dome Cameras'. This ensured that it was difficult for anyone to pinpoint the area that a camera was currently scanning. In the view of Middlesbrough Borough Council these were the only major technical developments that had taken place.

9.4 The Council also based the development of their CCTV strategy on the most important complaints from their local population. These fell into four categories that are detailed underneath in order of complaint, from the most number of complaints received to the least:-

- (i) Litter;
- (ii) Dog Fouling;
- (iii) Crime;
- (iv) Fear of Crime.

9.5 As in Hartlepool, Members learnt that Cleveland Police did not provide any finance towards the running costs of the CCTV system in Middlesbrough. Middlesbrough Borough Council had, therefore, taken the decision that future developments of the CCTV system had to meet a strategy that benefitted the Local Authority, particularly as they were providing the finance for the development. It was noted that nationally there were some London Borough Council's that had developed a CCTV strategy with greater financial involvement of their local Police force, but locally Cleveland Police did not have any direct involvement.

9.6 It was noted that Cleveland Police had, however, provided a dedicated officer who was based in the CCTV Monitoring Centre and had proved to be an invaluable link between the CCTV Monitoring Centre and Cleveland Police. Members were advised that a similar arrangement had happened in Hartlepool, but for only a temporary five month period.

'Talking Cameras'

9.7 Members were particularly interested to hear about the 'talking cameras' that Middlesbrough Borough Council had developed, which had received a great deal of national and international interest.

9.8 Middlesbrough Borough Council informed Members that the 'talking cameras' were basically a CCTV camera with a megaphone attached to them. This allowed operators to issue verbal warnings to people near to the cameras, mostly surrounding the problems of littering.

9.9 Members were informed that the 'talking cameras' had been used less than 400 times last year, with operators feeling that it offered low level reassurance to the people of Middlesbrough.

- 9.10 The greatest achievement of the 'talking cameras' seems to have been in the change of the psyche of the general public in Middlesbrough. Attitudes have changed towards the offence of littering, with a reduced need to use the 'talking cameras' for that purpose. The Council have also managed to reduce the number of street cleaning machines from six vehicles in June 2006 to the current team of foot-based staff with brush pans and brushes.
- 9.11 Middlesbrough Borough Council said that due to the high profile of their 'talking cameras' they had received many requests for them to be used by various organisations. These requests had been rejected for fear of a reduction of impact through the 'talking cameras' becoming background noise.

Future Developmental Plans

- 9.12 Middlesbrough Borough Council informed Members that they were not keen to increase the number of cameras operating throughout Middlesbrough. There was a finite budget in place for not only the provision of cameras, but also the staff required to monitor them. Dummy cameras were not in use in Middlesbrough as criminals will often test new cameras to check that they were operational.
- 9.13 Future developments in Middlesbrough of the CCTV camera system would surround detailed examination of the current positioning of cameras. Consideration would be given to the possible relocation or decommissioning of cameras that were currently not gathering any useful evidence.
- 9.14 There were nine or ten redeployable cameras that were in operation in Middlesbrough, this compared with three in Hartlepool. These redeployable cameras provided a quicker and cheaper option to target troublesome areas and in some occasions were the forerunner to a more permanent CCTV camera being put in place.
- 9.15 Middlesbrough Borough Council were still working on closer working relationships with Cleveland Police and would welcome closer working relationships with Hartlepool Borough Council and other Councils within the Teesside area to ensure a more joined up approach to CCTV. It was recognised by Members that although desirable this maybe difficult to achieve with so many Local Authorities operating different systems and with different individual targets.

10. CONCLUSIONS

- 10.1 The Scrutiny Co-ordinating Committee concluded:-

- (a) That CCTV cameras are not the panacea for resolving issues of crime and anti-social behaviour, but that they are one of a number of options

that are needed to resolve these issues that affect the residents of Hartlepool;

- (b) That the strategy for the development of the CCTV provision in Hartlepool needs to be clearer, so that developments can meet the needs of all partners;
- (c) That the current CCTV provision in Hartlepool needs to be looked at in greater detail to assess the individual effectiveness of each camera currently operating in Hartlepool;
- (d) That there is a greater need for partnership working between Hartlepool Borough Council and Cleveland Police as principal users;
- (e) That figures of usage of CCTV footage by Cleveland Police in Hartlepool is declining;
- (f) That CCTV cameras help combat the 'fear of crime' that some members of the public feel;
- (g) That CCTV footage can be vital evidence in ensuring the identification and possible conviction of people carrying out anti-social behaviour or other criminal activities;
- (h) That the development of the CCTV system in Middlesbrough is not particularly advanced, but the system is fit for their purpose and there is a clarity of what they are trying to achieve;
- (i) That 'talking cameras' only achieve their results of a change of attitude in member of the public, through strict guidelines about their usage and the rationale behind their deployment.

11. RECOMMENDATIONS

11.1 The Scrutiny Co-ordinating Committee recommends to the Cabinet:-

- (a) That the Regeneration and Planning Services Scrutiny Forum investigates in greater detail the issue of Hartlepool Borough Council's CCTV Provision to be concluded and reported back to the Cabinet by the end of September 2008, to enable any additional budgetary requirements to be considered as part of the budget setting process for 2009/10;
- (b) That the Terms of Reference of the Regeneration and Planning Services Scrutiny Forum's investigation into CCTV provision in Hartlepool cover the following key areas / issues:-
 - (i) Considers the establishment of a fund for the repair, replacement, renewal and appropriate running costs of the CCTV system. Whilst

the control of CCTV provision in Hartlepool should remain with the Council, the Forum should investigate with partner organisations (e.g. Cleveland Police, Cleveland Fire Brigade) for a financial contribution into this fund;

- (ii) Investigates the utilisation of Planning gain to ensure that where appropriate CCTV camera provision is built in, or where this is not viable then funding should be sought to add to the repair, replacement, renewal and running costs fund;
- (iii) Reviews the current camera provision throughout Hartlepool to recommend if cameras should be decommissioned, relocated or new cameras commissioned;
- (iv) Engages with all partners to ensure that CCTV cameras continue to contribute to combating the crime and the fear of crime;
- (v) Seeks ways of partnership working with utilities and other authorised contractors who dig up the roads in Hartlepool, to ensure that fibre optic cables can be laid at the same time, therefore, improving the network;
- (vi) Investigates if the current transmission service provider, British Telecommunications, are providing a quality service or if other providers in the market place might exceed those standards;
- (vii) Assesses the current siting of the Community Monitoring Centre and engages with Housing Hartlepool to discuss future plans for the building, as well as the Service Level Agreement between the Council and Housing Hartlepool for the operation of the CCTV system that is due to expire in March 2009; and
- (viii) On conclusion of the scrutiny investigation into CCTV by the Regeneration and Planning Scrutiny Forum, publicity should be generated through a variety of mediums, including the Council's 'Hartbeat' magazine to highlight the role of CCTV cameras in Hartlepool i.e. What the cameras are there for, what the cameras do, who runs them etc.

ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Councillor Stuart Drummond – Elected Mayor

Alison Mawson – Head of Community Safety and Prevention

Peter Gouldsbro – Community Safety Officer

External Representatives:

Chris Mulgrew – Community Monitoring Centre Manager, Housing Hartlepool

Ed Chicken – Head of Community Protection, Middlesbrough Borough Council

Jack Bonnar – Security and Surveillance Manager, Middlesbrough Borough Council

**COUNCILLOR MARJORIE JAMES
CHAIR OF THE SCRUTINY CO-ORDINATING COMMITTEE**

April 2008

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BACKGROUND PAPERS

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

- (i) Report of the Scrutiny Manager entitled 'Scrutiny Topic Referral from Cabinet – Draft CCTV Strategy' presented to the Scrutiny Co-ordinating Committee of the 8 February 2008.
- (ii) Report of the Scrutiny Manager entitled 'Hartlepool Borough Council's CCTV (Closed Circuit Television) Provision Scrutiny Referral – Scoping Report' presented to the Scrutiny Co-ordinating Committee of 14 March 2008.
- (iii) Report of the Scrutiny Support Officer entitled 'Hartlepool Borough Council's CTC Provision Scrutiny Referral – Setting the Scene Presentation: Covering Report' presented to the Scrutiny Co-ordinating Committee of 7 April 2008.
- (iv) Presentation of the Head of Community Safety entitled 'CCTV Provision in Hartlepool' presented to the Scrutiny Co-ordinating Committee of 7 April 2008.

- (v) Written evidence from the Elected Mayor for Hartlepool entitled 'Hartlepool Borough Council's CCTV Provision Scrutiny Referral' presented to the Scrutiny Co-ordinating Committee of 7 April 2008.
- (vi) Report of the Scrutiny Support Officer entitled 'Hartlepool Borough Council's CCTV Provision Scrutiny Referral: Feedback from Various Site Visits / Meeting of the Community Safety Forum – Covering Report' presented to the Scrutiny Co-ordinating Committee of 7 April 2008.

SCRUTINY CO-ORDINATING COMMITTEE

18 April 2008



Report of: Children's Services Scrutiny Forum

Subject: FINAL REPORT – SUSTAINABILITY OF
EXTERNALLY FUNDED COMMUNITY INITIATIVES
IN SCHOOLS

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Children's Services Scrutiny Forum following its investigation into 'Sustainability of Externally Funded Community Initiatives in Schools'.

2. SETTING THE SCENE

- 2.1 The issue of the 'Sustainability of Externally Funded Community Initiatives in Schools' was accepted by the Children's Services Scrutiny Forum on 1 October 2007 as a referral from the South Neighbourhood Consultative Forum.
- 2.2 The South Neighbourhood Consultative Forum had concerns regarding the sustainability of community spaces in schools where external funding streams were being used with no longer term revenue funding identified. Whilst the distinction between projects initiated by local (external) service providers and those initiated by the local authority was recognised, the Consultative Forum was strongly of the view that Scrutiny could 'add value' by exploring the issue in detail, and examining:-
- (i) What good practice currently exists for the managing and sustaining grant maintained projects; and
 - (ii) How the Council's community leadership role should be interpreted in relation to these types of projects.
- 2.3 Given the Children's Services Scrutiny Forum's congested work programme and the tight timescale for completion of this investigation, the Forum obtained funding from the Dedicated Overview and Scrutiny Budget for the appointment of an independent Sports Consultant to provide advice and information. The subsequently appointed Independent Sports Consultant

compiled a report, which was considered by the Children's Services Scrutiny Forum, on the 4 February 2008, and utilised by Members during the formulation of the conclusions and recommendations shown in Sections 17 and 18 of this report.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to gain an understanding of the key issues involved in sustaining externally funded community initiatives in schools and suggest areas for improvement.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

- 4.1 The 'Terms of Reference' for the Scrutiny investigation were agreed by the Children's Services Scrutiny Forum on the 5 November 2007, as outlined below:-

- (i) To gain an understanding of the role of the local authority in relation to sustaining externally funded community initiatives in schools;
- (ii) To gain an understanding of the role of schools in relation to sustaining externally funded community initiatives in schools;
- (iii) To consider, what good practice / guidance, if any, exists for sustaining externally funded community initiatives;
- (iv) To explore the role of Sport England and other agencies as funding bodies for community initiatives in schools;
- (v) To consider how the Authority's community leadership role should be interpreted in terms of the sustainability of community initiatives in schools; and
- (vi) To identify suggestions for improvement / future management processes geared to enhancing the sustainability of community funded initiatives, in schools.

5. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM

- 5.1 The membership of the Scrutiny Forum was as detailed below:-

Councillors S Cook, Coward, Fleet, Griffin, A E Lilley, London, Plant, Preece, Shaw, Simmons and Worthy

Co-opted Members:

Elizabeth Barracough, David Relton and Jesse Smith

Leigh Bradley, Jonathan Simpson, Chris Lund, Kelly Goulding, Cassie Jeffries and Gillian Pounder

Resident Representatives: John Cambridge, Evelyn Leck and Michael Ward

6. METHODS OF INVESTIGATION

- 6.1 Members of the Children's Services Scrutiny Forum met formally on the 4 February 2008 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.
- 6.2 A brief summary of the methods of investigation are outlined below:-
- (a) Portfolio Holder for Children's Services;
 - (b) Officers from the Children's Services / Adult and Community Services Departments;
 - (c) An Independent Consultant to provide advice / guidance;
 - (d) Head Teachers and Community Building / Activities Managers from Brougham Primary School, Owton Manor Primary School, Stranton Primary School, West View Primary Schools and High Tunstall College of Science;
 - (e) Ward Councillors; and
 - (f) Resident Representatives.

FINDINGS

7. THE ROLE AND RESPONSIBILITIES OF GROUPS / BODIES IN RELATION TO SUSTAINING EXTERNALLY FUNDED COMMUNITY INITIATIVES IN SCHOOLS

- 7.1 As a starting point for the investigation, it was important for the Forum to gain an understanding of the roles and responsibility's of the various groups and bodies involved in the provision of externally funded community initiatives in schools. This information was provided by the Independent Sports Consultant, whose report clarified the role of the local authority, individual schools and external funding agencies in the provision of externally funded community initiatives in schools.

The Role of the Local Authority

- 7.2 The Forum noted with interest the various elements of the local authority's role in relation to the provision of sustainable externally funded community initiatives in schools, as detailed in **Appendix A**.
- 7.3 Members were interested to find that under current policy whilst the Children's Services Department was responsible for the management of community use on school sites, the practical management of services / activities was delegated to individual schools.

The Role of Schools

- 7.4 Members noted the various elements of the role of individual schools in relation to the provision of sustainable externally funded community initiatives in schools, as detailed in **Appendix B**.

The Role of External Funding Agencies

- 7.5 Members learned from the information provided, that the most recent examples of external funding that had provided community use initiatives in Hartlepool had involved Sport England, The Arts Council, The Big Lottery Fund and New Deal for the Communities. Members were interested to learn that the two main benefits of funding for all projects in this way was the provision of new / improved facilities for curriculum and extra curricula activities and new opportunities for community use.
- 7.6 Whilst the Forum was concerned that the main funding received was for capital development with a limit on the amount received and the timescale for revenue cost expenditure, it was acknowledged that there is a role / benefit in involving external funding agencies are. These include the provision of:-
- (i) Support and encouragement to develop robust strategies and a clear evidence base to properly plan for sport and lever additional funding;
 - (ii) Additional funding (capital and revenue) and encourage partnership funding;
 - (iii) Support for projects for additional funding;
 - (iv) An external assessment of projects;
 - (v) Examples of good practice and advice;
 - (vi) External monitoring and evaluation;
 - (vii) Encouragement to implementation of National/Regional Policies of opening up school sites for community use;
 - (viii) Encouragement to deliver National / Regional Policies for Sports Development; and
 - (ix) A stamp of approval and credibility for projects.

8. **SPORT ENGLAND'S 'THE WIN – WIN SCENARIO – COMMUNITY SPORT AND ARTS ON EDUCATION SITES'**

- 8.1 During the course of its investigation the Forum recognised the value of advice available from external funding agency's, such as Sport England's new publication 'The Win – Win Scenario – Community Sport and Arts on Education Sites' and the advice contained within it in relation to the following areas:-

The management of initiatives

- 8.2 Sport England clearly identified a number of initiatives that could work where community sport and arts occurred on education sites. These areas were as follows:-

- (i) School based management through existing staff.
- (ii) Management by local authority Community Services Department.
- (iii) Management by a Trust.
- (iv) Management by Commercial Management.

- 8.3 For school based management through existing staff it was noted by Members that whilst it was a low cost option, careful consideration needed to be given to the approach. It was important that staff had sports and arts management experience and be given sufficient time to make it a success.

- 8.4 Considering management by local authority Community Services Department, Members' awareness was heightened that this is quite a common initiative for the community use of facilities on school sites. Governance is vested in a committee controlled by the school Governing Body. The management function is delivered by staff employed and trained by the Council under the terms of a transfer of control agreement often called a Community Use Agreement.

Revenue funding

- 8.5 Whichever the scale of the Community Sport and Arts programmes it will need funding from either a new approach to the schools delegated budget or from new internal/external sources.
- 8.6 At present schools can not use Delegated Budgets to support or subsidise community use activity.
- 8.7 However the government is making additional funding available for schools via the School Standards Grant which may assist towards the development of extended services and activities.

Capital funding

- 8.8 The government has committed additional funding to support schools in setting up and embedding extended services.
- 8.9 Capital funding for new and improved education buildings and support facilities has never been greater than under the Building Schools for the Future programme. Whilst these funds are primarily for facilities that support improved standards of education and will not fund spaces exclusively for community use, in every case there is a strong presumption that new facilities on school sites funded by the programme will be used to further the aims of the Extended Schools Programme.

9 GOOD PRACTICE / GUIDANCE FOR SUSTAINING EXTERNALLY FUNDED COMMUNITY INITIATIVES

- 9.1 In exploring a possible way forward for the delivery of sustainable externally funded community initiatives in schools, the Forum explored good practice on a local (within Hartlepool) and regional basis.

Good Practice within Hartlepool

- 9.2 As indicated earlier in the report, Members noted with interest that whilst under current policy the Children's Services Department is responsible for the management of community use on school sites, the practical management of services / activities is delegated to individual schools with little central support or control.
- 9.3 It was apparent to the Forum that the delegation of this function to schools required a considerable commitment by school management and staff. Schools were also aware / understood the impact that changes in key staff could have upon a school's ability to continue provision. Members also ascertained from the information provided that:-
 - (i) Changes in key staff could leave the local authority exposed and vulnerable in terms of Council's accountability when projects were externally funded and community use was a condition of grant;
 - (ii) A school specific approach could lead to use of a site within specific parameters and addressing needs of specific groups rather than adopting a local authority holistic approach. i.e. schools have a greater commitment to public access while others tend to encourage block bookings; and
 - (iii) School budgets couldn't be used to subsidise community use and as true community use was not self financing there were sustainability difficulties and disadvantages.

- 9.4 During consideration of specific examples of 'best practice, the Forum learned that there was a considerable difference in the ability of secondary and primary schools to deliver community use. On a Secondary School basis, the Forum was interested to find that responsibility for the provision of staff / management support sits with individual schools, as part of a much wider portfolio e.g. Deputy Head, Director of Services, Bursar, Site Supervisor. Within this framework, Members were pleased to learn of best practice already being implemented in primary schools by High Tunstall College of Science, through the "Life Centre" project (funded by the Big Lottery Fund) where the school had appointed a manager and there was good use by the community. Dyke House School also exhibited good practice with a strong commitment to community use of facilities and high usage figures. The Forum was particularly pleased to find that this had been recognised nationally as an example of good practice in terms of extended services and maximising the use of public facilities.
- 9.5 On a primary school basis, the Forum found that the potential for community usage was generally limited due to lack of appropriate facilities, except where there was external funding. Primary schools were also poorly placed to provide a management service and therefore effective community use could only occur where additional resources were available. Despite this, Members were pleased to learn that there was good practice in terms of primary school provision Stranton Primary School and the operation of the "Stranton Centre", which was funded by the Space for Sport and Arts Programme and New Deal for the Communities, with a dedicated Management Team funded by New Deal for the Communities.

Good Practice Regionally

- 9.6 Considering the content of the Consultant's report. Members were interested to learn of best practice regionally by Durham County Council and North Tyneside M.B.C. The Forum noted with interest good practice within Durham County Council as follows, where community use of schools is the responsibility of the Children's Services Department:-
- (i) The Council had adopted a partnership approach involving the County Council, District Councils, schools and the Community that applies across all seven districts;
 - (ii) The County had implemented a "shared use" approach identifying key school sites for community use (22 schools) and had implemented formal agreements and informal agreements;
 - (iii) A Community Association, with charitable status, that raised funds to help subsidise community use had been established on each site to ensure Governance;
 - (iv) A direct service and financial support was provided to each community use school site in terms of staffing (a full time member of staff and sessional staff) and revenue funding (a contribution towards energy costs, caretaking and cleaning costs); and

- (v) For the future the Council is addressing the additional capital funding required to maximise the potential of the Building Schools for the Future programme for community use and identifying the revenue support required.

9.7 A further example of good practice considered by the Forum was North Tyneside MBC, where:-

- (i) As the Council did not have a facility management policy for community use there were a variety of management models, generally led by funding mechanisms;
- (ii) The Council has a Leisure Facilities Strategy and has adopted a policy of basing leisure facilities on school sites;
- (iii) It is likely that with the Building Schools for the Future programme and the Extended Schools initiative the Council would need to address the Facility Management issue across all Council facilities;
- (iv) Good co-operation exists between Children's Services and Community Services and there was a strong cross departmental P.E., Sport and Physical Activity Structure;
- (v) The existing management structure for community use of schools ranges from Leisure Services managing two schools, to other schools having on-site responsibility with support from Children's Services;
- (vi) Governance is through the Governing Body of the school and Steering Groups for each site have been set up to manage community use involving the school, Children's Services, Leisure Services and the community; and
- (vii) The current "Mixed Bag" of Management options appears to work but the issue of management for community use is still on the agenda for North Tyneside particularly in view of future developments.

10. HOW THE AUTHORITY'S COMMUNITY LEADERSHIP ROLE SHOULD BE INTERPRETED IN TERMS OF THE SUSTAINABILITY OF COMMUNITY INITIATIVES IN SCHOOLS

- 10.1 The Independent Sports Consultant reported to Members that the support of any Sport Development Activity should be undertaken by the Authority independently or in conjunction with partner organisations.
- 10.2 To aid the development of these initiatives it was vital to ensure that Community Leaders had an active and participative role in any community use that arose out of these externally funded community initiatives in

schools. The active participation of Community Leaders could fall into one or more of the following categories:-

- (i) Support;
- (ii) Advice and Experience;
- (iii) Local knowledge and contacts;
- (iv) Strategic approval; and
- (v) Hands on help.

11. INDEPENDENT SPORTS CONSULTANT'S SUGGESTIONS FOR IMPROVEMENT / FUTURE MANAGEMENT OF SUSTAINABLE EXTERNALLY FUNDED COMMUNITY INITIATIVES IN SCHOOLS

- 11.1 The Independent Sports Consultant provided Members of the Children's Services Scrutiny Forum with a number of suggestions that Members might like to consider as a way forward in relation to the issue of sustainability of externally funded community initiatives in schools. These suggestions are detailed below:-

Community Use of Schools

- 11.2 To be successful this requires a clear management, monitoring and evaluation process, additional administration, additional resources (Staff and Funding) and site management.
- 11.3 Community use initiatives are not self financing and sustainable. They require on going revenue support particularly if target groups and the socially disadvantaged are to be involved and that a true and balanced programme for community use can be offered including Casual/Pay as you Play approach.
- 11.4 The redevelopment and/or refurbishment of school sites are an opportunity to contribute to the consolidation of a service to provide a comprehensive package and address some of the current issues/problems.

Solutions to Issues Encountered During Investigation

- 11.5 To ensure true community use on a casual basis is sustainable and attract Target Groups additional on-going revenue funding will be required either to Individual schools (e.g. a community use budget) or to another management option.
- 11.6 If management is retained by individual schools there will be an additional work load for staff to manage and oversee the programme. This will need to be addressed in Staff Structures/contracts of work.
- 11.7 If outsourced to another authority department then the implications of the required additional staff and financial resources need to be recognised.

- 11.8 There needs to be a clear management structure within schools to achieve governance and satisfy Governing Body requirements.
- 11.9 Equally there need to be a central operational management support structure within the local authority.
- 11.10 An essential need for any community use initiative is that it should be monitored and evaluated on a regular basis.

Options for Future Management

- 11.11 It should be noted that this issue was touched on in the Strategy "Indoor Leisure Facilities for Hartlepool".
- 11.12 In the Document the point was made that there has been a shift away from Local Authority Direct Services management towards management by Private Sector Contractors and more recently by Trusts. One of the reasons has been to attract additional finance.
- 11.13 A survey of 442 Local Authorities in 2005 shows 42% ran their Leisure Services Management in-house, 20% used a Management Contractor and 20% a Trust.

Options for Leisure Management

- 11.14 The Independent Sports Consultant mapped out to Members the different options that were possible solutions to the provision of leisure management. The solutions that were outlined to Members were detailed as follows:-
 - (i) **Direct Service (Community Services)**
This is often used in the Management of local authority and community use facilities. Under this arrangement full responsibility for income and expenditure, pricing, programming lies within the council as does the risk.
 - (ii) **Children's Services**
The Education Sector is another option for management of community use of schools. This is the approach adopted in Hartlepool; however, the responsibility is delegated to individual schools. It should be noted that the Children's Services Department is committed to working with other Council departments to deliver community sport in schools.
 - (iii) **Private Management Contractors**
Private contractors can be involved in leisure management contracts to local authorities. This type of approach is not currently occurring in Hartlepool.
 - (iv) **Trusts**
Not for profit Trusts are classed as social enterprise organisations and the majority of these have developed from local authorities in-house

direct service organisations. Again this type of approach is not currently occurring in Hartlepool.

11.15 Members were informed that the Space for Sport and Arts Initiative (delivered in 4 primary schools) provided additional guidance on management options. These were detailed as:-

- (i) Direct Management by School Staff;
- (ii) Direct Management by a Governing Body Working Group;
- (iii) Direct Management by a Governing Body employing a Manager;
- (iv) Direct Management by a Governing Body contracting an outside Group to manage;
- (v) Transfer of control to a Community Group or Trust; and
- (vi) Transfer of contract to a Commercial Management Group.

11.16 The report to Members was that initially the approach adopted in Hartlepool was under the third option of 'Direct Management by a Governing Body employing a Manager'.

12. EVIDENCE FROM THE AUTHORITY'S PORTFOLIO HOLDER FOR CHILDREN'S SERVICES

12.1 The Forum welcomed the views of the Portfolio Holder for Children's Services at its meeting on the 4 February 2007. During the course of discussions, Members shared the Portfolio Holder's concern regarding the impact of budget cuts on this area of provision over recent years and acknowledged the importance of officers in maximising the availability of funding and its effective use.

12.2 Members were encouraged to find that the local authority provides significant support for schools through various bidding programmes for funding to enable the provision of facilities. The Forum was, however, concerned to learn that once funding had been obtained, not all schools had adequate business plans in place to ensure that sufficient income and revenue support was available to maintain facilities in the longer term.

13 EVIDENCE FROM SCHOOLS WHERE EXTERNALLY FUNDED COMMUNITY INITIATIVES ARE LOCATED

13.1 As part of its investigation the Forum was keen to hear the views, and experiences, of Hartlepool schools where externally funded community initiatives are located. To assist in this, a selection of head teachers and Community Building / Activities Managers from Brougham Primary School, West View Primary School, Stranton Primary School, Owton Manor Primary School and High Tunstall College of Science participated in the Forum's meeting on the 4 February 2007.

- 13.2 During the course of discussion with these individuals, a variety of issues were raised to the Forum and are detailed below:-

Funding and Accessibility Issues

- 13.3 Members were interested to learn of the real impact in terms of the economic viability of community facilities in schools, given the restriction of use during school hours and the subsequent ability of schools to maximise income.
- 13.4 Schools informed Members that often problems occurred when external funding sources set over ambitious targets or had ceased with support and advice during the funding period.

Charging Levels

- 13.5 In relation to charges for the use of community facilities in schools, the Forum acknowledged the views of many community groups in that if the usage of these facilities is to be increased charges need to be made more competitive. Tempered with this, however, Members learned that the whole costs of supporting facilities outside school hours had to be met from income generation and could not be met from school budgets.

Staffing

- 13.6 Members welcomed the views of the school representatives present and noted the significant impact which staffing costs had on the financial and practical (in terms of opening hours) viability of facilities. Members were saddened to hear that in the case of Owton Manor Primary School, such factors had been a major contributor towards the decision to close the facilities at the school.
- 13.7 Members recognised the benefits of appointing quality, experienced staff for the provision of successful community initiatives in schools and their ability to bring in new customers and expand upon the classes provided. This view was reinforced by the representative from High Tunstall College of Science where the appointment of appropriate staff had been instrumental in the success of its community facilities. Members welcomed suggestions from the school that the only way forward was to focus upon the appointment good quality staff and that in reality staff with the appropriate experience would have to come from the commercial sports sector.

14. EVIDENCE FROM HARTLEPOOL BOROUGH COUNCIL'S CHILDREN'S SERVICES DEPARTMENT

- 14.1 The Children's Services Department reported to Members that the usage of externally funded community initiative in Schools by the local community was a very important factor. Evidence was that even successful schemes were not reflected in increased local community consumers accessing these schemes.

- 14.2 The Department also reported to Members that although a charging regime is required to ensure that these initiatives are financially viable this had proved to be a major barrier of the usage of such facilities by the voluntary sector. Members recognised that possibly some savings could be achieved through the principles of cluster arrangements, with the additional benefits of a more diverse range of facilities and venues available to interested users.

Future Support

- 14.3 Members of the Forum were delighted to hear that the Council's Children's Services Department were willing to work with schools to ensure that there was sustainability of externally funded community initiatives in schools.
- 14.4 The Department indicated to Members that ideally they would like to see a three-year plan for the sustainability of centres currently in operation, but that the Authority would need to examine closely where deficits were occurring as these could not be sustained in the long-term.
- 14.5 Members of the Forum acknowledged that there was an issue of community initiatives being self financing in nature and whether such a route was viable or indeed desirable. The Department informed Members that along with a long-term plan there was a necessity to ensure that these community initiatives had charging and concessions policies that were consistent and uniform across the Town.

15. EVIDENCE FROM HARTLEPOOL BOROUGH COUNCIL'S ADULT AND COMMUNITY SERVICES DEPARTMENT

- 15.1 The Children's Services Scrutiny Forum was informed by the Authorities' Adult and Community Services Department that the issues faced by schools in Hartlepool trying to sustain externally funded community initiatives were not unique.
- 15.2 Members were made aware of the 'Indoor Sports Facility Strategy and Investment Plan' that had been developed by the Adult and Community Services Department. This strategy was concerned about some of the issues raised about improving facilities already in existence, as well as mapping a vision of the future for BSF and a feasibility study for the H2O Centre. Members agreed with the Adult and Community Services Department's recommendations that a co-ordinated approach with common management was a route for progression of externally funded community initiatives in schools.

16. RECOMMENDATIONS OF THE INDEPENDENT SPORTS CONSULTANT

- 16.1 The Forum noted with interest the Independent Sports Consultant's view that Hartlepool Borough Council has through this investigation a tremendous opportunity to develop a strategic approach to the development, management and use of school facilities for the community. Members agreed that it was important to progress this issue as quickly as possible as the Building Schools for the Future Programme had a very tight timescale.
- 16.2 The Independent Sports Consultant informed Members that a primary recommendation would be for the Authority to undertake an audit of current provision of externally funded community initiatives to aid the identification of key sites in the town. The number of key sites may only number four or five in total, but it was important from this baseline to identify the clusters of schools around these sites, which may be no more than half a mile, and coordinate provision within that area. Such an audit in the town would need to, in the opinion of the Independent Sports Consultant, link into the Schools Capital Programme.
- 16.3 The Members welcomed the detailed report from the Independent Sports Consultant and noted the recommendations within, these recommendations are detailed below :-
- (i) There is a need to consider any refurbishment of existing or development of new facilities on school sites for community use in a strategic context identifying the key strategic sites together with a hierarchy of provision for community use throughout the town, e.g. key site secondary schools supporting feeder primaries.
 - (ii) There is an urgent need for the council to develop a Facilities Management Strategy for all leisure facilities.
 - (iii) There is a need to adopt a clear policy and management structures for community use of schools prior to the Building Schools of the Future and Extended Schools Programmes. Currently there is no clear policy which leaves the Council exposed and vulnerable in terms of accountability. Any policy should be implemented under the Building Schools for the Future Programme with clear principles for community use of school facilities. The policy should also be an integrated element of the Extended Schools initiatives.
 - (iv) There is a need for the Council to adopt a strong management commitment across departments to co-ordinate activity and resources to maximise the use of existing/new school facilities for community use.
 - (v) Whilst the scope of this investigation is "Sustainability of Externally Funded Community Initiatives in Schools" it is recommended that any agreed Policies/Procedures are applied to all school sites where community use takes place.

- (vi) That any Policies/Procedures adopted should take into account and be compatible with the recommendations in Indoor Leisure Facilities Strategy, the Borough Councils Sport and Recreation Strategy and the following P.P.G.17 Open Space Strategy.
- (vii) To assist schools, develop and sustain community use it is strongly recommended that the most efficient and effective way forward would be for the Council to establish a central operational and integrated management support structure to co-ordinate the overall approach. It is felt that the Council's Adult and Community Services Department, if adequately resourced, should have a significant role to play in the process.
- (viii) The central model if implemented would have significant benefits to the Council in terms of:-
 - (a) A co-ordinated approach to management information systems, booking procedures, pricing policy, marketing, programming, performance monitoring and accountability.
 - (b) Providing the most cost effective operational arrangement and the most benefit to the whole community together with a Holistic Service delivery across the authority.
 - (c) Providing the necessary strategic approach to facility and sports development objectives.
 - (d) Pulling together all the necessary groups and agencies (internal and external) that is essential for development of sustainable community use.
- (ix) A partnership approach with schools is adopted to determine the most appropriate and cost effective management structure and operation (Direct/Indirect). Within this approach the identification of key sites and how none key sites are managed on a Cluster Basis is fundamental to the process. This brings into focus the inability of the local authority to impose procedures in individual schools.
- (x) That the importance of governance is addressed and that the appropriate Management Committee or Community Association is established on each site with representation from the school, Children's Services, Adult and Community Services and User Groups (The Community).
- (xi) That a Service Level or Community Use Agreement with Individual Schools is implemented to ensure that the facilities are operated in a consistent and complimentary manner and that there is a firm commitment to true community use involving casual and pay as you play opportunities.

- (xii) That there is recognition of the need for additional Capital Funding to realise/maximise the potential for community use within the Building Schools for the Future Programme and indeed other identified sites (the Indoor Leisure Facilities Strategy identified a minimum of approximately £125,000 per key site school.)
- (xiii) That there is recognition of the importance of "Ongoing Revenue Funding". This is vital if community use of schools initiatives are to be sustainable, true community use on a Casual/Pay as you play basis delivered and if Target Groups/Disadvantaged Groups are not excluded. The appointment of qualified and dedicated staff and contributions towards running costs are essential if the programme is to be successful. (The Durham County example would indicate something in the region of £50 – 100,000 per year per key site school; however more work would need to be undertaken on costs and management models which would be dependent on facilities, staff required and programmes of use.
- (xiv) If the Council decides to agree in principle to a new way forward in terms of the management and sustainability of community use initiatives in schools this would involve a substantial policy change which would have resource implications. To take this matter forward it is recommended that this is undertaken in incremental stages through a Joint Steering Group involving Children's Services and Adult and Community Services with a clear timescale for delivery. This may require additional resources in order to facilitate the work and meet deadlines. There is some urgency to this work to ensure policies are in place to implement under the Building Schools for the Future Programmes.

17. CONCLUSIONS

17.1 The Children's Services Scrutiny Forum concluded:-

- (a) That the situation in Hartlepool is not unique and is in fact experienced nationally;
- (b) That there is no immediate solution to this issue and that it was essential that a joint Steering Group be established to progress the findings and proposed recommendations of the Independent Sports Consultant;
- (c) That it was surprised to find that there are many interpretations of what would be classified as a 'Community Initiative' and that to avoid any further confusion there was a clear need for the establishment of a formal definition;
- (d) That as part of the future operational management of Community Initiatives, consideration needs to be given to the wider agenda in

relation to Building Schools for the Future, Primary Capital and Extended Schools;

- (e) That based upon the evidence received there is a clear need for the development of a co-ordinated approach within the authority, mainly between Children's Services and Adult and Community Services, for the provision of sustainable externally funded community initiatives in schools;
- (f) That the success of any scheme was reliant upon marketing, take up, accessibility and the provision of effective / sufficient operational support;
- (g) That there is a dearth of leisure facilities, but an over provision of sports facilities in Hartlepool;
- (h) That accessibility problems caused by the lack of leisure facilities, are exacerbated by the limited availability at certain times of the day;
- (i) That young people can become resistant to using school based facilities for leisure activities;
- (j) That the communities surrounding externally funded community initiatives needed to be made more aware of the facilities that were currently available in their local schools;
- (k) That in order to achieve the efficient and effective running of facilities in the Town, the Council needs to ensure that the 'right' staff are in place to deliver initiatives with a possible financial cost for the Authority;
- (l) That at present there was no data available on the number of schemes operating across Hartlepool, therefore it was essential that a baseline be established to determine a way forward; and
- (m) That prior to the implementation of any externally funded community initiatives it is imperative that an audit be undertaken of their long term financial viability, by way of an outline business case.

18. RECOMMENDATIONS

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

- (a) That a joint Steering Group between the Children Services Department and the Adult and Community Services Department be established to further explore the proposed recommendations of the Independent Sports Consultant, commissioned specifically as part of this investigation;

- (b) That all schools that currently operate community initiatives undertake a three year financial forecast and business plan of the viability of each facility that outlines charging policies, usage levels and scheme objectives;
- (c) That pending the outcome(s) of the joint Steering Group (recommendation (a) refers) immediate consideration be given to providing assistance to those schemes that are likely to encounter future sustainability issue; and.
- (d) That the findings of this investigation be brought to the attention of school governing bodies to raise awareness of the issue and the proposed way forward.

19. ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Councillor Cath Hill – Portfolio Holder for Children's Services;
 Paul Briggs – Assistant Director, Resources & Support Services;
 Alan Kell – Project Manager; and
 Pat Usher – Sport and Recreation Manager.

External Representatives:

Dacre Dunlop (Sport Consultant);
 Keith Storey - Head Teacher, Brougham Primary School;
 Beverley Hewitt-Best - Head Teacher, Owton Manor Primary School;
 Sharon Pounder - Centre Manager (Stranton Centre), Stranton Primary School;
 Isabel Parkinson - Head Teacher, West View Primary School;
 Dave Palmer - Sports Co-ordinator, West View Primary School;
 John Taylor - Deputy Head, Dyke House School;
 Judith Rasmussen - Regional Director, Sport England (North East);
 Dave Emerson - Education and Community Manager, Durham County Council;
 Angela James - Children, Young People & Learning Department, North Tyneside MBC;
 Miriam Buhler-Willey - Head Teacher, High Tunstall College of Science; and
 Bill White - High Tunstall College of Science.

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

April 2008

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BACKGROUND PAPERS

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

- (i) Scoping Report – Sustainability of Externally Funded Community Initiatives in Schools (Children's Services Scrutiny Forum – 5 November 2007)
- (ii) Minutes from the South Neighbourhood Consultative Forum from 30 March 2007 and 10 August 2007
- (iii) Children's Services Scrutiny Forum Report – Determination of Work Programme 2007/8 (11 June 2007).
- (iv) Minutes from Children's Services Scrutiny Forum from 11 June 2007.
- (v) Scrutiny Co-ordinating Committee Report – Scrutiny Topic Referral from the South Neighbourhood Consultative Forum – 'Sustainability of Externally Funded Schools' from 14 September 2007.
- (vi) Minutes from Scrutiny Co-ordinating Committee from 18 May and 14 September 2007.
- (vii) Consultants Report – Sustainability of Externally Funded Community Initiatives in Schools (Children's Services Scrutiny Forum - 4 February 2008).
- (viii) Minutes from the Children's Services Scrutiny Forum on the 4 February 2008.

Appendix A**The Role of the Local Authority in the Provision of Sustainable Externally Funded Community Initiatives in Schools**

- (i) Ensure that projects fit in with agreed strategies, schemes, policies and procedures and in particular the recent "Indoor Leisure Facilities Strategy" which states that "Particular priority must be given to improving and developing school facilities which benefit pupil education as well as Community Sport";
- (ii) Adopt a strategic approach to the development and management of centres for community use including the identification of strategic sites at schools and a hierarchy of provision and opportunity;
- (iii) Produce a facility management strategy and determine the most appropriate and cost effective management structure to ensure the sustainability of community use on school sites;
- (iv) Co-ordinate the overall policy towards community use and develop a Team and Partnership approach with support to schools on the issue of community use of facilities;
- (v) Recognise that many schools are unlikely to have the professional sports management skills required to operate a true and effective community use policy. Therefore a key role of the local authority is to provide a central operational and integrated management support structure. Adult and Community Services, if adequately resourced, could have a significant role to play;
- (vi) Implement a Service Level or Community Use agreement with individual schools to ensure that facilities are operated in a consistent and complimentary manner and that there is a formal commitment to community use;
- (vii) Ensure that the most effective management policies and procedures are in place and are an integral part of the Extended Schools and Community Use Programme. The Building Schools for the Future Programme represents a significant opportunity to develop school facilities for both curriculum and extra curriculum use and to benefit the community. It is vital to maximise the potential that is available;
- (viii) Provide a "Holistic Service" across the authority addressing the needs of Target Groups and ensuring a balanced programme of activities;
- (ix) Provide a common pricing policy, marketing approach, booking procedures, programmes and monitoring for community use;
- (x) Advise on legal, financial and health and safety issues and contribute to the development of school business plans for community use; and
- (xi) Identify and target potential external funding agencies for Capital and Revenue funding and co-ordinate the bidding process.

Appendix B

The Role of Schools in the Provision of Sustainable Externally Funded Community Initiatives in Schools

- (i) Be proactive in identifying the potential for community use initiatives and ensuring that these are included in school improvement plans;
- (ii) Work in partnership with the appropriate Local Authority departments in the development and management of community use initiatives;
- (iii) Ensure that the Governing Body of the school retains overall responsibility for the use of school facilities for community use and the potential impact on curriculum and extra curricula activities;
- (iv) Agree the most appropriate management structure in partnership with the local authority and put in place a site specific management committee to address Governance with representation from the school, local authority and the community;
- (v) Produce a Business Plan and determine resources required identifying the additional workload for staff and how this might be resolved;
- (vi) Set standards and conditions for community use;
- (vi) Sign up to a Service Level or Community Use Agreement; and
- (vii) Monitor and evaluate the community use programme.

SCRUTINY CO-ORDINATING COMMITTEE

18 April 2008



Report of: Regeneration and Planning Services Scrutiny Forum

Subject: FINAL REPORT – SEATON CAREW'S
REGENERATION NEEDS AND OPPORTUNITIES

1. PURPOSE OF REPORT

- 1.1 To present the Regeneration and Planning Services Scrutiny Forum's findings following completion of its investigation into 'Seaton Carew's Regeneration Needs and Opportunities'.

2. SETTING THE SCENE

- 2.1 At the meeting of the Regeneration and Planning Services Scrutiny Forum on the 14 June 2007, Members considered potential work programme items for the 2007/08 municipal year. During the course of discussions Members were aware that although the Seaton Ward was not amongst the worst areas of deprivation in Hartlepool there were obvious signs of physical and economic decline in parts of the sea front. In light of this, the Forum selected 'Seaton Carew's Regeneration Needs and Opportunities' as its second investigation for 2007/08.
- 2.2 Seaton Carew like many coastal settlements started its life as a small fishing village, however, this changed in the nineteenth century when the area became a popular health resort and 'spare time' visitor destination. A key part of this success was Seaton's natural assets, a low lying sandy beach with no cliffs allowing relatively easy access and the infrastructure and services to support these assets. This infrastructure included a good rail link (and previous Tram link) and distinctive buildings that provided a lasting legacy that today forms part of Seaton Carew's appeal.
- 2.3 Seaton Carew's fortunes are, however, inextricably linked to those of Hartlepool as a whole and following the decline of traditional industries the area has undergone a significant restructure, in terms of its economy and appearance. Seaton Carew has also seen the impact of rising disposable incomes and cheaper / more accessible modes of transport which has reduced the number of visitors, the length of time they stay and their reasons for visiting. In Seaton Carew's case, people are now more likely to be day visitors or visit family and friends than stay for prolonged holidays.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to consider the effect of past regeneration investment in Seaton Carew and explore the area's future regeneration needs and opportunities.



4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

- 4.1 The Terms of Reference for the Scrutiny investigation were as outlined below:-
- (a) To gain an understanding of national, regional and sub regional economic policy and the ways this can influence approaches to the regeneration of Hartlepool, and in particular Seaton Carew ;
 - (b) To gain an understanding of the role of stakeholders and partners involved in the regeneration process (as demonstrated throughout the report);
 - (c) To consider the scale, range and impact of previous regeneration investment in Seaton Carew by the public and private sector over the last five years;
 - (d) To gain an understanding of current and future community facility provision in Seaton Carew and explore their role in the regeneration of the area;
 - (e) To gain an understanding of the Councils land holdings in Seaton Carew and their potential role in the regeneration of the area;
 - (f) To gain an understanding of how Hartlepool, and in particular Seaton Carew , is marketed to attract tourism and businesses and consider if there are any additional ways to raise the town / area's profile;
 - (g) To explore Seaton Carew 's current and future regeneration needs, and opportunities, and gain an understanding of the plans and strategies being implemented to address with them;
 - (h) To explore examples of good practice in another Local Authority(s), and lessons learnt, in relation to the regeneration of coastal areas / towns; and

- (i) To seek the views of the public, local schools, other key stakeholders and local businesses in relation to the effectiveness of previous regeneration activities in Seaton Carew and the areas future regeneration needs and opportunities.

5. MEMBERSHIP OF THE REGENERATION AND PLANNING SERVICES SCRUTINY FORUM

- 5.1 The membership of the Scrutiny Forum was as detailed below:-

Councillors Alison, RW Cook, S Cook, Cranney, Gibbon, Johnson, London, A Marshall, Worthy, Wright and Young.

Resident Representatives T Jackson, R Steele and I Ryder.

6. METHODS OF INVESTIGATION

- 6.1 Members of the Regeneration and Planning Services Scrutiny Forum met formally from 6 December 2007 to 3 April 2008 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Evidence from the Member of Parliament for Hartlepool;
- (b) Evidence from the Elected Mayor (Cabinet Member with Portfolio for Regeneration and Liveability);
- (c) Evidence from the Cabinet Member with Portfolio for Culture, Leisure and Tourism;
- (d) Evidence from the Cabinet Member with Portfolio for Neighbourhoods and Communities;
- (e) Evidence from the Seaton Ward Councillors;
- (f) Evidence from the Officers from the Regeneration and Planning Services, Neighbourhood Services and Adult and Community Services Departments;
- (g) Evidence from the Local Residents of all ages (including a selection of young people);
- (h) Evidence from the Representatives for the business community in Seaton Carew;
- (i) Evidence from the Representatives from stakeholders;

- (j) Information on best practice and the lessons learnt in relation to the regeneration of coastal areas / towns; and
- (k) Feedback from the North, South and Central Neighbourhood Consultative Forums.

FINDINGS

7. ECONOMIC POLICY AND ITS INFLUENCE ON REGENERATION IN HARTLEPOOL

- 7.1 Members were surprised to find from the evidence provided that there was currently no specific national strategy or policy framework for the regeneration of coastal towns / communities. This reasoning for this being based upon the view that coastal towns were too diverse to warrant the development of a national strategy / policy, and that a 'one size fits all' solution would not be viable.
- 7.2 Members were, however, encouraged to learn that the issue was by no means being ignored, with recent publications raising awareness of the range of social, economic and physical issues facing coastal communities. Central Government had also accepted the need for it to develop a greater appreciation of the needs of coastal towns and had pledged to establish a cross departmental working group to explore the issue further. The aim of this group being to look at coastal communities and develop a more co-ordinated approach to the challenges facing them.
- 7.3 In the absence of a national strategy / policy framework, Members recognised the need to obtain resources for coastal town regeneration from a range of more general policies, regeneration strategies and funding programmes. The Forum noted with interest, the impact of these more general national policies / strategies / funding programmes in terms of Seaton Carew and how regional and sub regional economic policy had influenced regeneration of the resort.

The Impact of National Policy on Regeneration in Seaton Carew

- 7.4 Members gained an understanding of the historical basis for Government regeneration funding and most importantly in terms of this investigation its impact in Seaton Carew :-
 - (i) **The Urban Programme (1970's)** – This funding was used in Seaton Carew to upgrade the promenade area between the Longscar Hall and beach access to the north.
 - (ii) **The Urban Development Corporations (UDC's) (1980s – 1990s)** - Seaton Carew was not eligible for funding from this source, however, the Teesside Development Agency (TDC) was instrumental in

developing the Marina, including the Historic Quay and adjacent coastal defences.

- (iii) **City Challenge / Single Regeneration Budget (SRB) / New Deal for Communities (NDC) (1980s – 1990s)** - The funding criteria for these programmes varied with a key focus on the most deprived areas. Seaton Carew was not eligible for funding from this source.
- (iv) **The Neighbourhood Renewal Fund (NRF) (Late 1990's to 2008) / Working Neighbourhoods Fund (WNF) (2008 Onwards)** – With funding again focused on areas of deprivation (particularly the 10% most deprived wards nationally, Seaton Carew was not eligible.
- (v) **Single Programme (SP) (Current day)** – This will be the main funding vehicle for economic regeneration and investment in the future, with One North East taking the lead in our region in determining priorities and budget allocations. Whilst not solely focused on areas of deprivation or a strictly defined geographical area, tourist related project expenditure was eligible under this programme.

7.5 It was apparent to the Forum that Hartlepool had over the years attracted significant regeneration funding from central government and officers were commended on their success in attracting it. Members were, however, concerned that support for Seaton Carew had been limited as a result of competitive bidding processes, the very specific focus of some funding sources on areas of deprivation and lack of significant private investment.

7.6 Members were pleased to find that in recognition of the impact of these factors, the Council had in 2001 taken the decision to focus £200,000 of One North East (ONE) funding in Seaton. The Forum noted that whilst relatively modest, this funding had enabled the improvement of visitor facilities and areas around them, including the refurbishment of the paddling pool / adjacent seating area, provision of a grant package for businesses to improve premises and installation of a CCTV camera.

7.7 Members recognised the need for continued investment and the importance of continuing to focus on the improvement of visitor facilities and beach / open space protection as part of an overall package of regeneration measured of the future. The Forum was pleased to learn that further funding was secured to provide environmental improvements to the rear of the bus station, improved access to the former fairground development site, a new car park to the north of Seaton and the removal of the north shelter and provide new landscaping.

7.8 In terms of the issue of private sector investment, Members noted with interest that the importance of private funding had been recognised within the SP regime, with much greater emphasis on securing regeneration through the attraction of private sector investment. Members were also encouraged to find that the inclusion of tourist related project expenditure as a legitimate area within the SP regime, and its focus was not solely on areas

of deprivation, would give Seaton Carew a better chance of accessing funding in the future.

- 7.9 Regarding other One North East funding for the provision of subsidies / grants to local businesses, as shown above, the Forum supported the need to improve the appearance of shop fronts in Seaton Carew as a key part of any process for the regeneration of the resort. Members were, however, concerned regarding the apparently low levels of take-up of these grants and felt that ways of improving this needed to be looked into further as part of any similar regeneration scheme in the future. Members were keen that emphasis should be placed upon the provision of subsidies which could be recovered when businesses are doing well, rather than grants. (Don't recall this part of the discussion)

Regional / Sub-regional Influences on Regeneration in Seaton Carew

- 7.10 In exploring regional and sub-regional influences, Members considered the role played by the Regional Development Agency (RDA) in influencing economic regeneration policy, including the Regional Economic Strategy (RES), and the allocation of resources. Members also noted with interest details of the RES, and gained an understanding of other key strategy's which influence regeneration in Seaton Carew :-

- (i) **The Regional Economic Strategy (RES)** is a framework for the prioritisation of Single Programme (SP) resources and projects requiring SP support, with the aim of delivering sustainable economic growth and improvements in the performance of the regions economy. The RES has a clear focus on prioritising strategic rather than local schemes for support and securing 'hard' economic outputs;
- (ii) **The Tees Valley Vision and Business Case for Tees Valley City Region** was produced by all five Tees Valley local authorities, in conjunction with One North East and Tees Valley Partnership, these documents put forward the strategic case for investment in the Tees Valley. The documents provide the framework and justification for concentrating investment in three core spatial areas across the Tees Valley (Stockton / Middlesbrough Initiative, Darlington Gateway and the Coastal Arc);
- (iii) **The Coastal Arc Strategy** is a joint programme between Hartlepool Borough Council and Redcar and Cleveland Borough Council. This is an economic initiative with tourism identified as one of the main economic drivers;
- (iv) **The Hartlepool Tourism Strategy (2004)** - See Section 11 of this report; and
- (v) **The Seaton Carew Tourism Strategy (2003 – 2008)** - See Section 11 of this report.

- 7.11 Members were reminded of the considerable energy spent at a sub regional level on the development of the strategic case for investment in the Tees Valley and were encouraged to see Seaton Carew included within the Coastal Arc Programme, as a priority for investment, and the Tees Valley Investment Plan. The Forum was, however, disappointed to learn that One North East had expressed reservations about the strategic benefits of the resort to the regional economy and welcomed the use of the recommendations of the Hartlepool Tourism Strategy to demonstrate the resort's regional value as part of the broader Hartlepool Quays.
- 7.12 The Forum was also concerned that there appeared to be no mention of Seaton Carew in the Regional Spatial Strategy (RSS), currently out for consultation. Members were advised that the RSS was a regional document, aimed at a regional perspective and could not include all the detail for the entire region, and whilst not directly mentioned Seaton Carew was included as part of larger areas referenced within the Strategy. Despite these assurances, Members remained concerned regarding the need to ensure that Seaton Carew was clearly identified as part of future regeneration packages and requested that their views be relayed to Cabinet for consideration during the formulation of the RSS consultation response.

8. THE IMPACT OF REGENERATION INVESTMENT IN SEATON CAREW – PAST AND FUTURE

- 8.1 The Forum was of the view that obtaining a clear understanding of the impact of past and possible future, regeneration investment was vital to its investigation and received evidence in a variety of forms during the course of discussions.

Past Regeneration Investment in Seaton Carew

- 8.2 Members ascertained that Seaton Carew's first significant opportunity to benefit from regeneration funding came with the establishment of the Tees Valley Partnership in 2000. Followed by one year's Single Programme (SP) funding in 2002/03 and the opportunity to access further SP funding and European INTERREG resources.
- 8.3 The Forum recognised that the need to develop a co-ordinated approach to the use of this, and future regeneration investment, and noted that this had led to the establishment of the Seaton Carew Tourism Strategy. It was against the objectives and 'action themes' of this strategy, as outlined in Section 11 of this report, that the impact and success of regeneration investment was assessed.
- 8.4 Members were encouraged to find that within the period of the current Seaton Carew Tourism Strategy, £2 million had been invested providing the following schemes:-
- (i) Lifeguard provision since 2003;

- (ii) Improved access to the beach and further restrictions to the dunes;
- (iii) Improved cycle and pedestrian routes;
- (iv) Traffic calming measures along the sea front;
- (v) Improved car parks;

- (vi) Clearance and redevelopment of the North Shelter;



- (vii) Private sector investment in the 'Old Baths' site;
- (viii) Funding identified for structural works at Seaton Bus Station;

- (ix) Environmental works, including paving and commercial grant projects;



- (x) Seaton Beach achieving the Environmental Campaign Seaside Award;
- (xi) Installation of additional dog litter bins;
- (xii) Inclusion of Seaton in town wide promotional material and 'Destination Hartlepool' website;
- (xiii) Programme of events organised, including guided walks, tours and annual events (Fireworks display, Marina 5Km Run and Triathlon);
- (xiv) Approximately 10 commercial properties accessed grant funding;
- (xv) Work needed with traders to establish aspirations with regard to Traders Association; and
- (xvi) Majority of local hotels are members of the Hotel Group and are featured on the 'Destination Hartlepool' website.

8.5 In addition to these schemes, the Forum found that several larger regeneration projects had also been undertaken in Seaton:-

- (i) **The Hartlepool Heritage and Economic Regeneration Scheme (HERs) (2002-04)** – £240,000 Single Programme funding, £60,000 HBC /LTP funding, £182,282 English Heritage funding and £138,921 Private Sector funding. Its aim being to enhance the environment within the Seaton conservation area, including grants for businesses and improvements to the public realm;
- (ii) **Seaton Carew Renaissance Phase II (2003-05)** – £241,036 Single Programme funding, £162,873 Private Sector funding and £101,000

Local Authority funding. The aim of this project was to provide grants to businesses and upgrading of crossing points, car parks and linkages, etc;

- (iii) **The ENCAMS (Environmental Campaigns) Seaside Award (2004-05)** – £143,857 Single Programme funding, £6,350 ERDF funding and £134,855 HBC funding. Its aim being to improve and monitor the quality of bathing water and beach environment enhances signage and Foreshore Management Plan; and
- (iv) **The Seaton Carew Tourism Development Project (2004-06)** – £505,000 Single Programme funding and £101,301 European funding. Its aim being to improve the area around the Bus Station, access to 'Old Fairground' site and demolish and landscape the North Shelter.

8.6 The Forum was pleased to find that many of the projects identified within the eight themes of the Seaton Carew Tourism Strategy (as detailed in Section 11 of the report) had been achieved since its publication in 2003. Members recognised the cumulative efforts of targeted regeneration projects, and other mainstream investments, had been considerable. However, it was accepted that from a residents perspective it was often the smaller more personal schemes that were important and as such, the success of regeneration in Seaton Carew was not always apparent to residents.

8.7 This view was illustrated further when considering the views expressed at the Focus Group, discussed later in the report, against the results of the consultation undertaken during the process to update the Seaton Carew Tourism Strategy in 2007. Members noted that the consultation undertaken to obtain residents views on progress, and what they felt were the remaining priorities, had shown that the demolition of the North Shelter and landscaping scheme, the lifeguard provision, increased pedestrian road crossings and development on the former baths site were all considered successful improvements. There was however, continuity in views in terms of the future in relation to the need to address the bus station, clock tower and Longscar Hall situations as a priority for the regeneration of the area.

Future Regeneration Investment in Seaton Carew

8.8 It came as no surprise to the Forum that Council officers continued to monitor Government and non government agencies for opportunities to access regeneration funding. Members were pleased to learn the in addition to the funding streams identified above; new funding areas were also being explored. These included Department of Culture, Media and Sport (DCMS) funding (£45m over 3 years) for investment in Culture and Arts in Seaside resorts and, as discussed further in Section 10 of this report, Cabinet exploration of ways in which the Council's own land holdings and buildings could be used to assist in regeneration across the town.

8.9 Members were fully supportive of exploring all possible ways of encouraging future regeneration investment and in relation to the DCMS funding

recognised that its focus on the regeneration of historic high streets, public spaces and galleries or concert halls could be useful in stimulating indirect economic growth. Members also pleased to find that DCMS resources would be available to smaller projects around the coast each year and were hopeful that this could be particularly beneficial for Seaton.

9. THE ROLE OF COMMUNITY FACILITY PROVISION IN THE REGENERATION OF SEATON CAREW

- 9.1 It was apparent to the Forum that Seaton Carew had long played a key role in the community life of Hartlepool and the surrounding area. Members noted the wide variety of public / private and voluntary sector managed community facilities available in Seaton and in exploring their role in the future regeneration of the resort welcomed confirmation of their condition and proposals for future provision.
- 9.2 Although not conventional community facilities, the Forum recognised the importance of many areas of service provision in contributing to the well being of Seaton Carew and the overall package for the regeneration of the area. Members noted in particular facilities / activities at Seaton Common, Teesmouth Field Centre, Saltholm RSPB Centre, the beach lifeguards, paddling pool, and allotments, and Coronation Drive.
- 9.3 In terms of more traditional facilities, Members noted with concern that those at Seaton Park, Seaton Library and Seaton Community Centre were all in danger of failing to deliver services due to their increasingly poor infrastructure condition, increased inefficiency and costs. The issues effecting these facilities being:-
- (i) **Seaton Library** – The need for £96,000 of essential, necessary and desirable maintenance expenditure to undertake significant roof works and improve the internal fabric and decoration of the building.
 - (ii) **Seaton Park** – Although not neglected the Park had a poor horticultural infrastructure and a number of outdated recreation facilities in the form of football pitches, bowling green and tennis courts, which have a negative impact on neighbouring residents. The Park was regularly maintained but no specific capital investment has been identified and the facilities are unlikely to change until a significant investment is made.
 - (iii) **Seaton Carew Community Centre Sports Hall** - The need for £264,000 of essential maintenance to improve a facility approaching the end of its expected design life, with a layout, design and positioning that is not conducive to increased use.
- 9.4 The Forum recognised that, as in other areas across Hartlepool, community facilities in Seaton were reaping the legacy of investment in the 1960's / 1970's, with them now reaching the end of their lifespan. Members were surprised to learn the Seaton Community Centre was the most expensive in

terms of maintenance of the town's community facilities and with regret accepted the view that it was not sensible for the Council to continue investing in facilities that are not, and would not regardless of improvements, be fit for purpose.

- 9.5 The Forum recognised the need to address this problem and accepted that unless a forward plan was developed facilities in Seaton could be lost over time through deteriorating conditions. With this in mind, the Forum was in principle supportive of the potential for a number of opportunities to coincide at Seaton for the provision of a new local community centre serving a multitude of services within an integrated building. It was, however, important to the Forum that residents and partner organisations be closely involved in the design and location of any such facility, that duplication of resources is avoided and that the construction of any building be such that it has a longer life span than that of its predecessors.
- 9.6 Most importantly of all, the Forum was adamant that replacement facilities must be identified before the demolition / removal of existing facilities, with continuity of service provision for residents paramount.

10. THE ROLE OF COUNCIL LAND HOLDINGS IN THE REGENERATION OF SEATON CAREW

- 10.1 The Forum was encouraged to find that the Council had already recognised the need to look closely at the role of its own land holdings in providing and improving future regeneration opportunities in Hartlepool.
- 10.2 Members found that the Authority's Cabinet was now in the very early stages of exploring possible ways of utilising its property holdings to generate a series of benefits which could collectively enhance existing services and facilities for Seaton Carew and Hartlepool. Members noted with interest, in relation to Seaton Carew, that an initial view was that sites off Elizabeth Way (currently occupied by the youth / community centre / sports hall / surrounding open space), at Seaton Carew Park and Library, Seaton Sands and off Coronation Drive could possibly be marketed to attract developers.
- 10.3 With each of these sites discussed further in Sections 9, 13 and 14 of the report, Members became aware of the importance to residents of retaining Seaton Carew's identity as a 'village'. In relation to the Coronation Drive site, it was evident to the Forum that residents felt strongly that the reduction of the green space separating Seaton from the rest of Hartlepool would damage this identity and detract from the overall appearance of the area. The Forum acknowledged this view and agreed that it should be given full consideration as part of the consultation process regarding any possible future developments on the site.
- 10.4 Whilst the Forum was pleased to receive confirmation of the position in terms of possible Seaton Carew sites it was reassured to find that no plans had yet been formally identified in relation to these, or any other, sites. Members

highlighted the significance of continuing to keep all Councillors and residents informed of progress throughout the process and emphasised the importance of listening to the results of consultations regarding community needs and opportunities, as part of the future process.

- 10.5 Members looked forward to the results of this process and recognised its importance as part of an overall package for the regeneration of Hartlepool and Seaton Carew in particular. The Forum also drew attention to the need to consider as part of this process the way in which capital receipts from the sale of land / buildings was used. Members were sympathetic to views expressed by residents that capital receipts from the disposal of land / buildings in Seaton should be reinvested in the resort, however, it was recognised that financial processes within the Council were such that assurances of this type could not be given. Despite this the Forum supported the view that Cabinet should be encouraged to explore wherever possible ways of reinvesting capital receipts from the disposal of land / buildings in Seaton back into the resort.

11. THE ROLE OF MARKETING IN THE REGENERATION OF SEATON CAREW

- 11.1 Whilst not always given the recognition it deserves in the regeneration process, Members acknowledged the importance of the marketing of Seaton, in its own right as well as part of Hartlepool, in attracting visitors and raising the image and profile of the area to encouraging investment vital for future regeneration.
- 11.2 Looking at the wider issue of tourism, Members noted that the biggest influence on tourism over the last three years had been changes to organisational structures and funding routes. This included emphasis by ONE now on the delivery of tourism on a national basis and the delivery of regional tourism through the Area Tourism Partnerships. With this in mind, the Forum was supportive of ongoing work to maintain the tourism profile of Hartlepool and the Tees Valley nationally. Members were also pleased to see that this was going to continue through the Market Segmentation, exercise currently being undertaken by ONE.
- 11.3 During the course of discussions, it was brought to the Forum's attention that other local authorities were marketing attractions in Hartlepool, i.e. the Marina and Maritime experience, as part of their own efforts to attract visitors to the wider area. Members viewed this as a compliment in terms of the quality of activities available in Hartlepool and highlighted the importance of working closely with neighbouring local authorities to make the most of this marketing route. Members also recognised that the Tall Ships Race and Saltholme Visitors Centre were substantial opportunities for the future marketing of Hartlepool and Seaton Carew and was encouraged to learn that discussions were ongoing in terms publicity, public relations and media support from One North East for the Tall Ships Race.

- 11.4 Considering local marketing activities, Members noted with interest that the strategic vision for the marketing of Hartlepool, and more specifically Seaton, was contained within the Hartlepool Tourism Strategy (2004) and Seaton Carew Tourism Strategy respectively. Members were pleased to see that within these documents Seaton Carew was clearly identified as having an important part to play in the overall tourism package for Hartlepool and in increasing the 'critical mass' of activities and attractions to help lengthen visits. They were encouraged to see that themes and objectives identified in the Seaton Carew Tourism Strategy, as outlined below, already illustrated an awareness of the concerns expressed during the course of this investigation and a willingness to find ways to address them:
- (i) **Beach and Sand Dunes** - Raising standards of beach and sea cleanliness and improve coastal management;
 - (ii) **Accessibility** - Improve accessibility within and into Seaton;
 - (iii) **Developments** - Maintain, develop and enhance the built environment and encourage diversity of attractions;
 - (iv) **Environment** - Sustain and enhance the natural environment and increase public awareness and understanding of its importance;
 - (v) **Marketing** - Raise the profile and improve the image of Seaton;
 - (vi) **Events and Activities** - Develop events and activities that compliment and utilise the existing infrastructure;
 - (vii) **Businesses** - Attract and encourage the development of a strong and diverse business network; and
 - (viii) **Accommodation** - Strengthen the accommodation network.
- 11.5 In addition to this, Members also noted that as part of a review of the Seaton Carew Tourism Strategy in June 2007 consultation results had shown that residents recognised the value of work already undertaken in Seaton, as outlined in Section 8 of the report. There were, however, key areas where people felt urgent attention was needed and Members noted with interest that these also reflected those expressed during the course of the investigation. These included the condition of the Bus Station and the future use and appearance of Longscar Hall.
- 11.6 Bearing in mind the recurring view expressed that 'priority needed to be placed upon making the best out of what Seaton Carew already has to offer' Members noted with interest that whilst all businesses in Seaton Carew were given the chance to feature in appropriate marketing materials not all chose to participate. In light of this, and concerns regarding the apparent absence of reference to the Seaton Carew Golf Club within marketing material, Members felt that links between the Council, local businesses, clubs and other organisations needed to be maximised and ways of encouraging involvement explored.

12. THE ROLE OF COASTAL PROTECTION IN THE REGENERATION OF SEATON CAREW

- 12.1 Evidence provided confirmed Hartlepool Borough Council's role as Coastal Protection Authority with responsibility for the prevention of coastal erosion in the borough, whilst the Environment Agency (EA) was responsible for sea defence (i.e. defence from coastal flooding of land).
- 12.2 The Forum welcomed the joint approach undertaken between the Council and EA in dealing with Hartlepool's high levels of land subject to erosion and, given climate change predictions, areas of low lying land with potential to flood. Members noted the hierarchical approach taken to the provision of sea defences and the Shoreline Management Study (1991), within which priority had been given for completion of a Strategy Study on Seaton Carew frontage. The remit of this Study being to examine the viability of coastal protection schemes along this stretch of coastline before suggesting a possible Project Appraisal Report for submission to the EA.
- 12.3 Evidence provided showed that the process for completion of the Strategy Study was just beginning, with the selection of a Consultant now underway. Members, however, noted that the results of the Study were not expected until spring 2010 and expressed concern regarding the implications of building in the meantime on areas in Seaton Carew where flooding could be a problem now, or in the future given environmental predictions. Members were strongly of the view that pending completion of the Strategy Study a halt should be placed upon the further marketing, or approval of planning permission for, development of land in and around Seaton Carew where there was a potential flood risk. This is discussed further in Section 13 of this report.
- 12.4 It was also brought to the Forum's attention that if sea levels rise in line with predictions significant lengths of sea wall fronting Seaton beaches would be affected. Members were disturbed by the suggestion that new sea walls would need to be much higher, and larger, to deal with predicted sea levels and tide patterns and were perplexed by indications that they might have to be constructed on the esplanade side of the existing wall, to meet environmental requirements by English Nature. Members and residents shared the view that construction of large sea walls on the promenade side of existing defences would be unrealistic and suggested that English Nature be advised of possible future objections to try and identify a possible way forward for later in the process.

13. SEATON CAREW'S FUTURE REGENERATION NEEDS AND OPPORTUNITIES

- 13.1 It was apparent to Members that there was a clear need for the delivery of a strategic approach to the regeneration of Seaton Carew in order to attract the private sector input necessary to make the provision of 'enhanced' facilities and regeneration opportunities outlined below possible.

- 13.2 Looking at regeneration for the future, the Forum recognised the key role the potential opportunities for the development, renewal and management of existing Seaton Carew community facilities would play, as discussed in Section 9 of the report. The Forum also acknowledged the importance of ongoing work to manage the Council's various assets in Seaton, with a view to implementing possible options for Seaton's broader land holdings and assets, as discussed in Section 10 of the report.
- 13.3 In addition to these opportunities, Members were pleased to discover that a number of other options were also available for the future regeneration of Seaton. These being:-
- (i) **The Seaton Sands Site** – Identified to address the lack of facilities to support activities on the main beach and promenade identified in the Hartlepool Tourism Strategy;
 - (ii) **Seaton Carew Bus Station** - £190,000 of HBC capital funding has already been identified to be spent from March 2008 onwards to deliver structural works to ensure the long term future of the building. These works included, painting and decoration needed to restore the grade II listed building and budgets have been identified for the refurbishment of the toilets in the clock tower;
 - (iii) **Public Conveniences in Seaton Carew** – Completion of the above works to the Bus Station would allow the demolition and landscaping of the Rocket House facilities and proposals were in place to develop public facilities adjacent to the Newburn Bridge Car Parking area; and
 - (iv) **Saltholme Nature Reserve** – Located within Stockton the development will provide benefits to Seaton Carew and the Council is exploring ways to enhance the physical links between the two through the expansion and development of the cycle and pathway network. National and European funding opportunities are being explored to implement any suggested links.
- 13.4 Discussing the various options available for the future, as outlined above, Members were encouraged to find that the Seaton Sands scheme, would address some of their, and residents, concerns regarding the provision of alternative indoor leisure / tourism facilities and the development of Seaton to complement the Maritime Experience and Tall Ships Race. The Forum was, however, disappointed that little interest had been shown in the site during informal market testing and as a result of these efforts was now being made to increase the size of the site, and improve its sea front area, to make it more attractive to developers. These efforts included negotiations for the inclusion of a piece of Seaton Carew Golf Club land and the extension of the site to include the Rocket House car park, former fairground site, land behind Seaton Bus Station and the area immediately north of Longscar Hall.
- 13.5 Whilst the Council owned the majority of land in this area, Members were aware that the Longscar Hall itself was privately owned and welcomed

indications that negotiations were ongoing with the Hall's owners to identify a way forward. The Forum, however, could not ignore the strength of feeling expressed regarding the condition of the hall and the detrimental effect this had on the living environment of residents and the resorts attractiveness to visitors and possible outside investors.

- 13.6 Whilst it had been suggested that the compulsory purchase of the hall by the local authority should be explored as a quick fix, Members found that this would be unlikely, given that the use of such an order would only be viable if there was the probability of redevelopment. Members were assured that the condition of the building was as frustrating for officers as residents and were reassured that the local authority was doing all it could, in terms of enforcement action through its Section 215 planning powers, to improve the immediate appearance of the property.
- 13.7 The Forum recognised the importance of actively involving all sections of the community in the regeneration process, whether through consultation or practical involvement in the provision of scheme or facilities. A expected this included the involvement of businesses and the areas clubs and other organisations, however, the Forum also identified a possible additional option in the form of community enterprise providers, a possibility which the Forum was keen to see pursued.
- 13.8 Members were keen to see future regeneration in Seaton provide facilities for residents and visitors alike and highlighted the importance of the utilisation of smaller initiatives / activities, in conjunction with the larger schemes, as part of an overall regeneration package. On this basis, the Forum identified the following range of suggestions which it felt should be explored further:-
- (i) The provision of additional cycle routes to extend the route from the Pow erstation (Tees Road) to Saltholme;
 - (ii) The provision of improved transport to Seaton from the tow n centre and the headland, i.e. buses or trams;
 - (iii) In the absence of evening entertainment for visitors to Seaton Carew ways of providing live music events should be explored, with the Mayfair (subject to the improvement of pathways and lighting to encourage pedestrian links);
 - (iv) The provision of camping facilities, including the possible use of the Mayfair Centre, as there are currently none from the Sunderland to Whitby coastline;
 - (v) The use of webcams to assist in raising Seaton's profile;
 - (vi) Explore the reintroduction of previously successful events such as the fishing competition, and radio road shows;
 - (vii) Explore the further development of events and activities, including the viability of providing facilities for skateboarding, ice-skating, roller skating, go carting, miniature golf and yacht racing, with the aim of making Seaton Carew an all year round attraction;
 - (viii) Refurbishment the clock tow er and bus shelter;
 - (ix) Publicise sporting strengths to attract visitors to the area; and

- (x) Explore the identification of additional funding from local businesses, i.e. the Power Station, and find ways of encouraging them to become involved in putting something back into the community.

13.9 It was also clear to the Forum that a very diverse range of views existed in terms of the resorts regeneration needs and opportunities and what should be a priority for the future. These views had been sought first hand by the Forum in a variety of ways and were outlined in Section 14 of this report. In addition to these views, the Forum was keen to hear from Ward Councillors, the Town's MP and representatives One North East. Details of which are outlined later in this Section of the report.

13.10 Members were also interested in talking to the Councils Executive. As responsibility for various aspects of provision in relation to the regeneration of Seaton Carew spanned the remit of a number of Cabinet portfolios, the presentation of evidence was spread over a number of meetings and Portfolio Holders.

Evidence from the Portfolio Holder for Culture Leisure and Tourism

13.11 Evidence provided by the Portfolio Holder for Culture Leisure and Tourism, on the 23 January 2008, reflected his admiration for Seaton Carew beach, as one of the safest beaches in the country, and support for the regeneration of the whole resort. The Portfolio Holder went on to put forward a number of suggestions for future activities / facilities, as outlined below, which Members noted and supported for further exploration following completion of the investigation:-

- (i) The utilisation of bunting and other forms of decoration i.e. lamp columns banners, hanging baskets, and improved planting in the Park;
- (ii) Increased traffic calming measures on the Front, i.e. 20mph zone, in accordance with community;
- (iii) Development of a multi – use games area;
- (iv) The use of the bus station for the provision of visitor information;
- (v) The provision of portable ice rink facilities around the paddling pool area; and
- (vi) The introduction of tourist buses at weekends from Seaton Bus Station to transport families between attractions within the town, including the Headland, Maritime Experience and Saltholme Nature Reserve (possibly including as extension of the route for the Badger Bus).

13.12 In considering the Portfolio Holder's suggestions, Members were very interested in the benefits of providing a tourist bus and suggested that it should be explored as part of the future regeneration of Seaton Carew.

Evidence from the Elected Mayor, as Portfolio Holder for Regeneration and Liveability

13.13 The Forum received evidence from the Elected Mayor, as Portfolio Holder for Regeneration and Liveability at its meeting on the 15 February 2008.

Information provided by the Elected Mayor reinforced the level of investment already put into Seaton Carew (£1.7m over the last four years), the benefits of achieving blue flag status for the beach and the provision of beach lifeguards in the summer months.

- 13.14 In view of continuing concerns regarding the condition of the clock tower and its importance to the regeneration of Seaton Carew, Members were delighted to learn from the Elected Mayor that arrangements had recently been put in place for improvements to the clock tower and its toilets. With funding of £190,000, work was to commence in March 2008 to replace the towers flaking paintwork with a special coating to protect from the sea air and the toilets revamped to bring them up to standard, including disabled facilities and baby changing. Whilst the Forum recognised this as a step forward, Members were still concerned regarding the long term future of the clock tower and bus station.
- 13.15 The Forum was also interested to hear from the Elected Mayor that the Council had been approached by developers with ideas for potential development in Seaton Carew, and whilst further information on this was not available at the time of the investigation Members were encouraged to see that there could be exciting times ahead for investment in Seaton. The Elected Mayor also agreed with concerns expressed throughout the investigation, by many Members and witnesses, that facilities in Seaton, such as the Youth Centre and the Library were well past their 'sell-by date' and needed to be replaced. The Forum welcomed confirmation of the Council's commitment to bring new and improved facilities to residents and noted the Elected Mayor's cautionary note that the only way this was likely to happen would be on the back of new developments.

Evidence from the Portfolio Holder for Neighbourhoods and Communities

- 13.16 Evidence was also provided, at the meeting on the 15 February 2008, by the Portfolio Holder for Neighbourhoods and Communities. The Portfolio Holder shared the views expressed by the Elected Mayor and reiterated that developers approaching the Authority to discuss potential plans, even before full marketing had started, was encouraging in terms of future investment in the area.
- 13.17 In relation to the plans for possible development sites around Seaton Carew, the Forum was assured that their selection would be dependent upon the wishes of Seaton residents. Also, that although there may be a need for an element of residential housing as part of any development, to create the funding for schemes such as a new community facility the provision of affordable housing was also a council priority. The use of land at Coronation Drive for development was also a possibility and would be subject to public consultation. Despite these assurances, the Forum was made fully aware by residents of the wish that no further development be undertaken on either side of the road, north of Seaton Lane. It was also apparent to Members from witness participation in the investigation that the retention of the green

belt to separate Seaton from Hartlepool and provide residents and visitors with open space for informal recreation was a high priority.

- 13.18 Regarding the effect of Seaton Carew not being able to qualify for the additional funds as a result of it not falling into the necessary 'deprivation categories', the Portfolio Holder recognised that this problem had been experienced in many areas of Hartlepool. He did, however, reiterate the view expressed earlier that Officers should be commended on their success in accessing a variety of other sources of funding over recent years, which in the case of Seaton Carew had resulted in the £1.7m investment previously mentioned by the Mayor.

Evidence from Seaton Carew Ward Councillors

- 13.19 Seaton Carew Ward Councillors played an active part throughout the investigation and expressed as a priority the need to preserve, improve and maintain the existing facility infrastructure. Emphasis was also placed upon the need through this investigation to focus on achievable actions and objectives in order to not raise expectation above what is deliverable.
- 13.20 Ward Councillors were encouraged to hear about the funding allocated for repairs to the bus station and clock tower. They were, however, clear in their view that additional funding continued to be needed and suggested that regeneration of Seaton Carew should focus on:-
- (i) Improvements and safety of the beach and promenade;
 - (ii) Coastal erosion problems;
 - (iii) Preserving current views with no major developments north of Station Lane;
 - (iv) Ensuring that the Longscar Hall building does not deteriorate any further;
 - (v) Retaining open space to encourage walking on either side of Coronation Drive;
 - (vi) Providing assistance to help towns other assets i.e. Golf Club, Cricket Club and Churches secure funding;
 - (vii) The effective management of Foreshore. The departure of the Foreshore Manager had been a great loss and it was felt that the co-ordinating of activities along the whole foreshore (from the Headland to Seaton Carew) was a priority;
 - (viii) Providing assistance to businesses in centre of Seaton Carew and encourage the development of a new Business Association;
 - (ix) More regular meetings of SCRAG (Seaton Carew Renewal and Advisory Group) to include businesses and Community leaders;
 - (x) Ensuring that existing community facilities are preserved and improved;
 - (xi) Exploring the possibility of enhancing facilities in the park;
 - (xii) Encouraging businesses and residents to work together; and
 - (xiii) The importance of the provision of basics in terms of toilets and transport as part of the regeneration of the resort.

Evidence from the Town's Member of Parliament

- 13.21 As part of the Forum's investigation the town's MP was invited to give evidence at the meeting on 22 February 2008. Members noted with interest the MP's view of Seaton Carew's as a good quality living environment and key provider of good quality high quality shops, restaurants and housing for the benefit of all residents and visitors. The MP also suggested that:-
- (i) Seaton couldn't, and wouldn't, want to compete with resorts such as Blackpool in terms of its family pull. As such regeneration of the resort needed to focus up offering first class amenities to visitors, preserving and enhancing the facilities (cultural and historical) that are already there. There was also a need to explore how visitors and residents could be encouraged to increase their spend per head to boost economic regeneration;
 - (ii) That discussion with Hartlepool Powerstation had shown a willingness to assist with funding for works on Seaton Bus Station. This was very much in its infancy and needed to be explored further;
 - (iii) In terms of funding, 'pump priming' could not be recovered for use in Seaton, as suggested by a resident. However, the MP continued to do all he could to raise the profile of the area, attract resources and ensure that they are effectively allocated; and
 - (iv) For a town of Hartlepool's size there are a remarkably diverse range of things to do and this needed to be played upon in the marketing of the area. There was also a need to be clear in what kind of destination Hartlepool is and emphasise the how Seaton fits into that as part of the town and not merely a destination in its own right.

Evidence from One North East

- 13.21 To inform its investigation, the Forum invited representatives from One North East (ONE) to submit evidence at its meeting on the 28 February 2008. Members were, however, disappointed to find that it had not been possible to secure their attendance at this meeting and as an alternative course of action requested that arrangements be made for the Chair of the Forum, accompanied by Seaton Wards Councillors, to meet with ONE to discuss the findings of the investigation's Final Report and recommendations.

14. GOOD PRACTICE IN OTHER LOCAL AUTHORITIES

- 14.1 The Forum sought examples of good practice by other local authorities in the regeneration of their coastal communities / towns, with a view to identifying possible areas for improvement in Seaton Carew.
- 14.2 In obtaining examples of good practice, Redcar and Cleveland was identified as a neighbouring Local Authority, along the Coastal Arch, with similar

coastal area / town issues in terms of regeneration. During a visit to Redcar on 28th January 2008, a small number of Forum members gained an understanding of the resort's problems and achievements and the activities being undertaken to progress regenerate the area. A summary of the issues discussed is provided outlined in **Appendix A**. Discussions with officers from Redcar and Cleveland Borough Council reinforced to Members the importance of developing a strategic approach towards regeneration of coastal areas and confirmed that the similar problems were experienced in obtaining funding. Other similar problems were the need to make the most out of what the areas has to offer and the impact of Sites of Scientific Interest on the construction of sea walls.

- 14.3 In considering the issue of regeneration and the provision of sea defences, it was clear to the Forum that the two issues are not mutually exclusive and must be viewed and delivered together. In exploring ways in which this could be done, examples of schemes in Thornton Cleveley were considered, as part of which coastal protection works had been incorporated within a wider regeneration scheme that delivers both the necessary level of protection from natural forces in an unobtrusive way through careful design and consultation.



Schemes in Thornton Cleveley

15. COMMUNITY ENGAGEMENT – THE VIEWS OF MEMBERS OF THE PUBLIC AND LOCAL BUSINESS REPRESENTATIVES

- 15.1 Members of the Forum were keen to engage with the community regarding Seaton Carew's regeneration needs and opportunities as part of this investigation. In addition to giving residents the opportunity to participate in discussions during the course of each of its meetings, the Forum also obtained views through Focus Group sessions and the South Neighbourhood Consultative Forum.

The Views of Seaton Carew Residents and Business Representatives

- 15.2 The Forum sought the views of a sample of Seaton Carew residents and businesses representatives, in a Focus Group event held on 6 February 2008 in Seaton Carew Golf Club (illustrated in the photograph over the page). The

event was publicised in the local press, on local radio / television, via the Council's website, in local Community Centres / libraries and through leaflets to all Seaton Carew businesses.



Focus Group with Seaton Carew residents and local business representatives

15.3 Members of the public and business representatives were given the opportunity to provide their views on the effectiveness of previous regeneration activities in Seaton Carew and the areas future regeneration needs and opportunities. The issues raised at the event were as outlined below :-

- (i) The failure of past regeneration activity to make Seaton Carew more attractive to visitors and the futility of raising expectations / hopes where there is no funding available to do anything about it;
- (ii) Action should have been taken before now and the area not allowed getting into its current condition;
- (iii) The lack of investment in the area and the need to have taken action before now to prevent the area from getting into its current condition, with run down shops, etc, and poor provision of facilities for residents of all ages, particularly young people;
- (iv) The need to prioritise maintenance of existing sites / facilities and the reliance on external funding to maintain facilities;
- (v) The need to address activities of dangerous behaviour at the Sandy car park in Seaton Carew (speeding cars still an issue at the car park on the Old Fairground Site);
- (vi) The poor physical condition of Seaton Carew's clock tower and bus station;



- (vi) The importance of cleanliness / maintenance and the need to improve the overall appearance of the area (i.e. chewing gum on paved areas which is impossible to remove, conditions around the tip area, overfilled litter bins);
- (vii) The need for shop owners to take responsibility for keeping their shop frontages and pavements clean and tidy;
- (ix) The poor condition of Longscar Hall and the negative effect its appearance has on the area;



- (x) That despite the areas growth (in terms of the number of dwellings) and the level of Council Tax paid by its residents, Seaton receives very little in terms of funding; and
- (xi) That Seaton Carew misses out on funding as a result of it not being, or containing, an area of deprivation.

15.4 In addition to the above issues, those present at the Focus Group were asked to suggest priorities and ideas for the future regeneration of Seaton Carew. The following suggestions were made:-

- (i) Ensure that in improving Seaton attention is paid to the provision of facilities for the community and not just the attraction of tourists. Although the need to attract tourism is acknowledged;
- (ii) Capitalise on the beach and promenade area, to encourage visitors to the area;
- (iii) Prioritise preserving, enhancing and maintaining existing facilities and activities in Seaton Carew, i.e. painting existing sites / buildings, provision of hanging baskets, flower beds and improvements to the landscape (including the Park);
- (iv) Spend resources to make the area more attractive, before anything else;
- (v) Make improvements to existing facilities well in advance of the Tall Ships Event, i.e. ensure that appropriate arrangements/improvements are in place to accommodate crew members and visitors and encourage visitors to return to the area;

- (vi) Undertake work with Seaton Carew B&B providers to help provide the accommodation needed, including possible incentives to encourage improvements;
 - (vii) Explore the introduction / reintroduction of facilities or organised activities, including:
 - (a) a skate board site;
 - (b) roller skating area;
 - (c) sports facilities for teenagers;
 - (d) band stand; and
 - (e) first aid point.
 - (viii) Develop land at the car park;
 - (ix) In encouraging businesses to the area, the Council needs to explore whether the current level of business rates discouraged investors;
 - (x) That when buildings are sold by the Council the inclusion of a requirement / covenant requiring their maintenance should be explored to help prevent similar problems as being experienced with the Longscar Building; and
 - (xi) Emphasis needs to be placed upon the advertising / promotion of activities.
- 15.5 There were also a number of questions raised by those present which could not be answered straight away. These included queries regarding the remove the third stage of water treatment at the plant on the sea front, the state of disrepair of the clock tower and support for the work being undertaken by Seaton Cricket Club in terms of the provision of activities.
- 15.6 Members noted with interest the suggestion that Northumbrian Water Limited (NWL) were considering the remove of the third stage of water treatment at Seaton and supported the view that this should be strongly resisted. This was especially relevant given the need to make the most of what Seaton has to offer, an important part of which is the 'blue flag' beach.
- 15.7 Further details of the questions raised during the course of the Focus Group session, and the responses circulate to all of those who had been present, were outlined in **Appendix B**.

The Views of Young People from Seaton Carew

- 15.8 Members were keen from the beginning of the investigation to listen to the views of Hartlepool young people. In order to facilitate this within the timescale for the investigation, the Chair of the Forum participated in a discussion session on 13 March 2008 with 12 young people, aged 11 to 16, from Dyke House School. Members were aware that this was a relatively

small sample size but were happy to accept the view expressed as a representative of the views of the wider youth population.

- 15.9 The young people, all of whom live in Seaton Carew, were asked for their views on how they feel the area should be regenerated in the future and full details of the opinions expressed are outlined in **Appendix C**. Members were pleased to see that many of the issues, and suggestions, raised during the investigation were supported by the group of young people. The Forum was also delighted to discover the level of enthusiasm the young people had for their town / community and were impressed by their readiness to be involved in activities for the regeneration of Seaton Carew, whether that is through practical means or assistance in attracting funding. The Forum was keen to see this willingness to be involved further explored.

Views Expressed at the South Neighbourhood Consultative Forum

- 15.10 In seeking the views of residents the Forum recognised the importance of the Neighbourhood Consultative Forums and extended invitations through the north and central consultative forums to attend the Focus Group, on 6 February 2008. In addition to this, views were sought directly from the South Neighbourhood Consultative Forum on the 1 February 2008.
- 15.11 Views expressed by the Neighbourhood Consultative Forum related to the importance of the provision of entertainment in Seaton and the need to utilise public art as part of any regeneration project. Members also received with appreciation Neighbourhood Consultative Forums congratulations on their consultation arrangements as part of the investigation, particularly in terms of the use of the Neighbourhood Consultative Forums, and arrangements for Focus Group sessions.

16. CONCLUSIONS

- 16.1 The Regeneration and Planning Services Scrutiny Forum was of the view that whilst there have been significant improvements in Seaton Carew over recent years it was apparent that this needed to continue to be built upon in the future to respond to the community's needs. Furthermore, the Forum concluded that-
- (a) In the past whilst long term planning for Seaton's regeneration needs had not always been apparent this had since been addressed with the inclusion of many of the issues raised during the course of the investigation within the Seaton Carew Tourism Strategy;
 - (b) That whilst the Forum had been disappointed that One North East (One) had not been able to participate within this investigation a copy of the Final Report would be forwarded to them with the opportunity to discuss further;

- (c) That it is evident that there is a need to continue to raise the profile of Seaton Carew through regional and sub regional strategies, in particular the Regional Spatial Strategy (RSS);

Funding

- (d) That given the restrictions in the allocation criteria for many funding sources, officers should be commended on their achievements in accessing regeneration funding from central government for Hartlepool, including Seaton Carew;
- (e) That the funding regime for capital, revenue and grant monies for regeneration activities was very complex and that there was a need for the development of a strategic, long term approach to ensure effective utilisation for future schemes;
- (f) That whilst the Council's process for reinvestment of capital receipts was recognised, Members questioned whether capital receipts gained from disposal of land in Seaton Carew could be ring fenced for reinvestment in the resort;

Future Regeneration Activity

- (g) That based upon the evidence received, whilst having been consulted, residents felt that their views and suggestions had not always been taken into consideration as part of past and future regeneration activities in Seaton Carew;
- (h) That the condition and appearance of the bus station, clock tower and Longscar Hall needed to be addressed as a priority for the regeneration process in Seaton Carew;
- (i) That regeneration in Seaton Carew should include the provision of a broader selection of organised activities / events, together with the provision of integrated community facilities, with the proviso that existing facilities should not be removed until new / replacement facilities are available;
- (j) That from the evidence provided it was apparent that the options / suggestions for the future regeneration of Seaton Carew were immense, ranging from small to large scale schemes, as outlined earlier in Sections 13.8, 13.11 and 15.2 of this report;
- (k) That in regenerating Seaton Carew, priority should be given to the preservation and enhancement of what the area already has to offer in terms of attractions, events and facilities for residents and visitors alike. This included the suggested that there should be no future development north of Seaton Lane, on either side of the road;

Local Businesses and Groups

- (l) That it was evident that local businesses and groups were very passionate about Seaton Carew and were keen to be involved in future regeneration schemes, this included Seaton Carew's young people;
- (m) That there were opportunities to encourage local businesses and community enterprise schemes to put something back into the community, either financially or practically, i.e. possible funding from Hartlepool Power station for maintenance of Seaton Bus station;

The Development of Land and Buildings

- (n) That there were clearly complex issues surrounding the provision of coastal defence works as part of future regeneration activities, subject to the outcome of the Council's Strategy Study. In light of which, a policy decision will be required regarding future marketing and planning activity for land susceptible to flooding in and around Seaton Carew; and
- (o) That in relation to the Coronation Drive site, it was evident to the Forum that residents felt strongly that the reduction of the green space separating Seaton from the rest of Hartlepool would damage its identity as a 'village' and detract from the overall appearance of the area.

17. RECOMMENDATIONS

- 17.1 The Regeneration and Planning Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are as outlined below :-
- (a) That further opportunities to continue to raise the profile of Seaton Carew on a region and sub regional basis be explored;
 - (b) That consideration be given to 'ring fencing' the reinvestment of any future capital receipts gained from disposal of land in Seaton Carew back into the resort;
 - (c) That the feasibility of the suggested regeneration opportunities, identified during the course of this investigation (Section 13.8, 13.11 and 15.2 of this report refer), be explored as part the development of future regeneration activities in Seaton Carew ;
 - (d) That a review of the current provision of organised activities and events be undertaken that identifies options to increase the variety and frequency of events to further attract visitors to the resort;
 - (e) That in recognition of the key role played by local businesses and groups, the benefits of re-establishing the former Seaton Carew Business

Association together with a mechanism to encourage and support the involvement of the wider community (to include Seaton Carew's young people) be explored;

- (f) That the provision of integrated community facilities in Seaton Carew be supported, with the proviso that existing community facilities should not be removed until agreements are in place to deliver new / replacement facilities;
- (g) That pending the outcome of Seaton Carew's Coastal Strategy Study, consideration be given to delaying the establishment of interim arrangements for the marketing and planning activity for land susceptible to flooding in and around Seaton Carew;
- (h) That opportunities to encourage community enterprise schemes in Seaton, be explored; and
- (i) That based on the strength of feeling expressed throughout the investigation, the Council should not dispose of land on either side of the road to the north of Seaton Carew (up to, and including, the Coronation Drive / Warrior Park site) for the purpose of further development.

ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

The Mayor, Stuart Drummond – Portfolio Holder for Regeneration and Liveability;
 Peter Jackson – Portfolio Holder for Neighbourhoods and Communities;
 Councillor Victor Tumilty – The Portfolio Holder for Culture, Leisure and Tourism;
 Andrew Golightly, Principal regeneration Officer;
 Derek Gouldbum, Urban Policy Manager;
 John Mennear, Asst Director (Community Services);
 Councillors Hill, Turner and Young (Seaton Carew Ward Councillors);
 Stuart Green, Assistant Director (Planning & Economic Development);
 Jo Cole, Principal Economic Development Officer (Tourism);
 Alan Coulson, Engineering Manager;
 Dave Frame, Neighbourhood Manager (South);
 Denise Ogden, Head of Neighbourhood Management;
 Anthony Steinberg, Economic Development Manager;

External Representatives:

Representatives from Redcar and Cleveland Borough Council;
 Rebecca Wise, West View Project;

Ian Doyle and pupils from Dyke House School; and
Representatives from Seaton Carew Renewal and Advisory Group (SCRAG).

COUNCILLOR S COOK
CHAIR OF THE REGENERATION AND PLANNING SERVICES SCRUTINY
FORUM

April 2008

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BACKGROUND PAPERS

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

- (j) Scoping Report – Seaton Carew - Regeneration Needs and Opportunities (Regeneration and Planning Services Scrutiny Forum – 6 December 2007);
- (ii) Setting the Scene Presentation – Director of Regeneration and Planning Services (Regeneration and Planning Services Scrutiny Forum – 23 January 2008);
- (iii) Current and Future Community Facility Provision in Seaton Carew and explore their role in the Regeneration of the Area – Assistant Director (Community Services) (Regeneration and Planning Services Scrutiny Forum – 15 February 2008);
- (iv) Seaton Carew Asset Management Issues – Assistant Director (Planning & Economic Development) (Regeneration and Planning Services Scrutiny Forum – 15 February 2008);
- (v) The Marketing of Seaton Carew – Report and Presentation by the Principal Economic Development Officer (Tourism) (Regeneration and Planning Services Scrutiny Forum – 22 February 2008);
- (vi) Seaton Carew - Future Regeneration Needs and Opportunities - Head of Regeneration (Report and Presentation) (Regeneration and Planning Services Scrutiny Forum – 28 February 2008);
- (vii) Presentation of Coast Defence Issues for Consideration in Relation to the Overall Regeneration of Seaton Carew – Director of Neighbourhood Services (Regeneration and Planning Services Scrutiny Forum – 28 February 2008);
- (viii) Hartlepool Tourism Strategy and Local Plan;
- (ix) Seaton Carew Tourism Strategy 2003-08;
- (x) Seaton Carew Tourism Strategy Consultation Update - Recent Survey and Consultation Results (April 2007);
- (xi) Visit Tees Valley Management Action Plan and Business Plan;
- (xii) North East Tourism Strategy;
- (xiii) One North East Coastal Framework;

- (xiv) Regional Economic Strategy;
- (xv) Regional Spatial Strategy;
- (xvi) Tees Valley Coastal Arc Strategy;
- (xvii) Communities and Local Government Select Committee Inquiry into Coastal Towns;
- (xviii) Foreshore Co-ordination Committee (agendas and reports);
- (xix) An Asset and a Challenge: Heritage and Regeneration (English Heritage);
- (xx) Tees Valley City Region Development Programme, Business Case and Investment Plan;
- (xxi) Visit Tees Valley Action Plan; and
- (xxii) Marketing documentation.

APPENDIX A

Redcar and Cleveland Site Visit

Issues discussed:-

- i) It was noted that Redcar received 1.2 million visitors a year and that the local authority is taking a long term view for the development of the town. Also, that the local authority recognises the need for significant investment with a clear view for the future, as it will take 10/15 years for any long term plan to realistically come to fruition.
- ii) Emphasis was placed upon the importance of the development of a 'holistic' approach to regeneration and the benefits this could have in terms of the attraction of funding.
- iii) Members learned that the major issues in relation to Redcar in many ways mirrored those in Seaton Carew, e.g.:-

The Sea Wall - £14/15 million is to be invested in the sea front area / sea wall, including improved coastal defences, the provision of access to the beach and other facilities. The local authority is working closely with the Environment Agency to put into place a design competition for the scheme, a process that has been used elsewhere to explore creativity within the design framework.

Emphasis is being placed on not just the improvement of the sea wall but also the importance of what residents want out of the space. Attention was also drawn to the benefits of the design competition in raising Redcar's profile which could be especially useful when seeking regeneration funding.

Changing Visitor Market - As elsewhere the visitor market in Redcar has changed over the years and whilst there continues to be a relatively high level of visitor to Redcar the 'spend per head' was now relatively low. By way of a means of trying to address this, it had been recognised that there is a gap between the local authority and local traders and an action plan for the next 10 - 20 years is being developed to explore ways of increasing visitor spend.

Reducing Regeneration Funding - Members learned that similar problems were being experienced in Redcar as in Hartlepool regarding the effect of reducing regeneration funding. It was noted that One North East funding is focused upon where the jobs are and in terms of tourism tend to focus on Saltburn as the major tourist town in Redcar and Cleveland.

Getting the Balance Between Local and Tourist Needs - Attention was drawn to the problem of getting the right balance between local and tourist needs and with the major sources of funding being from ONE indications have been in the past that without job creation and visitor revenue generation there will be no funding available for the public realm.

Sites of Special Scientific Interest (SSI) - Similar to Seaton Redcar had neighbouring SSI sites and assurances were given that the works to the sea wall would not affect them. Attention was also drawn to the need to recognise the importance for the role SSI sites could and should play in the attraction of visitors.

APPENDIX B

FURTHER CLARIFICATION ON ISSUES RAISED AT THE FOCUS GROUP SESSION ON THE 6 FEBRUARY 2008**(i) Are there any proposals to improve Seaton Park?**

Response – Residents were assured that the Park is being considered as part of an overall approach for Seaton Carew but that at this time there were no specific proposals in place.

(ii) Concerns were expressed regarding the deterioration of the youth club and gym. A resident queried the current proposals for the youth club and gym as it was understood this land had been sold.

Response - The Focus Group were advised that the Council were aware of the poor condition of this facility and various options were currently being considered. A more detailed explanation of the plans for this facility was requested. Regarding Community centre land, there were no proposals for its sale, however, the issue was being considered as part of a wider regeneration leading to a provision of new service facilities fit for the 21st Century. Any change would include space / access and full consultation with the Youth Service.

(iii) What were the future plans for future youth provision and to address anti-social behaviour and drinking in Seaton Carew's streets?

Response – Further to the response to question (ii), which was to include youth provision, there are currently 2 evening sessions provided at Seaton Centre on a Mon/Wed, with a further evening of detached/mobile work on a Friday. Alcohol is a common issue addressed in all situations. A view that if alternatives were provided to drinking, then young people would not drink is not backed up by the evidence. Young people clearly state they are making a conscious decision to drink, whatever other things are on offer. The issue therefore is complex and is not just a young people's issue, but more of a one for Hartlepool generally. Work with young people under the influence of drink cannot be described as youth work. Often it results in risk minimisation and health and safety issues for both young people and staff. Often behaviours are such that a police response is the most appropriate, with youth workers challenging behaviours at other times, when young people are more receptive.

(iv) A query was raised in relation to funding that was originally allocated to regenerate the shops at Seaton Carew and for the provision of plants in the park.

Response – During the period 2002 to 2006, funding was provided to local businesses in Seaton Carew under the Heritage Economic Regeneration Scheme (HERS) using Heritage Lottery and Single Programme funds. The aim of the scheme was to seek to restore commercial and retail properties within

Seaton Carew in ways which were sympathetic to their architectural and historic value. Eligible works included structural repairs including roof and timber repairs, stonework repairs and re-pointing, and replacement of windows, doors and shop fronts using to original/traditional designs. Various elements of work initially attracted grants of between 50% and 60% however in response to low take-up at first; the grant level for shop fronts (the most expensive element) was subsequently increased to 75%. The amount of grant available amounted to approximately £370,000 of which around £250,000 was actually spent on 14 properties. The under spend was largely the result of economic conditions at the time (private owners having to find the remaining funds to invest in their property), the relatively small number of retail and commercial properties available and to some extent difficulties in obtaining approvals. This specific fund was strictly limited in terms of timescale and could not be extended over a longer period nor could it be spent on any other form of regeneration. Alongside the business grant programme, the HERS scheme also funded £180,000 worth of public realm improvements in the area between Seaton Lane and Church Street.

(v) Residents queried how much funding was going to be allocated towards the regenerating Seaton Carew ?

Response – Residents were advised that there is no specific figure. Funding was being pulled from a variety of different sources and residents were right in that Seaton Carew did miss out on resources as it was not an area of deprivation.

(vi) Where is funding for the Tall Ships going to be allocated and how much, if any, is Seaton Carew going to receive?

Response – There is currently nothing in the budget estimates designated for Seaton Carew in respect of tall Ships. Where Seaton will impact, is on its ability to divert and entertain some of the expected visitor numbers as they park and walk into the marina – an opportunity will exist for Seaton businesses to maximise their trade as we expect that it will be a popular base point for those who then seek to park/ walk / cycle / run into the tall ships event. It is possible that somewhere in Seaton will also be appropriate for a temporary campsite/motor home park etc; however, this will be targeted at encouraging private investment and management.

(vii) What regeneration activities were currently planned for Seaton Carew?

Response – The Group was advised that the purpose of this meeting was to obtain views from as many people as possible to include within the Scrutiny Forum's recommendations. Whilst details of planned regeneration activities will be the subject of separate meetings within the Scrutiny process and will be dependent upon other factors such as securing regeneration funds, investment by the private sector and approval by Cabinet of Portfolio Holders, the following have been identified as potential activities through the Hartlepool Tourism Strategy, the Seaton Carew Tourism Strategy, the Coastal Arc programme and local consultation:-

- a) **Seaton Carew Bus Station** – the Council has approved funding of £190,000 to carry out concrete repairs and external redecoration to the bus station and clock tower together with refurbishment of seating and repairs to steps and refurbishment of the clock tower toilets. Further works could be considered in the future as part of a broader upgrade scheme, subject to securing of Heritage Lottery funding.
- b) **Seaton Sands** – Consideration has previously been given to marketing the site of the former fairground and car park for mixed- use development, the main objective of which is to attract facilities which will enhance the visitor facilities of Seaton Carew. . A planning brief has previously been prepared which also included the land to the rear (seaward side) of the bus station and a small area of the golf club (which could help facilitate improvements to the golf club facilities). As part of this scheme a study identified a possible commercial opportunity for the development of a gelateria (high quality ice-cream parlour). Although the site was not formally marketed, initial soundings of marketing agents have revealed limited commercial interest to date. The Council has recently agreed to looking at a broader site which may be more 'attractive' to a private sector visitor development and which may help attract government regeneration funding from the Single Programme towards public realm improvements, which is geared up to more 'strategic projects'. This site could include the area between the Longscar Centre and the beach access to the north, which is allocated in the Local Plan for commercial and recreational use and the Rocket House car park which could involve some rationalisation as part of a wider scheme. A revised planning brief will be prepared in due course which would be subject to public consultation. Any marketing of this land would be subject to investigations which are due to be initiated in relation to sea defences at Seaton Carew.
- c) **Community Facilities** – See question (ii)
- d) **Other Regeneration Activities** – would be subject to identification of resources but would be guided by priorities identified in the Seaton Carew Tourism Strategy which was reviewed last year and from this Scrutiny process.
- (viii) **Reference was made to the blue flag status recently awarded for Seaton beach and the importance of retaining this status was highlighted. It was suggested that the application of Northumbrian Water to cease the ultraviolet treatment of waste being discharged into the sea should be strongly opposed.**

Response – With regard to the Blue Flag query, the local authority has applied for Blue Flag status for 2008 and the results are expected to be announced shortly. This has been undertaken by the Adult and Community Services Department. A letter opposing the suggested winter seasonal termination of ultra violet (tertiary) treatment at the sewerage works was forwarded to the Environment Agency last year. Whilst we have not received any further information, initial indications were that this proposal by Northumbrian Water was unlikely to be agreed.

The application to for variation of the discharge consent to remove the UV treatment outside of the bathing water season is with senior officials at DEFRA for consideration by the Secretary of State on whether to call in the application for determination at a public enquiry.

- (ix) Residents queried how much on the Council's overall Council Tax were generated from Seaton Carew and what percentage of that did the area receive back?**

Response – The Council's budget is not managed on a geographic basis but on a service basis. This means the Council has budgets for different services, such as Libraries, Mill House Leisure Centre, Beach lifeguards, Older People Care, Children's Fostering services, highways maintenance, refuse collection etc. This is the most effective way of managing and delivering services as many services are provided for all Hartlepool residents, irrespective of where they live. This means that we don't record how much Council Tax is spent by area. This is because your Council Tax helps pay for the full range of services provided by the Council. For example, all Council Tax payers help pay for the cost of providing beach lifeguards, not just the residents of wards with a beach. Similarly, all Council Tax payers help pay for the costs of the central library and the Mill House Leisure Centre which are both in the Stranton Jackson ward and are facilities which all residents can use.

- (x) What are the proposals for the library in Seaton Carew?**

Response – No change to the current Library situation is imminent, but again, this will lend itself to renewal and incorporation into a single 'new neighbourhood facility' if this could be achieved. The aim will be to provide improved facilities without losing current facility provision, i.e. a phased approach, although there is a long way to go.

APPENDIX C

ISSUES RAISED BY YOUNG PEOPLE AT THE SESSION ON THE 13 MARCH 2008

What the young people like about living in Seaton Carew

- (i) The town is very scenic and a good place to live, although at the present there are more negatives than positives for young people living in the area in terms of the limited amount of activities available specifically for them (sports and otherwise);
- (ii) The local authority is doing well with the regeneration work it has done already, although there is still work to be done;
- (iii) The clock tower is beautiful in its own 'scruffy' way and the sea front promenade looks fantastic;
- (iv) The activities put on at the Rugby Club are great and the work put in by the coaches in terms of time and money should be recognised;
- (v) The junior school in Seaton is great and it would be fantastic if there could also be a senior school;

What the young people would like to see done in Seaton Carew

- (vi) The whole of the town needs some 'tender loving care' and the sea front needs to be made more presentable (i.e. paint, flowers, bunting, fronts of buildings etc.);
- (vi) Seaton Library is too small and tends to be used by children rather than young people. The provision of a facility combining a library, junior school and community centre would be a good idea;
- (vii) Seaton Junior School should be kept open. The closure of the junior school would be a bad idea as it will make people travel further and damage the environment;
- (ix) The bus station / clock tower needs to be repaired and should not be knocked down;
- (x) The provision of a bus between the Headland, Marina, Seaton and Saltholme would be a good idea in the summer and young people would use it. It would be great as part of the Tall Ships event and good for the environment if it meant that people use their cars less;
- (xi) The green space between Seaton and the rest of Hartlepool needs to be left alone and no houses built upon it (i.e. Coronation Drive);
- (xi) What's on needs to be publicised better (i.e. public notice boards, etc);

- (xii) Sea defences need to be maintained and improved. If there is not sea wall then there is no Seaton Carew;
- (xiv) More events need to be organised (i.e. a town talent competition, something similar to the Headland Carnival, surfing and extra fun days);
- (xv) In terms of waste disposal sites:
 - The smell and look of the sites damages the image of Seaton Carew and ways of screening them from homes and main roads, including the planting of trees and shrubs should be looked at. This would also be good for the environment; and
 - A way needs to be found to stop rubbish (mainly plastic bags) from the waste disposal sites blowing into Seaton or it needs to be removed as soon as possible to stop the place looking untidy.
- (xvi) In terms of the Longscar Hall:
 - The building needs to be looked at in terms of either knocking it down, finding an alternative use for it or making its current owners look after it; and
 - The dual use of the site as possibly a youth centre / facility should be looked at.
- (xvii) The provision of a music venue in Seaton (i.e. possibly Longscar, Coasters);
- (xviii) The new restaurant unit(s) built on the sea front (which are now empty) should not have been built and have spoilt the view;
- (xix) In terms of the 'Sandy' Car Park:
 - As young people like to get together in the 'sandy' car park, something needs to be done about its condition and that of the surrounding area (i.e. filling of pot holes, cut back overgrowth and removal of rubbish); and
 - It was recognised that there is an issue with the use of the 'sandy' car park by young people in cars and the associated noise; however, it was felt that it removed such problems from the main road.
- (xx) In terms of the Youth Centre and Sports Hall:
 - Young people don't use the Youth Centre very much as it was often closed and there is not a lot on for them when it is open;
 - Young people would like to be able to use the Sports Hall more and take part in activities such as badminton;

- There isn't enough space to play football outside the Sports Hall and what is available is too wet; and
- Are not aware of what's on in either of the facilities and feel there a need to be better publicity.

(xxi) In terms of Seaton Park and Dodds Field:

- Young people sit in Dodds Field in the summer but don't have anywhere to go in the winter / bad weather, aside for sitting in the bus shelter (which smells) and arcades (where owners and parents don't want them to be);
- It was suggested that Dodds Field or Seaton Park might be a good area for the provision of an all weather pitch / flood lights or a youth shelter, although young people were aware of the issues this might raise for residents living close to the site; and
- The provision of a Youth Shelter could take a lot of young people off the sea front and provide them with somewhere to go.

SCRUTINY CO-ORDINATING COMMITTEE

18 April 2008



Report of: Neighbourhood Services Scrutiny Forum

Subject: TRANSPORTATION LINKS TO HOSPITAL
SERVICES AND NEIGHBOURHOOD SERVICES
TRANSPORT PROVISION – FINAL REPORT

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into Transportation Links to Hospital Services and Neighbourhood Services Transport Provision.

2. SETTING THE SCENE

- 2.1 The issue of 'Transportation Links to a New Hospital Site' is a mandatory referral from Full Council. On 13 March 2007 Scrutiny Co-ordinating Committee considered this issue and referred it to the Neighbourhood Services Scrutiny Forum for consideration during the 2007/08 Municipal Year.
- 2.2 In addition, during a meeting between the Chair of this Forum, the Mayor (as Portfolio Holder for Regeneration and Liveability), the Portfolio Holder for Neighbourhoods and Communities, and the Director of Neighbourhood Services, the issue of 'Neighbourhood Services Department Transport Provision' was suggested as a topic for this Forum's work programme. In addition, it was suggested that this topic could complement the Transportation Links to a New Hospital Site Scrutiny referral if these investigations were conducted together.
- 2.3 Subsequently, at the meeting of this Forum on 13 June 2007 Members determined their Work Programme for the 2007/08 Municipal Year. The topic of 'Transportation Links to a New Hospital Site and Neighbourhood Services Transport Provision' was selected as the second Scrutiny topic for consideration during the current Municipal Year. Furthermore, Members suggested that this investigation should form the major in-depth Scrutiny Inquiry for the Forum's 2007/08 work programme. Members also suggested that the Scrutiny topic should consider issues around transportation links to

existing hospital sites outside of the town. Consequently, the title for the investigation reflects the broader issue of transportation to hospital services.

- 2.4 The motion agreed at the Extraordinary meeting of Full Council on 8 February 2007, which includes the basis of the referral to Scrutiny, is included below as a background to this issue:-

"That the Council joins the Labour Group in deploring the decision of the Independent Reconfiguration Panel in respect of University Hospital Hartlepool and to totally condemn the broken promises of the Blair Government. We demand that this decision be urgently reconsidered so that those promises, made by both the Prime Minister and the former Health Secretary John Reid, can be delivered in full.

Furthermore the Council reaffirm its commitment to health services that are accessible, accountable and of the highest quality in Hartlepool, for Hartlepool. It is vital that we resist any further migration of both jobs and services out of the town to Stockton and fight any downgrading of services at University Hospital Hartlepool.

Health services in Hartlepool must be both maintained and indeed improved. We need increased funding, better transport links, improved primary care in our communities, an immediate development of new and equipped health centres and improved terms and conditions for all health sector workers in the town. We must seek a full and comprehensive understanding of the NHS proposals for Hartlepool and a timetable for its investment programs.

The Council therefore resolve that the full powers of this Council's scrutiny process be employed to deal with these issues and that the Scrutiny Coordinating Committee urgently set out a timetable for investigation, reporting back to Council at the earliest opportunity."

- 2.5 Members of the Neighbourhood Services Scrutiny Forum may wish to be mindful that in light of a presentation on the 30 August 2007 from the North Tees and Hartlepool NHS Foundation Trust's Director of Strategic Service Development on *Momentum: Pathways to Healthcare*, Members of the Adult and Community Services Scrutiny Forum agreed to defer their investigation into Acute Primary and Community Health Services in Hartlepool. The Adult and Community Services and Health Scrutiny Forum made this decision on the basis that work being carried out in relation to this issue was in its early formation and agreed on 23 October 2007 to be provided with updates on key milestones/projects in relation to the developments with *Momentum: Pathways to Healthcare*.
- 2.6 The issue of Transportation Links to a New Hospital Site has arisen largely from the Secretary of State for Health's decision to support the findings of the Independent Reconfiguration Panel (IRP) in its report on 'Advice on Proposals for Changes to Maternity and Paediatric Services in North Tees and Hartlepool'. The IRP report was submitted to the Secretary of State for Health

on 18 December 2006 and Recommendation Three, in particular, has relevance to this investigation:-

“A modern hospital to replace the existing out of date hospital buildings should be provided on a new site in a well-situated location accessible to the people of Hartlepool, Stockton-on-Tees, Easington and Sedgefield.”

- 2.7 The IRP report moves on to give direct consideration to the issue of ‘transport’ specifically and the paragraphs below are a complete extract from the transport section of the IRP’s report:-

“Widespread concern was expressed to us about transport difficulties between hospital sites - for patients, carers, families and friends. With the changes due to take place in December 2006, concerning emergency surgery and critical care, it is clear that good transport links between the two hospital sites are about to become even more important. The road network throughout the area is generally good but, as has been stated previously, there is a high dependency on public transport.

A large amount of work on developing public transport links has already been undertaken by the combined Trust and local authority transport group and two initiatives to provide additional bus services are in place. However, if consultant led maternity and paediatric services are to be centralised at University Hospital of North Tees (UHNT), it is vital that all communities are able to access them. Initiatives to improve access to UHNT from Hartlepool, Easington and Sedgefield are urgent and essential. This requirement will, in due course, also apply for gaining access to the new hospital.

The co-operation of the local ambulance service will be equally essential. The Panel was reassured to hear in discussions with representatives of the North East Ambulance Service that, with their early involvement in planning discussions, all reasonable requirements could be met.

IRP Recommendation Seven

New initiatives supported by the NHS and local authorities are required to meet the transport needs of patients, carers and staff between University Hospital of Hartlepool (UHH) and UHNT and the communities they serve. The North East Ambulance Service should be involved at an early stage in discussions about all changes to patient services.”

- 2.8 According to information received from the Department of Health a programme team from the North Tees & Hartlepool NHS Trust, under the title of *Momentum: Pathways to Healthcare*, is working closely with local Primary Care Trusts to move work forward on the new hospital. This work aims to engage with a range of local stakeholders to agree on a shared vision of how services will be and to begin the process of service development and design. It is recognised that good transport links are vital, and the team will be working with the lead agency for transport planning to ensure that services are in place when the new hospital is built. It is expected that the new hospital could be

complete by 2014. Initial meetings to begin the development and design phase of the programme are planned for early September 2007. It is worth noting that transport links to any new hospital site cannot be put in place until formal public consultation has taken place.

- 2.9 In addition, the Tees Valley Joint Strategy Unit (TVJSU) has been developing long-term proposals for our sub-regional transport network. These mainly focus on the economic and regenerative case for improving the sub-regional bus network. However, this could have benefits for access to hospital sites across the sub-region.
- 2.10 With anticipated future changes to the provision of health services in the region and increasing demands for travel between health care sites, the Strategic Health Authority, NHS Trusts, Primary Care Trusts and local authorities recognised the need to work together to develop a strategy to improve access to health care and develop sustainable transport services. This resulted in the formation of the Tees Health and Transport Partnership in 2003 that brings together all organisations interested, and having a role in, improving access to health care. The partnership is chaired by the Chief Engineer of Middlesbrough Borough Council and meets on a quarterly basis with annual workshops to identify problems, prioritise and deliver improvements and discuss progress. It includes representatives from the Strategic Health Authority, NHS Trusts, Primary Care Trusts, ambulance service, bus operators, Patient & Public Involvement (PPI) Forums, Sustrans, community transport providers, Tees Valley Rural Community Council and local authorities.
- 2.11 The partnership contributed to the 'Review of Acute Health on Teesside and Hartlepool' undertaken in 2005. This review identified access to health care facilities as one of the main concerns amongst patients and the wider public. Surveys indicated that people find it difficult to travel to hospital or their local clinic, miss appointments or do not seek medical care because of transport difficulties. The review recommended that the provision of services between the two hospitals at Hartlepool and North Tees should be reconfigured. The Partnership has assessed the transport implications of the proposed changes and fed these back into the review. The partnership has developed an action plan to deliver health improvements for the following themes:
- (a) Improving accessibility to health care facilities; and
 - (b) Encouraging more healthy and active lifestyles.
- 2.12 Alongside the referral of transportation links to a new hospital site Members of this Forum decided to take the issue of Neighbourhood Services transport provision as a complementary strand to the investigation. Currently the Neighbourhood Services Department exercises its responsibility across two strands of its work. These are:-

- (a) **Transportation and Traffic Section** – this is responsible for the management of the highway network and the co-ordination of all activities that take place on it. This includes delivery of the local transport plan, public transport, travel planning as well as highway maintenance, co-ordination of works on the highway, traffic management and parking.
- (b) **Transport Services** – this is made up of three elements: Community Transport, Vehicle Workshop and Vehicle Procurement. The main responsibilities of the section are for the maintenance and procurement of the Council vehicle fleet and the provision of special needs passenger transport. The main aims of the section are to ensure the Council's operational transport is appropriately managed and maintained, is operated safely in accordance with all legal obligations and that road risk is proactively managed.

2.13 Wherever possible, the section aims to create an integrated approach to vehicle usage, encompassing all departmental needs and trends, maximising resources and ensuring procurement efficiencies. In addition, the Authority has recently started the development of an Integrated Transport Unit (ITU). The purpose of the ITU is to integrate the three main areas of transport provision on an authority wide basis:

- (a) Vehicle Workshop – maintenance;
- (b) Procurement Unit; and
- (c) Community Transport.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

3.1 To gain an understanding of the issues around transportation links to hospital services and Neighbourhood Services Department transport provision and to seek to make recommendations for improvement in relation to this issue.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

4.1 The following Terms of Reference for the investigation were agreed by the Neighbourhood Services Scrutiny Forum on 19 September 2007:-

- (a) To identify who are the key stakeholders / service providers of transport links to hospital sites;
- (b) To gain an understanding of the statutory and regulatory framework for transport links to hospital sites;

- (c) To identify provision in local strategies / planning documents of relevance to transportation links to hospital sites and Neighbourhood Services transport provision;
- (d) To explore the various planning exercises and work streams conducted under recent reviews of hospital services in the Tees Valley in relation to transportation links to hospital sites, in particular, the role and successes of the Tees Valley Health and Transport Partnership;
- (e) To seek the views of local bus operators, NHS organisations and neighbouring local authorities in relation to transportation links to current and future hospital sites;
- (f) To explore the issue of access to existing hospital sites outside of the town;
- (g) To establish what work, if any at this stage, has been undertaken to identify potential locations of the proposed new hospital site accessible to the people of Hartlepool, Stockton, Easington and Sedgefield;
- (h) To investigate what accessibility planning will be carried out in relation to potential hospital sites;
- (i) To explore what information is available to patients and relatives seeking to access hospital services;
- (j) To examine the Neighbourhood Service Department's current, and future plans in relation to, transportation provision;
- (k) To consider how the Authority and partner organisations can maximise the effectiveness of transportation links to existing, and new, hospital sites; and
- (l) To explore how the Forum can help and assist in the planning for the new hospital by identifying the transport issues that the future planning for the new hospital could, and should, consider.

5. MEMBERSHIP OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM

5.1 Membership of the Neighbourhood Services Scrutiny Forum for the 2007/8 Municipal Year was as outlined below :-

Councillors Akers-Belcher (Chair), R W Cook, Coward, Cranney, Flintoff (Vice Chair), Gibbon, Griffin, Henery, Richardson, Simmons, and Turner

Resident Representatives:

Ann Butterfield, Alan Lloyd and Linda Shields

6. METHODS OF INVESTIGATION

- 6.1 The Members of the Neighbourhood Services Scrutiny Forum met formally from the 24 October 2007 to 27 March 2008 to discuss and receive evidence directly relating to their investigation into Transportation Links to Hospital Services and Neighbourhood Services Transport Provision. A detailed record of these meetings is available from the Council's Democratic Services or via the Hartlepool Borough Council website.
- 6.2 A brief summary of the methods of investigation are outlined below :-
- (a) Detailed reports from Hartlepool Borough Council Officers which was enhanced with verbal evidence;
 - (b) Evidence provided by the Portfolio Holder for Neighbourhoods and Communities;
 - (c) Presentations and verbal evidence from representatives from North Tees and Hartlepool NHS Foundation Trust;
 - (d) Verbal evidence from North Tees and Hartlepool NHS Foundation Trust Patient and Public Involvement (PPI) Forum and Hartlepool Primary Care PPI Forum;
 - (e) Site visits by Members to experience transport issues that Hartlepool users may have trying to access hospital services at University Hospital of North Tees, University of Hospital of Hartlepool and/or James Cook University Hospital;
 - (f) Written and verbal evidence from the Tees Valley Health and Transport Partnership;
 - (g) Detailed presentation and verbal response from the Tees Valley Joint Strategy Unit;
 - (h) Written and verbal evidence from the North East Ambulance Service NHS Trust (NEAS);
 - (i) Verbal Evidence from the Town's Member of Parliament; and
 - (j) Focus Group held with the members of the public at the University Hospital of Hartlepool on 11 February 2008.

FINDINGS

7. CURRENT TRANSPORTATION ISSUES IN HARTLEPOOL

- 7.1 In relation to the issues associated with the current transportation issues, Members received evidence from a variety of witnesses as outlined overleaf:

Evidence from the Town's Member of Parliament (MP)

- 7.2 The attendance and contribution of the Town's MP at the meeting of the Neighbourhood Services Scrutiny Forum held on 15 February 2008 was welcomed.
- 7.3 The Forum was informed by the MP that he felt very strongly that access to health services was one of the most important things for society. Whilst there was clearly a balance to be struck between regional and town-wide public transport provisions in meeting the needs of Hartlepool residents including visiting relatives and staff to and from the hospitals. His impression that people were dissatisfied with links, particularly bus links, between Hartlepool and other hospitals at North Tees and James Cook was that the scale of the problem was understated.
- 7.4 Whilst he had already had meetings with health chiefs together with raising the issue several times in Parliament, he stated that it was totally unacceptable that people made do and got lifts from family and friends to hospital if they didn't have access to a car and that it was inexcusable that people also in Hartlepool who used buses, had to change buses several times resulting in a couple of hours to get to hospital in a nearby town. Concerns were also expressed about how people visited patients in hospital, especially if they hadn't got a car and if they had several children accompanying them.
- 7.5 The MP was very keen to see services shaped around people's needs and encouraged the Council and NHS bodies to explore the idea about a more personalised service for example the use of environmentally friendly 'little green taxis' organised possibly by the Ambulance Service. Areas of good practice were suggested, those being Reading and Nottingham Councils.
- 7.6 In addition to the above, the MP felt strongly that there was a social element to public transport provision in the town and whilst the Government provided grants for the provision of non-profitable routes, thought should be given by the Council to using such funding to provide public transport through community transport schemes.
- 7.7 The issue of licenses to bus operators could also be provided on the proviso that a number of non-profitable routes were also serviced, together with incentives for bus operators such as bus sensitive traffic lights and real time information provided at bus stops.

Evidence from the Authority's Cabinet Member Portfolio Holder for Neighbourhoods and Communities.

- 7.6 The Forum were pleased to receive information from the Authority's Cabinet Member Portfolio Holder for Neighbourhoods and Communities their evidence relating to key transportation issues affecting residents of

Hartlepool accessing Hospital Services outside of the Town. These issues were detailed below :

- (a) Health Services in Inaccessible Locations – The creation of specialised units for secondary health care at North Tees and James Cook has resulted in the relocation of services and difficult access for patients and visitors who do not have access to a car.
- (b) Availability and Cost of Transport – Decline in the use of local bus services results in commercial services becoming unsustainable. Reduction in services reduces accessibility for people without access to a car, particularly those most at risk in disadvantaged areas. The cost of bus travel has continued to increase.
- (c) Personal Safety and Security – Perceived threats to personal safety and security can have a significant impact on accessibility by reducing the travel options available. This is a particular concern for young people, women, the elderly and the mobility impaired that were more likely to be without a car and rely on other modes of transport to access health care. People do not feel safe waiting at bus stops and travelling on buses, particularly at in the dark evenings.
- (d) Physical Accessibility for the Mobility Impaired – Frail and elderly people and people with disabilities experience problems in accessing healthcare facilities when travelling from areas with no direct services serving the destination. Difficulties at any one stage of the journey can make it difficult, if not impossible, to undertake.
- (e) Quality of Travel Information – Although information is published for all bus services in the borough, there are problems with its accessibility. People are unaware of what travel information exists and of where to access it. The lack of direct bus services results in an increased need for high quality information.
- (f) Changes to Hospital Services / Provision of Health Bus – In light of the recent changes proposed to Hospital Services by North Tees and Hartlepool NHS Foundation Trust, the PCT, Foundation Trust and Council had agreed to fund the provision of a temporary bus service (Service No. H1). Commencing at the University Hospital of Hartlepool, stopping at two other pick up points in the town (York Road Central Library and Queens Meadow Business Park) providing direct access to the University Hospital of North Tees.

From 17 December 2007 to 1 January 2008, the service operated between the hours of 14:00 to 21:00 and from 2 January 2008 the service's operational times were increased to 9:00 to 21:00.

As a result of delays to the proposed changes to hospital services, the Portfolio Holder informed Members that Foundation Trust were to solely fund the service from April 2008 until the end of June 2008. Whilst user

patronage averaged near to 30 people a day, it was acknowledged that further publicity of the service was required to enable it to be fully utilised.

Evidence from Elected Members of the Scrutiny Forum – Public Transport to Hospital Sites

7.7 Members of the Forum chose suitable public transport to travel from Hartlepool to either University of North Tees Hospital or James Cook University Hospital during 3 to 16 December 2007.

7.8 Feedback from Members can be summarised as follows:-

- (a) Bus shelters were uncovered and poorly lit;
- (b) Journeys were uncomfortable;
- (c) Timings of buses were not always convenient;
- (d) Lack of timetable information available;
- (e) Overall costs of journeys were felt to be quite expensive;
- (f) No buses ran direct to the hospital sites with too many connecting services;
- (g) Low-loader bus times were not always available for users who required such facility/service; and
- (h) All journeys whether by train or bus or a mixture of both were felt to be quite lengthy.

Evidence from Hartlepool Primary Care and North Tees and Hartlepool NHS Foundation Trust's Public and Patient Involvement (PPI) Forums

7.9 Evidence was provided by members of the two PPI Forums to the Members relating to PPI members' experiences of transportation links. This evidence highlighted the need for any solutions or plans to be workable not only to Tees Valley residents, but also those currently accessing hospital services in Hartlepool from County Durham.

7.10 The local PPI Forums reported during this investigation that there was a lack of information not only available directly to patients, but reception staff in doctors' surgeries and hospitals were not able to provide any guidance or advice. Although it was acknowledged that Traveline the transport 'help-line' was available it proved to be expensive to use.

Evidence from Members of the Public – Focus Group Event

7.11 The Forum was very keen to engage with members of the public to hear their views in relation to the current transportation links to hospital services as part of this investigation.

7.12 As such, a Focus Group Event was held on 11 February 2008 at the University Hospital of Hartlepool. Whilst turnout was low, the event was well publicised in the local press, the Council's website together with the distribution of leaflets/posters to community groups and venues.

7.13 Members of the public were given the opportunity to provide their views on their experiences of current and future transportation links to hospital services. The issues raised at the event were as summarised below:-

(c) Experiences of transportation links to Hospital Services:-

- (i) Transport links to University Hospital of Hartlepool were good but very poor to the University Hospital of North Tees and James Cook University Hospital;
- (ii) Traffic congestion was a major issue in accessing James Cook University Hospital; and
- (iii) Journey times were too long, examples included a one hour journey to Stockton, before needing a connecting service to North Tees and a six hour journey from Hartlepool to James Cook University Hospital for a 20 minute appointment.

(d) Current transport barriers affecting access to hospital services:-

- (i) Length of time of travel;
- (ii) Lack of information available on public transport services;
- (iii) Car parking charges at hospital sites were prohibitive, in addition to the lack of spaces;
- (iv) Bus provision after 7.00 pm was restrictive; and
- (v) Congestion of traffic at junction of the A19 motorway.

(e) Solutions for now and any future new hospital site:-

- (i) The location of the any new hospital should be at the hub of any co-ordinated transportation system;
- (ii) Utilisation of voluntary sector transport to help with linkages; and

- (iii) Direct and frequent bus services required to current and future hospital services for example at present there was no direct bus to James Cook and residents from Seaton Carew and the Headland had limited access to the current bus network.
- (f) Experiences of Neighbourhood Services transport provision:-
 - (i) No. 5 Service from the Headland to Jones Road (Doctors) no reverse route to allow access;
 - (ii) No. 12 Service ceased operating at 17.20 from the town and should be extended until 18:00;
 - (iii) No 6 Service is excellent both in frequency and availability; and
 - (iv) Some awareness of the Community Lynx Bus existence, although publicity could be improved. Service valuable where there is no bus service.
- (g) Changes to current transport provision not currently on offer within the community:
 - (i) More low access vehicles required;
 - (ii) Reinstate No. 1 Services from the Headland;
 - (iii) Public Transport information to be displayed in more public places ie hospitals, doctors surgeries and new agents;
 - (iv) Larger typeface required for bus timetables;
 - (v) Suggested user of both 12 hour and 24 hour clocks on bus timetables as some users were confused by the 24 hour clock;
 - (vi) Return tickets that would allow through ticketing where connecting services were required;
 - (vii) 24 hour bus services linked with taxis;
 - (viii) One bus that linked Hartlepool to North Tees and James Cook; and
 - (ix) More effective use of Council's vehicle fleet.
- (h) Health Bus – awareness, usage and comments:-
 - (i) Further publicity required as still too many people weren't aware of the Health Bus Service and that it was free;

- (ii) No timetables were visible at bus stops near University Hospital of North Tees;
- (iii) Access was limited due to limited pick-up points;
- (iv) Service very well received by those that had used it and couldn't do without it;
- (v) Pick-up point at Brenda Road requested; and
- (vi) Driver was always very pleasant and helpful.

8. RESPONSIBILITIES OF KEY STAKEHOLDERS TO TRANSPORT PROVISION

- 8.1 Members agreed that a number of important stakeholders should be invited to provide evidence, in relation to the Forum's investigation into transportation links to hospital services and Neighbourhood Services Department transport provision. The evidence of key stakeholders is outlined below.

Evidence from Hartlepool Borough Council

- 8.2 Members heard that Hartlepool Borough Council's responsibilities were set out in the Transport Act 1985, 2000 and 2007 and are detailed as follows:-
- (a) To prepare the Local Transport Plan (LTP), containing policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services, to, from and within the Hartlepool area;
 - (b) Prepare a document known as the bus strategy containing general policies as to how best to carry out their functions, so that:
 - (i) bus services meet those transport requirements of people within their area which the authority considers should be met;
 - (ii) those bus services are provided to the required standards; and
 - (iii) appropriate additional facilities and services connected with bus services are provided (including bus waiting facilities, bus priority, bus service information, interchanges and integration) as the authority considers they should be.
 - (c) Provide travel concessions for the elderly and disabled on journeys on public passenger transport services

- 8.3 The Forum was also informed that Hartlepool Borough Council were also required to develop and deliver an Accessibility Strategy. Hartlepool's Accessibility Strategy is included as an integral part of the LTP. Improving Access to Health Care is a key priority of this strategy. Working in partnership with a wide range of bodies, including the health sector, is a key element of delivering the strategy.

Combined Evidence from North Tees and Hartlepool NHS Trust and North Tees and Hartlepool PCT

- 8.4 The Trust and PCT informed Members that it has a statutory obligation to ensure that accident and emergency transport provision is available to its hospital sites and this is part of any commissioning process for a new hospital. There is also an obligation for the Trust and PCT to ensure that a Patient Transport System is in place to access their sites, but this covers ambulances for relevant medical conditions and stops short of actual provision of transport solutions for general patients. Currently the majority of this provision is delivered by the NEAS.
- 8.5 In addition to the Patient Transport Services, the PCT informed the Forum that there was a Hospital Travel Cost Scheme, which provided financial assistance to patients who did not have a medical need for transport, but who required assistance in meeting the cost of travel according to a range of eligibility criteria.
- 8.6 This national scheme was set-up in 1988 for patients and their carers / escorts on low incomes or specific qualifying benefits/allowances and reimbursement is made in part or full for fares incurred in travelling to traditionally hospital-based NHS services under the care of a consultant, if their journey meets certain criteria.
- 8.7 Facilities are in place to make refunds of costs immediately and in cash on the day and at any time of the day. In addition a system of advance payments has existed for some time.
- 8.8 Members were informed that there were exceptions to the eligibility of such scheme, in particular visitors to patients in hospital who could not claim their travel costs through the scheme, although should the visitor receive one of the qualifying benefits they may be able to receive assistance in the form of a Social Fund loan, obtained from the Jobcentre Plus offices.
- 8.9 Whilst Members were extremely concerned that they were unaware of such scheme, it was felt that it was highly likely that the general public would also be unaware of its existence and this needed to be addressed with some urgency.

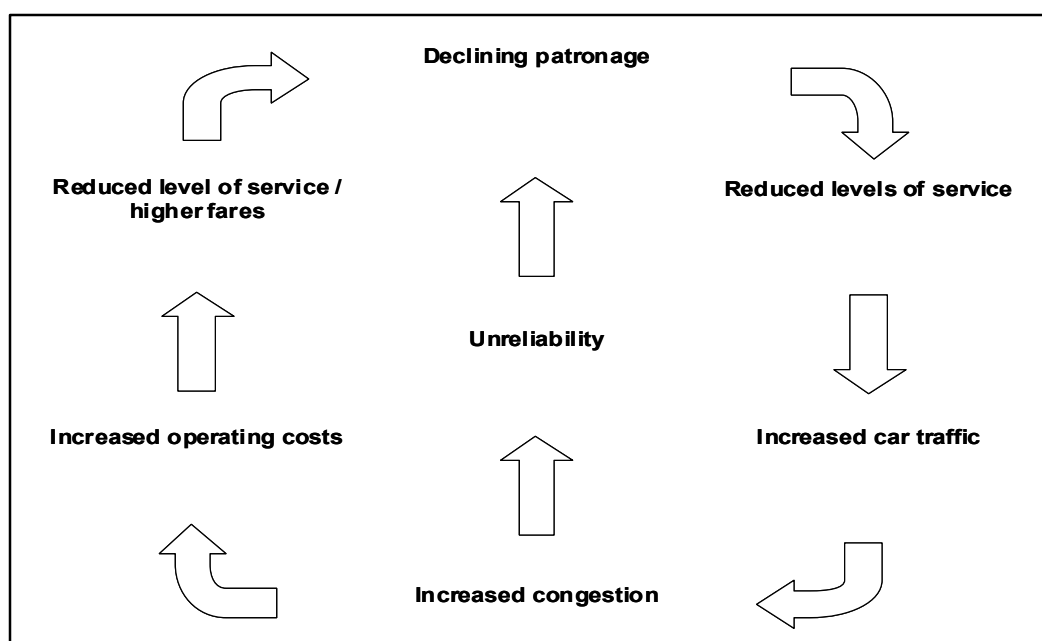
Evidence from the North East Ambulance Service (NEAS)

- 8.10 The NEAS clarified to Members that their primary role was to care for patients in their own home or en route to relevant care providers. The NEAS did, however, advise Members that as a service they were more than happy to provide additional resources, so long as sufficient patient demand for these resources existed.

Evidence from the Tees Valley Joint Strategy Unit (TVJSU)

- 8.11 The TVJSU provided evidence to Members relating to the Bus Network Improvements which were due to start in the Summer of 2008. This major development would ensure a co-ordinated approach to bus, heavy rail and any future Metro developments and ensure a synchrony between services that currently was not in existence. It was hoped that such developments would lead to users only requiring one ticket to get to their destination, no matter how many modes of public transport were required.
- 8.12 The Forum was also interested to hear from the TVJSU that electronic developments were planned, which would allow cashless ticketing through the use of mobile phones or the internet. New technology and a co-ordinated transportation network would enable 'front-line' hospital staff to issue patient appointments, along with detailed information for patients about accessing their appointments using the public transport network.
- 8.13 Members were interested in understanding how public transportation links had declined over the last 20 years due to a 'Circle of Decline' as outlined in Diagram 1 below :-

Diagram 1 – Circle of Demand



- 8.14 The TVJSU also provided evidence to Members in relation to the planned quality corridors that would enable 10 minute frequency connections to relevant community services, some of which maybe health related.

Evidence from the Tees Valley Health and Transport Partnership (TVH&TP)

- 8.15 The TVH&TP advised Members that through their efforts members of the Partnership had gained a greater understanding of the issues facing transportation in the region after consultation with users, providers and relevant health authorities.
- 8.16 Since being formed in 2003 the TVH&TP advised Members that one of their achievements was the production of information sheets by the Partnership for users of the transportation network, with future developments including more understandable maps for users.

Evidence from Stagecoach

- 8.17 Both the Commercial Manager and Operations Manager for Stagecoach informed that Forum that their organisation had no statutory or regulatory requirements to provide transportation links to hospital services. Current bus route services provided by Stagecoach within the town and further afield were those that were deemed to be commercially viable unless subsidised by the Council.
- 8.18 Whilst it was acknowledged that there was no direct bus link from Hartlepool to the University Hospital of North Tees, Stagecoach did not envisage providing a similar service to that of the Health Bus (Service H1) based on its current average user patronage of 30 per a day, as it was felt to not be commercially viable. Whilst demand was felt to be fairly limited for such service, to enable such route to become commercially viable in the future there would be a need to meet a number of other demands such as people travelling to and from their place of work, school and shops.
- 8.19 The Commercial Manager also reassured Members that Stagecoach were working in partnership with the Tees Valley Joint Strategy Unit to maximise the effectiveness of transport links across the Sub-Region.
- 8.20 Members requested whether it was feasible for a number of bus routes within Hartlepool to hospital services to either be reinstated, diverted, frequency increased or operating times extended. The representatives of Stagecoach informed Members that a number of those routes would be re-examined as a result of their requests, however, consideration would need to be given to the impact on the existing network together with whether it was commercially viable.

9. CURRENT DEVELOPMENTS OF TRANSPORTATION PROGRAMMES

- 9.1 Members requested evidence relating to the current developments in transportation links to hospital services and the current developments emanating from the Council's Neighbourhood Services Department. Such evidence is individually referenced as outlined below.

Evidence on Hartlepool Borough Council's Integrated Transport Unit (ITU)

- 9.2 The Authority are currently working towards the development of an Integrated Transport Unit (ITU) by Autumn 2008, the unit will bring together all transport service planning, procurement, monitoring and management functions from across a range of service areas within the Council. Areas identified as suitable for inclusion are Local bus service coordination, information and travel planning currently located within the Transportation Team, Neighbourhood Services, mainstream school transport and special educational needs (SEN) school transport currently located within Children's Services, day centre transport and social care transport currently located within Adult and Community Services and operation of the Council's vehicle fleet and workshops, including community transport, situated within Transport Services, Neighbourhood Services. Other areas of service provision that may be considered are taxi licensing, Transport safety and driver training.
- 9.3 Consideration for the development of the ITU will be done under three key phases, developmental; review the current framework of the authority for the provision of transport and determine areas suitable for transfer to the ITU, consultation; carry out consultation with all parties potentially effected by the establishment of an ITU and implementation; appoint an integrated transport unit manager, develop the ITU structure and implement the service.
- 9.4 The objectives of the ITU were highlighted to Members as follows:-
- (a) To provide a high quality, safe, and accessible transport service;
 - (b) To generate efficiencies through improved co-ordination of procurement and transport provision;
 - (c) To maximise the use of existing internal transport resources;
 - (d) To develop a flexible transport service that can respond to changing Government priorities and future needs; and
 - (e) To create a specialist team of transport professionals, providing advice and expertise across all directorates.

Lynx Bus Evidence

- 9.5 The Forum heard evidence relating to the Community Lynx bus from the Authority's Neighbourhood Services Department. Members were informed that currently Hartlepool and Stockton Borough Councils work in partnership for the provision of the Community Lynx bus, a demand responsive service providing transport to those living in the rural areas of the Tees valley to health related facilities, such as hospitals, doctor, dentists, leisure centres and shopping.

10. TRANSPORTATION INFORMATION

- 10.1 It became apparent during the investigation into the topic of 'Transportation Links to Hospital Services and Neighbourhood Services Transport Provision' that information relating to the various transportation options was varied in relation to awareness and suitability.
- 10.2 The NEAS provided evidence to Members that information on their Patient Transport Services was available to users online and in some hospital wards. Members of the Forum questioned the NEAS about the publicity of the Patient Transport Services as many residents of the Town were unaware of its availability. The NEAS advised the Forum that distribution of the information relating to the Patient Transport Services was handled by the PCT.

11. FUTURE HOSPITAL SITE

- 11.1 Members were aware of plans for a new Hospital serving Hartlepool and North Tees from information received through North Tees and Hartlepool NHS Foundation Trust's *Momentum: Pathways to Healthcare* programme. Members were given reassurances that as NHS funding provision was based on the number of patients receiving treatment, then any newly identified site needed to be as accessible as possible to users. Members could, therefore, assist the planning for any new hospital by highlighting transport issues, that if not addressed could lead to fewer patients receiving treatment and ergo less funding forthcoming from the NHS.
- 11.2 The Forum was informed by the North Tees and Hartlepool NHS Foundation Trust that five sites had been identified for the location of any new hospital and Members would be consulted as part of *Momentum: Pathways to Healthcare* programme. However, the Trust revealed that one of the sites under consideration was at Wynyard and negotiations had already started with the owners of the proposed site at Wynyard to secure additional resources for transport provision at this site, if Wynyard was chosen as the preferred location for any new hospital.

- 11.3 After receiving evidence from the Authority's Portfolio Holder for Neighbourhoods and Communities, Members agreed that it would be essential that detailed accessibility modelling is undertaken as an integral part of the process in identifying all potential hospital sites. Members of the Forum felt that the Authority should continue to work with its partners (health sector, local bus operators) to identify local needs and objectives, consider the full range of solutions and identify the most practical and beneficial options.
- 11.4 The NEAS highlighted to Members the need for sufficient involvement of the service in any planning of the future siting of any hospital. This notification and involvement at an early stage would enable the NEAS to ensure the relocation of ambulance resources where necessary. The Forum was advised that if an organisation such as the NEAS were commissioned to provide transportation services, then the NEAS on average would need a minimum of eight months to order and receive a vehicle and two years to train someone to operate as a paramedic.
- 11.5 The Authority's Portfolio Holder for Neighbourhoods and Communities supported the views of the NEAS, urging that early involvement of all relevant stakeholders in any development of a new hospital site.
- 11.6 The Authority's Portfolio Holder for Neighbourhoods and Communities gave evidence to Members that planning was vital in the creation of any new hospital site. Provision should be made for those users of hospital services without access to a car. This planning provision should include thoughts around a selection and accessible location or providing long-term financial support for appropriate bus services to make the site accessible.

12. CONCLUSIONS

- 12.1 The Neighbourhood Services Scrutiny Forum concluded:-
- (a) That the issue of transportation links to hospital services and neighbourhood services transport provision was an on-going issue that would continue and develop beyond the scope of completion of this Forum's current investigation;
 - (b) That transport was a barrier to accessing healthcare as people either missed, turned down or simply choose not to seek healthcare because of transport problems;
 - (c) That whilst the perception was that the majority of people in Hartlepool used public transport to access hospital services, it was found that in reality private transport was most commonly used;
 - (d) That it was crucial that all key stakeholders were involved in the planning and location of any future hospital site that serves Hartlepool

and North Tees to ensure the current transportation barriers are addressed;

- (e) That Public Transport Schemes provided an essential service for patients and visitors in accessing healthcare, although sometimes it was felt that the use of public transport posed difficulties in itself, for example where public transport was infrequent, where the patient was required to change buses several times to reach the place of treatment or when an individual had health problems that made travelling on public transport difficult;
- (f) That NHS bodies, namely the local PCT, were required to work with the Council on the development of integrated transport strategies that ultimately provide a valuable and cost-efficient way for patients to access healthcare;
- (g) That there was clearly very limited awareness among the public with regard to the Department of Health's Hospital Travel Costs Scheme currently administered by North Tees and Hartlepool PCTs;
- (h) That the Council, namely the Neighbourhood Services Department and the North Tees and Hartlepool NHS Foundation Trust be commended for their partnership approach to the provision of the Health Bus Service (H1) as a result of recent changes to hospital services;
- (i) That the provision of the temporary Health Bus Service (H1) was until the end of June 2008. Whilst patronage appeared to be low, it was acknowledged that such service was unlikely to be commercially viable in the future unless user patronage increased;
- (j) That the availability of information relating to the various public transportation options to healthcare services was varied in relation to awareness and suitability and this needed to be addressed;
- (k) That whilst the Integrated Transport Unit was in its early stages of development, significant cashable and non-cashable efficiencies relating to home to school transport, transport for adults, Dial a Ride Services, vehicle hire and procurement, staffing and administration could be made; and
- (l) That the use of Social Enterprise Schemes with the third sector together with the additional community transport schemes would support the progression of a fully Integrated Transport Unit.

13. RECOMMENDATIONS

- 13.1 The Neighbourhood Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of

recommendations. The Forum's key recommendations to the Cabinet / NHS bodies are as outlined below:

Hartlepool Borough Council

- (a) That consideration is given to extending the Authority's current concessionary travel scheme to cover free bus usage for carers accompanying disabled people;
- (b) That the Council works in partnership with neighbouring Local Authorities, the local PCTs and Foundation Trusts to produce a 'User's Guide for Transport to Healthcare' that provides useful information on public transport available to health care locations and concessionary care schemes available;
- (c) That the Council further promotes the use of established community transport schemes in operation locally, including maximising efficiencies through the proposed Integrated Transport Unit, to enable people who are unable to use, or have difficulty to access public transport;
- (d) That the Council explores opportunities to secure the long-term operation of the Health Bus Service, that currently operates between the University of Hartlepool and University Hospital of North Tees sites;
- (e) That the Council explores opportunities of developing a social enterprise scheme with the third sector to improve access to healthcare services;
- (f) That the current bus service timetable information provided in Hartlepool be further improved such as timetables at bus stops and travel information at healthcare sites;

Hartlepool PCT

- (g) That the Hartlepool PCT rolls out a communication programme that ensures all front line staff are made fully aware of the Hospital Travel Cost Scheme and how it is administered;
- (h) That the Hartlepool PCT ensures that the Hospital Travel Cost Scheme is more widely publicised to patients and the public with information on the scheme in particular the eligibility criteria being made readily available in a variety of locations;
- (i) That to ensure that the Hospital Travel Costs Scheme runs effectively together with easier access to healthcare premises, that Hartlepool PCT works with the Council in the identification and development of local and integrated transport strategies; and

North Tees and Hartlepool NHS Foundation Trust

- (j) That the North Tees and Hartlepool NHS Foundation Trust works with Hartlepool Borough Council and affected neighbouring authorities in assessing the accessibility of any proposed new hospital site.

14. ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

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

Dave Stubbs – Director of Neighbourhood Services

Alastair Smith – Head of Technical Services

Paul Robson – Consultant: Integrated Transport Unit Manager

Mike Blair – Traffic and Transportation Manager

Jayne Brown – Transportation Services Manager

Ian Jopling – Transportation Team Leader

External Representatives:

Iain Wright, MP for Hartlepool

Ali Wilson – Deputy Director of Health Systems and Estates Development, Hartlepool PCT

Ek Bradwell – Estates Manager, Hartlepool PCT and North Tees PCT

Kevin Oxley – Director of Estates and Facilities, North Tees and Hartlepool NHS Foundation Trust

Peter Wilkinson – North Tees and Hartlepool NHS Trust Patient and Public (PPI) Forum

Jonathan Spruce – Senior Assistant Director, Tees Valley Joint Strategy Unit

Elaine Bennington – Assistant Director of Operations (Teesside), North East Ambulance Service NHS Trust

Brian Glover – Chair of the Tees Valley Health and Transportation Partnership

Doug Elphee, Commercial Manager, Stagecoach North East

Paul Livesey, Operations Manager, Stagecoach in Hartlepool

Members of the public who participated throughout the investigation and the Focus Group Event held on 11 February 2008

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

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BACKGROUND PAPERS

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

- (a) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Scoping Paper' presented to the Neighbourhood Services Scrutiny Forum of 19 September 2007.
- (b) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Verbal Evidence from the Authority's Portfolio Holder for Neighbourhoods and Communities – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 24 October 2007.
- (c) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from the Neighbourhood Services Department –

Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 24 October 2007.

- (d) Presentation of the Head of Technical Services entitled 'Integrated Transport Unit' delivered to the Neighbourhood Services Scrutiny Forum of 24 October 2007.
- (e) Presentation of the Transport Team Leader entitled 'Transportation Links to Hospital Services' delivered to the Neighbourhood Services Scrutiny Forum of 24 October 2007.
- (f) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from North Tees and Hartlepool NHS Trust – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 28 November 2007.
- (g) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from North Tees and Hartlepool PCT – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 28 November 2007.
- (h) Joint Presentation of North Tees and Hartlepool NHS Trust and Hartlepool PCT entitled 'Transportation Links to Hospital Services and Neighbourhood Services' delivered to the Neighbourhood Services Scrutiny Forum of 28 November 2007.
- (i) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from the Local Public and Patient Involvement Forums – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 28 November 2007.
- (j) Report of the Scrutiny Manager entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from the Tees Valley Joint Strategy Unit – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 9 January 2008.
- (k) Presentation of the Senior Assistant Director of the Tees Valley Joint Strategy Unit entitled 'Tees Valley Bus Network' delivered to the Neighbourhood Services Scrutiny Forum of 9 January 2008.
- (l) Report of the Scrutiny Manager entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from the Tees Valley Health and Transportation Partnership – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 9 January 2008.

- (m) Mission Statement and Terms of Reference of the Tees Valley Health and Transport Partnership.
- (n) Report of the Scrutiny Manager entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from the North East Ambulance Service NHS Trust – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 9 January 2008.
- (o) Report of the Scrutiny Manager entitled 'Public Transport to Hospital Sites – Feedback from Members who undertook Journey(s) between 3 and 16 December 2007' presented to the Neighbourhood Services Scrutiny Forum of 9 January 2008.
- (p) Documented Issues Arising from the Focus Group Session held with the general public on 11 February 2008.
- (q) Report of the Scrutiny Support Officer entitled 'Supporting Access to Services' presented to the Neighbourhood Services Scrutiny Forum of 15 February 2008.
- (r) Presentation of the Hartlepool PCT and North Tees PCT entitled 'Supporting Access to Services' delivered to the Neighbourhood Services Scrutiny Forum of 15 February 2008.
- (s) Report of the Director of Neighbourhood Services entitled 'Bus Service – University Hospital of Hartlepool to the University Hospital of North Tees' presented to the Neighbourhood Services Scrutiny Forum of 15 February 2008.
- (t) Report of the Consultant: Integrated Transport Unit Manager entitled 'Proposed Integrated Transport Unit (Forming part of the Restructure within the Directorate of Neighbourhood Services)' presented to the Neighbourhood Services Scrutiny Forum of 15 February 2008.
- (u) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Feedback from Focus Group' presented to the Neighbourhood Services Scrutiny Forum of 15 February 2008.
- (v) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from Stagecoach – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 15 February 2008.
- (w) Report of the Scrutiny Support Officer entitled 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision – Evidence from Iain Wright MP – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 15 February 2008.

- (x) Department of Health Guidance for NHS Organisations – November 2007 entitled 'Hospital Travel Costs Scheme'.
- (y) NHS document entitled 'Ref HC11 – Help with Health Costs: Effective from 1 July 2007'.
- (z) Minutes of the Neighbourhood Services Scrutiny Forum of 19 September 2007, 24 October 2007, 28 November 2007, 9 January 2008, 15 February 2008, 27 February 2008 and 27 March 2008.

SCRUTINY CO-ORDINATING COMMITTEE

18 April 2008



Report of: Adult and Community Services and Health Scrutiny Forum

Subject: FINAL REPORT – WITHDRAWAL OF EMERGENCY CARE PRACTITIONERS SERVICE AT WYNYARD ROAD PRIMARY CARE CENTRE

1. PURPOSE OF REPORT

- 1.1 To present the draft findings of the Adult and Community Services and Health Scrutiny Forum into the Withdrawal of Emergency Care Practitioners Service at Wynyard Road Primary Care Centre, located in Hartlepool.

2. SETTING THE SCENE

- 2.1 The issue of the development of acute, primary and community services in Hartlepool was a mandatory referral made on the 8 February 2007 by the Full Council. On 9 February 2007 Scrutiny Co-ordinating Committee considered this issue and referred it to the Adult and Community Services and Health Scrutiny Forum for consideration during the 2007/08 Municipal Year.
- 2.2 In addition a related referral was received from the South Neighbourhood Forum on 2 February 2007. It requested the Adult and Community Services and Health Scrutiny Forum consider whether the service mix being proposed at primary care centres in Hartlepool reflected local need and aspirations. Significant concern was expressed by members of the public in relation to the Wynyard Road Primary Care Centre and therefore the referral requested that Members focus specifically on this issue.
- 2.3 Members of the Adult and Community Services and Health Scrutiny Forum agreed that the 'the service mix' element of the South Neighbourhood referral had already been responded too via the Forum's work into 'Fairness and Equity in Primary Care.' Thus, with the agreement of the Scrutiny Co-ordinating Committee Chair and the Chair of this Forum, it was agreed that the Wynyard Road Primary Care Centre element of the referral be incorporated within a single scrutiny investigation that would investigate both the development of primary and community health services in Hartlepool and the new hospital development.

- 2.4 The single scrutiny investigation into the development of primary and community health services in Hartlepool and the new hospital development was endorsed by Scrutiny Co-ordinating Committee on 29 June 2007. Work was undertaken to present a scoping paper to the Forum at its meeting on 24 July 2007, which was subsequently adjourned until 30 August 2007. However, during this period further work was being undertaken with representatives of the NHS and it quickly became apparent that scrutiny work into the development of acute, primary and community health care services could not be completed within the 2007/08 municipal year (effectively a seven month window) as had originally been proposed.
- 2.5 In considering the fact that the NHS is scheduled to take almost seven years to deliver Momentum: Pathways to Healthcare, it was considered essential that the Forum revised its scoping paper to enable the Forum to influence the Momentum: Pathways to Healthcare programme throughout the duration of the project. However, Members were also mindful of the referral by the South Neighbourhood Consultative Forum relating to the Withdrawal of Services at Wynyard Road Primary Care Centre and at the meeting of this Forum on the 30 August 2007, Members agreed that a revised scoping paper be submitted relating to the issue of the Withdrawal of Services at Wynyard Road Primary Care Centre.
- 2.6 The Adult and Community Services and Health Scrutiny Forum agreed the revised work programme to encompass the investigation into the Withdrawal of Services at Wynyard Road Primary Care Centre at its meeting of 4 September 2007.
- 2.7 At the meeting of the Adult and Community Services and Health Scrutiny Forum held on 23 October 2007, Members received evidence from representatives of the Hartlepool PCT, as part of the Forum's investigation into the Withdrawal of Emergency Care Practitioner Services at the Wynyard Road Care Centre in Hartlepool. Based on the evidence provided by the Hartlepool PCT, Members deemed it appropriate to commission independent specialist advice to aid their investigation by covering the following issues:
- (a) Whether it would / or would not be viable to provide urgent care services in the Wynyard Road Care Centre;
 - (b) Whether the PCT acted effectively in the planning, running and subsequent withdrawal of the ECP service and to ascertain whether there are lessons that can be learnt for any future urgent care service provision in the town; and
 - (c) To seek examples of good practice from across the country in relation to urgent care services.
- 2.8 At the 21 November 2007 meeting of the Scrutiny Co-ordinating Committee approval was given for the Adult and Community Services and Health Scrutiny Forum to commission independent specialist advice for the

investigation into the Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre.

3. OVERALL AIM OF THE SCRUTINY REFERRAL

- 3.1 The overall aim of the Scrutiny Referral was to gain an understanding of the circumstances and process leading to the withdrawal of the Emergency Care Practitioner Services at the Wynyard Road Primary Care Centre, to examine the subsequent impact on patients and to ascertain whether the communication and consultation strategy of the PCT had been effective in the implementation of the ECP service..

4. TERMS OF REFERENCE FOR THE SCRUTINY REFERRAL

- 4.1 The Terms of Reference for the Scrutiny Referral were:-

- (a) To gain an understanding of the circumstances and process leading to the decision of the Hartlepool Primary Care Trust to withdraw the Emergency Care Practitioner Service in the Wynyard Road Care Centre;
- (b) To explore what options Hartlepool Primary Care Trust considered to enable the continuation of the Emergency Care Practitioner Services at Wynyard Road Primary Care Centre;
- (c) To examine the impact of the loss of such facility in relation to those patients accessing the facility;
- (d) To examine future development proposals for the Wynyard Road Primary Care Centre and the impact of this on patients; and
- (e) To examine the future development proposals for the emergency / urgent care services to be offered within Hartlepool.

5. MEMBERSHIP OF THE ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY FORUM

- 5.1 The membership of the Scrutiny Forum was as detailed below :-

Councillors Atkinson, Barker, Brash, Fleet, Griffin, G Lilley, Plant, Simmons, Sutherland, Worthy and Young.

Resident Representatives: Mary Green, Jean Kennedy and Mary Power.

6. METHODS OF INVESTIGATION

- 6.1 Members of the Adult and Community Services and Health Scrutiny Forum met formally from 4 September 2007 to 8 April 2008 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.
- 6.2 A brief summary of the methods of investigation are outlined below:-
- (a) Detailed Officer reports supplemented by verbal evidence;
 - (b) Evidence from the Authority's Portfolio Holder for Adult and Public Health Services;
 - (c) Evidence received from Hartlepool PCT;
 - (d) Feedback from the South Neighbourhood Consultative Forum;
 - (e) Evidence provided by Owton and Rossmere Ward Councillors;
 - (f) Verbal observations supplied by Hartlepool Primary Care Patient and Public Involvement (PPI) Forum;
 - (g) Independent Study undertaken by the University of Birmingham; and
 - (h) The views of local service users.

FINDINGS

7. BACKGROUND TO EMERGENCY CARE PRACTITIONER SERVICE AT WYNYARD ROAD PRIMARY CARE CENTRE

- 7.1 Emergency Care Practitioners (ECP) Services are designed to support the needs of patients requiring unscheduled care. The inception of ECP Services is seen by the NHS as one solution to reducing the burden placed upon Accident and Emergency Departments by urgent, but not life threatening conditions.
- 7.2 Due to the historic shortage of General Practitioner (GP) Practices in Hartlepool, residents in Hartlepool tended to use Accident and Emergency (A&E) facilities rather than waiting for a GP appointment. This had led to A&E staff being 'swamped' with cases that would have been more appropriately dealt with in a primary care setting.
- 7.3 Owton Rossmere is agreed by the NHS and Hartlepool Borough Councillors as one of the more deprived areas in Hartlepool. Statistics proved that residents from the Owton Ward were more likely than any other Ward in Hartlepool, to use the A&E Services at the University Hospital Hartlepool

and were more likely to attend A&E with ailments that could have been more effectively dealt with in a primary care setting.

- 7.4 The GP practice that covered the Owton Ward was small in size, with the condition and administrative infrastructure rated as poor. These factors had lead to the GP practice being unpopular with residents.
- 7.5 Taking the above evidence into consideration, on 21 August 2006 Hartlepool Primary Care Trust (PCT) launched a new Primary Care Centre based at Wynyard Road, which lies within the Owton Ward area of Hartlepool. The Wynyard Road Primary Care Centre would provide residents of Owton Rossmere and beyond with a GP service, community clinics and an ECP service.
- 7.6 The PCT communicated through the local press that the ECP Service at Wynyard Road Primary Care Centre was a drop-in service, without the need for an appointment, regardless of age or illness and with no time limit to deal with patients.

8. THE CIRCUMSTANCES AND PROCESSES LEADING TO CLOSURE OF THE ECP SERVICE AT WYNYARD ROAD PRIMARY CARE CENTRE

- 8.1 Despite the initial positive press coverage that the ECP Service at the Wynyard Road Primary Care Centre enjoyed, within in three months of opening Hartlepool PCT suspended the ECP Service. Throughout this investigation the Forum received evidence relating to the reasons behind this decision. Evidenced below are the circumstances and processes that led to Hartlepool PCT temporarily closing the ECP Service at Wynyard Road Primary Care Centre:-

Emergency Care Practitioners

- 8.2 The Portfolio Holder for Adult and Public Health reported to the Adult and Community Services and Health Scrutiny Forum that there was confusion over the capabilities of the Emergency Care Practitioners based at the Wynyard Road Primary Care Centre. The PPI took this a step further by informing the Forum that in the opinion of their members, the ECP service was withdrawn due to the lack of medically trained staff.
- 8.3 The PCT clarified to the Adult and Community Services and Health Scrutiny Forum regarding the position of the six members of staff providing the ECP services. Three of the members of staff were permitted to prescribe most medications except controlled drugs. The remaining three members of ECP staff were trained paramedics who had been allowed to administer certain drugs, however, in the arena of the ECP service they were not allowed to prescribe any drugs. The PCT accepted that this scenario was both confusing and unsatisfactory to both patients and clinicians.

Timeline to Closure

- 8.4 During the week commencing 13 November 2006 concerns were raised about the possible severity of problems in the operation of the ECP Service at Wynyard Road. One major 'near-miss' involved the prescribing of penicillin to a patient who was allergic, that was rectified only once the patient had left the premises, but before the medication could be taken. Other patients had turned up with life-threatening conditions, only to find that the clinicians working in the ECP Service were not in a position to treat their conditions.
- 8.5 On the 17 November 2006 Hartlepool PCT issued an urgent press release announcing the temporary suspension of the ECP service from Wynyard Road Primary Care Centre as of 20 November 2006, due to concerns the PCT had about patient safety.

9. PROBLEMS OF COMMUNICATION

- 9.1 Throughout the investigation it became apparent that there were issues surrounding communication over the temporary suspension of ECP Services at Wynyard Road Primary Care Centre. Evidence relating to communication issues gathered by the Forum is detailed below :-

The 'Wrong Type of Patient'

- 9.2 The PCT informed the Forum that prior to the 'near-miss' incident at the ECP service at Wynyard Road Primary Care Centre, there had been concerns that the 'wrong sort of patient' was turning up to access the ECP Services. Despite PCT plans that patients should be turning up with minor ailments this could not be controlled. Perversely utilisation figures indicated that patients were instead arriving with serious injuries and illnesses that were more akin to treatment in an A&E setting.
- 9.3 The PCT accepted that not only was the 'type of patient' who would benefit from attending the ECP Service not disseminated well enough, but that there were inadequate risk assessments in place to deal with patients whose medical conditions required more urgent intervention, that an A&E Department would provide.

Communicating the Temporary Closure of the ECP Services

- 9.4 Hartlepool PCT's press released on the 17 November 2007 advised that the ECP Service at Wynyard Road Primary Care Centre would be temporarily suspended and that all local partners would be consulted about the way forward. This consultation would conclude with a review of urgent care services in Hartlepool.
- 9.5 Ward Councillors reported to the Forum that they had not been consulted prior to the announcement to the media over the temporary closure of the ECP Service. This left Councillors angered as many had actively promoted the

service to their constituents. The Portfolio Holder for Adult and Public Health confirmed that he had not been approached prior to the announcement to suspend ECP Services at Wynyard Road Primary Care Centre.

- 9.6 In questioning Hartlepool PCT, Members were also concerned over the lack of consultation with the Adult and Community Services and Health Scrutiny Forum prior to the temporary closure of the ECP service. Members of the Forum were particularly concerned as the PCT did have a statutory obligation to keep the Forum informed of any significant changes to service, something that Members felt the closure of the ECP service at Wynyard Road represented.
- 9.7 The PCT did admit to Members that similar problems had occurred at other ECP Services nationally, but that the National steer towards introducing ECP Services had been one of the major reasons behind placing the provision in Wynyard Road Primary Care Centre.

The 'Pilot' Scheme

- 9.8 Throughout this enquiry the Members of the Adult and Community Services and Health Scrutiny Forum were informed that the ECP service provided at Wynyard Road Primary Care Centre was classed by the PCT as a 'pilot' scheme. The 'pilot' nature of the ECP Service was not clarified to the Ward Councillors by the PCT. Once the ECP Service had been withdrawn from Wynyard Road Primary Care Centre, Members rightly felt aggrieved and let down by the situation, rather than disappointed that an experiment / pilot scheme had failed.

10. OPTIONS THE PCT CONSIDERED FOR THE CONTINUATION OF THE ECP SERVICE AT WYNYARD ROAD PRIMARY CARE CENTRE

- 10.1 The Chair of the PEC informed Members of this Forum that all of the six ECP staff had now found alternative employment so the ECP Service could not be introduced. It was also felt that in its current guise patient safety could not be guaranteed, with the operational problems of the location and the inappropriate usage of facilities by the general public the Chair of the PEC felt that there was no way that ECP Services could continue from Wynyard Road Primary Care Centre.
- 10.2 Although initially the ECP Service at Wynyard Road Primary Care Centre was considered temporarily closed, at the final evidence gathering meeting of the Forum, the Chair of the PCT confirmed that the ECP Service would not be returning to Wynyard Road Primary Care Centre, due to the concerns over patient safety and the wider developments for the Town.

Impact on Patients

- 10.3 The loss of the ECP Service at Wynyard Road Primary Care Centre left patients with the status quo that existed before the creation of the ECP Service, that is, patients returned to utilising A&E facilities and GP practices. Hartlepool PPI Forum confirmed to the Forum that patients felt that with the withdrawal of ECP Services they had no option, but to return to using A&E Services provided by North Tees and Hartlepool NHS Foundation Trust.
- 10.4 The PCT reminded Members that despite misleading press coverage Wynyard Road Primary Care Centre was still in operation as a GP Service and Community Clinic, with there being signs of small amounts of growth in both areas. Overall Wynyard Road is working well for the community, but the temporary closure of the ECP service had left many people distrusting the services currently provided by the GP and Community Clinic.

11. THE FUTURE DEVELOPMENT PROPOSALS FOR WYNYARD ROAD PRIMARY CARE CENTRE

- 11.1 The Adult and Community Service and Health Scrutiny Forum recognises that the Wynyard Road Primary Care Centre continues to provide a valuable resource to residents of the Owton Rossmere area of the Town. Plans for specific future developments of Wynyard Road Primary Care Centre have not been made clear to the Forum, but the Forum are aware that a much wider review is planned by Hartlepool PCT. The Forum gathered the following evidence in relation to these future development proposals that may or may not impact on Wynyard Road Primary Care Centre:-

Further Development Proposals for Emergency Care in Hartlepool

- 11.2 Although not directly part of the investigation into the closure ECP Services at Wynyard Road Primary Care Centre, Members of the Forum recognised that the 'Momentum: Pathways to Healthcare' Programme would address some of the imbalance that still exists between the appropriate and inappropriate medical conditions that would require A&E treatment.
- 11.3 Hartlepool PCT, independent to this investigation, presented to the Forum a model of 24 hour urgent care provision titled 'Development of Integrated Urgent Care Provision'. Views from Members were sought with a promise of continued involvement as this initiative developed.
- 11.4 The Chair of the PCT confirmed to the Forum that plans involving the delivery of a new health centre offering appointments for unregistered patients and the delivery of two new GP Practices in Hartlepool would be presented by the PCT to this Forum for discussion once the timeline for introduction had been agreed.

12. CONCLUSIONS

12.1 The Adult and Community Services and Health Scrutiny Forum concluded:-

- (a) That Hartlepool PCT's communication strategy failed to adequately inform the public and therefore the service was not fully understood which lead inappropriate attendances at the ECP Service at Wynyard Road.
- (b) That Hartlepool PCT had failed to communicate with either Hartlepool Borough Council or with the Adult and Community and Health Scrutiny Forum prior to the suspension of ECP Services at Wynyard Road Primary Care Centre.
- (c) That Wynyard Road had not been the PCT's first choice to utilise the ECPs and was probably not the right venue for such a service.
- (d) That the assertion that the ECP service at Wynyard Road was a "pilot" was not fully communicated to either ward Councillors or the public and only became apparent after the withdrawal of the service, which undoubtedly fuelled the anger felt by service users and Councillors alike.
- (e) That there was a failure of planning on behalf of the PCT of the ECP service overall and that the subsequent problems should have perhaps been anticipated and factored into the blueprint for the service.
- (f) That the media perception was that Wynyard Road had closed, when actually only the ECP Service had been temporarily closed. The GP and Community Clinics continued to function and grow.
- (g) That Wynyard Road Primary Care Centre continues to provide a valuable and increasingly utilised service to patients in the Owton Rossmere area of the Town.
- (h) That Hartlepool suffers from a chronic lack of GPs, that is historical in nature, but the Forum recognises that this is starting to be addressed by Hartlepool PCT.
- (i) The Adult and Community Services and Health Scrutiny Forum recognises that there is a need to ensure co-terminosity between Accident & Emergency and urgent care provision and supports the PCT's plans to deliver such a care package.
- (j) That the Adult and Community Services and Scrutiny Forum acknowledges that the issues surrounding the closure of ECP Services at Wynyard Road Primary Care Centre happened over 15 months ago. Whilst the PCT have accepted their failings relating to the delivery of the ECP Service at Wynyard Road, the Forum accepts that the matter

should be considered as closed with all parties looking forward to a more fruitful working relationship.

13. RECOMMENDATIONS

13.1 The Adult and Community Services and Health Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Council and Hartlepool PCT are as outlined below:-

- (a) That as part of the 'Momentum: Pathways to Healthcare' consultation programme, Hartlepool PCT and the Council discuss / debate plans for the future Community based settings that are proposed for the Town e.g. More GPs, different models of rapid response services;
- (b) That Hartlepool PCT not only keeps this Forum updated of the 'Development of Integrated Urgent Care Provision in Hartlepool', but also that the plans for such a service are more rigorously communicated to both overview and scrutiny and the wider public, to give a clearer indication of proposals from the outset;
- (c) That the creation of a formal set of protocols on consultation be debated between the PCT and the Forum to:-
 - (i) Promote the real improvements in health services in Hartlepool; and
 - (ii) Foster the improved links with Hartlepool PCT, that have developed in the intervening period between the closure of the ECP Service at Wynyard Road and the conclusion of this Forum's investigation.

14. ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Councillor Ged Hall – Cabinet Member Portfolio Holder for Adult and Public Health

Councillor Mick Johnson – Chair of South Neighbourhood Consultative Forum

Councillor Marjorie James – Owton Ward Member

Councillor Gerald Wistow – Ow ton Ward Member

Councillor Ann Marshall

External Representatives:

Stephen Wallace – Chairman, Hartlepool PCT

Chris Willis – Chief Executive, Hartlepool PCT and North Tees PCT

Celia Weldon – Assistant Chief Executive, Hartlepool PCT and North Tees PCT

Ali Wilson – Deputy Director of Health Systems and Estates Development, Hartlepool PCT

Dr Carl Parker – Chair of Hartlepool PCT's Professional Executive Committee (PEC)

Linda Watson – Director of Nursing and Operations, Hartlepool PCT

Sharon Hagerty – Emergency Care Practitioners Service

Ruby Marshall – Hartlepool Primary Care PPI Forum

Margaret Goulding – Hartlepool Primary Care PPI Forum

Ray Waller – Former Councillor of Hartlepool Borough Council

- 14.2 The Forum would also like to acknowledge the comprehensive report commissioned by the Forum from the independent specialist adviser, Dr Jonathan Shapiro of the University of Birmingham

**COUNCILLOR JONATHAN BRASH
CHAIR OF THE ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY
FORUM**

April 2008

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BACKGROUND PAPERS

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

- (i). Report of the Scrutiny Support Officer entitled 'Revised Scoping Paper: Scrutiny Investigation into the Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre' presented to the meeting of the Adult and Community Services and Health Scrutiny Forum of 4 September 2007.
- (ii). Report of the Scrutiny Manager entitled 'Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre – Setting the Scene by Hartlepool PCT and North Tees PCT – Covering Report' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 23 October 2007.
- (iii). Report of the Scrutiny Manager entitled 'Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre – Evidence from Key Stakeholders – Covering Report' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 23 October 2007.
- (iv). Report of the Scrutiny Manager entitled 'Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre – Feedback from South Neighbourhood Consultative Forum of 12 October 2007 – Covering Report' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 23 October 2007.
- (v). Report of Hartlepool PCT titled 'Withdrawal of Wynyard Road Primary Care Centre ECP Service' presented to the meeting of the Adult and Community Services and Health Scrutiny Forum of 23 October 2007.
- (vi). Report of the Scrutiny Manager entitled 'Investigation into the Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre – Verbal Evidence from the Authority's Portfolio Holder for Adult and Public Health – Covering Report' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 13 November 2007.
- (vii). Report of the Scrutiny Manager entitled 'Investigation into the Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre – Evidence from Ward Councillors – Covering Report' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 18 December 2007.
- (viii). Report of the Scrutiny Manager entitled 'Investigation into the Withdrawal of Emergency Care Practitioner Services at Wynyard Road Primary Care Centre – Evidence from Hartlepool Primary Care PPI Forum – Covering Report' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 18 December 2007.

- (ix). Report of the Scrutiny Manager entitled 'Withdrawal of the Emergency Care Practitioner Services at Wynyard Road Primary Care Centre Scrutiny Referral – Commissioning of Independent Specialist Advice' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 18 December 2007.
- (x). Report of Hartlepool PCT titled 'The Development of Integrated Urgent Care Provision in Hartlepool' presented to the meeting of the Adult and Community Services and Health Scrutiny Forum of 29 January 2008.
- (xi). Report of the Scrutiny Support Officer entitled 'Investigation into the Withdrawal of the Emergency Care Practitioners Service at Wynyard Road Primary Care Centre – Consideration of Independent Specialist Advice' presented at the meeting of the Adult and Community Services and Health Scrutiny Forum of 4 March 2008.
- (xii). Report of the Independent Specialist Adviser, University of Birmingham entitled 'Review of the withdrawal of Emergency Care Practitioner services at Wynyard Road Primary Care Centre' presented to the meeting of the Adult and Community Services and Health Scrutiny Forum of the 4 March 2008.
- (xiii). Minutes of the Adult and Community Service and Health Scrutiny Forum of the 23 October 2007, 13 November 2007, 18 December 2007, 29 January 2008 and 4 March 2008.

SCRUTINY CO-ORDINATING COMMITTEE

18 April 2008



Report of: Children's Services Scrutiny Forum

Subject: FINAL REPORT – ACCESS TO RECREATION
ACTIVITIES FOR CHILDREN AND YOUNG PEOPLE
IN HARTLEPOOL

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Children's Services Scrutiny Forum following its investigation into 'Access to Recreation Activities for Children and Young People in Hartlepool'.

2. SETTING THE SCENE

- 2.1 In considering a subject for investigation the Children's Services Scrutiny Forum, at its meeting on 11 June 2007, explored a variety of possible options. During the course of discussions, Members acknowledged the positive impact which the provision of recreation activities has across all sections of the community. Concern was, however, expressed regarding barriers which can make access difficult for children and young people across Hartlepool. These included cost, location and transportation.
- 2.2 In recognition of the importance of this issue, Members were keen to undertake an in-depth investigation and explore possible ways of improving accessibility. The Forum established that for the purpose of this investigation recreation activities would be defined as 'those activities undertaken by children and young people, aged 5 – 19 years, in their spare time (e.g. outside school)'.
- 2.3 The Forum discovered that recreation provision could be divided into five categories (Sport, Arts and Culture, Organised Activities (e.g. Scouts and Guides), Free Play (e.g. meeting friends) and Other Activities. Recognising that an in-depth investigation of all five of these would not be possible, within this years Work Programme, the Forum chose to focus its attentions on the following categories of recreation:-
- (i) Organised Activities (e.g. Scouts and Guides), and
 - (ii) Free Play (e.g. meeting friends).

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 The overall aim of the Scrutiny investigation was to examine the provision of recreation facilities for children and young people in Hartlepool and explore ways of removing barriers to access.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

- 4.1 The Terms of Reference for the Scrutiny investigation were as outlined below :-
- (a) To gain an understanding of national and regional policy/guidance relating to the provision of recreation activities for young people;
 - (b) To consider, and agree, a definition of 'recreation activities' and 'young people' for the purpose of this investigation;
 - (c) To gain an understanding of the recreation activities available for young people in Hartlepool;
 - (d) To explore the recreation activities which young people in Hartlepool enjoy/utilise and identify the barriers to access which might exist, including transportation and costs;
 - (e) To identify ways of removing any barriers to access to recreation activities for young people in Hartlepool that might exist;
 - (f) To compare examples of good practice in other Local Authorities to improve access to recreation activities for young people;
 - (g) To seek the views of young people and local residents, including representatives of minority communities of interest and vulnerable groups, in relation to access to recreation activities for young people in Hartlepool; and
 - (h) To identify how those responsible for the provision of recreation activities for young people in Hartlepool intend to implement the 7 vision statements on participation agreed by Cabinet on June 24th 2007.

5. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM

- 5.1 The membership of the Children's Scrutiny Forum was as detailed below :-

Councillors S Cook, Coward, Fleet, Griffin, A E Lilley, London, Plant, Preece, Shaw, Simmons and Worthy

Co-opted Members:

Elizabeth Barracough, David Relton and Jesse Smith

Leigh Bradley, Hannah Shaw, Chris Lund, Kelly Goulding and Gillian Pounder

Resident Representatives:

John Cambridge, Evelyn Leck and Michael Ward

6. METHODS OF INVESTIGATION

6.1 Members of the Children's Services Scrutiny Forum met formally from 12 July 2007 to 7 April 2008 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Evidence from Ward Councillors;
- (b) Evidence from children and young people who access recreational activities in Hartlepool;
- (c) Evidence from local residents, including parents and carers of children who access recreational activities;
- (d) Evidence from the Member of Parliament for Hartlepool;
- (e) Evidence from the Elected Mayor;
- (f) Evidence from the Cabinet Member with Portfolio Holder for Children's Services;
- (g) Evidence from the Children's Services Department (including the Youth Service) and Adult and Community Services Department.
- (h) Evidence from Hartlepool Young Voices;
- (i) Evidence from representatives from other Local Authorities with examples of good practice, including site visit to Middlesbrough Borough Council;
- (j) Evidence from representatives from voluntary sector groups/bodies, minority groups and vulnerable people, and
- (k) Evidence from the Neighbourhood Policing Teams.

FINDINGS

7. POLICY / GUIDANCE FOR THE PROVISION OF RECREATION ACTIVITIES FOR CHILDREN AND YOUNG PEOPLE

7.1 During the course of the investigation, the Forum came to understand that the benefits of providing recreation activities for children and young people were considerable, in terms of developing personal / interpersonal skills, confidence building and wellbeing (both economic and physical). There were also clear benefits for parents, carers and the wider community, including improved family relations, increased participation in activity, reduced obesity, increased educational attainment and reduced anti-social behaviour.

7.2 Members found that the importance of play, and making space for it, had been the subject of campaigning and awareness raising at a national level for a number of years. Evidence provided further illustrated to the Forum the Government's commitment to providing recreation activities for children and young people and the importance of formulating policies and strategies to facilitate this. These included:-

- (i) **'Time for Play' (Department for Culture, Media and Sport)** was aimed at encouraging greater play opportunities for children and young people;
- (ii) **The Education Act 1996 (Section 507B)** required that every Local Authority in England must, so far as reasonably practicable, provide sufficient recreational leisure time activities and facilities, for the improvement of young people's well being;
- (iii) **The Youth Matters Green Paper** contained a duty for Local Authorities to secure positive activities for young people, as both a commissioner and provider, with National Standards indicating that 'positive activities' should have a broad scope with access opportunities to:-
 - (i) Volunteering;
 - (ii) Sport and recreational/cultural activities; and
 - (iii) Constructive activities in clubs, youth groups or classes.
- (iv) **The Dobson Review 'Getting Serious about Play'** was commissioned by the government to advocate and raise the profile of play across government departments. The report prompted a funding scheme for play from the Big Lottery Fund in England and Wales;
- (v) **The Game Plan 2003** was aimed at increasing significantly levels of sport and physical activity with the target of achieving 70% of the population as reasonably active by 2020;

- (vi) **'Every Child Matters'** is a shared national programme to ensure that Children's Services work better together with parents, carers and organisations to help give children and young people more opportunities and better support.
- (vii) **The North East Regional Plan for Sport and Physical Activity** had eleven priorities around sport and physical activity in the region, one of which was to improve access to all for all facilities and programmes; and
- (viii) **The Sport and Recreation Strategy of 2000** emphasised the need for a strategic overview of refurbishment of facilities or development of new facilities. This has been evident in the investment in facilities locally such as Summerhill Country Park, King George V Playing Fields, Grayfields Recreation Ground and the Headland Sports Hall.

7.3 On a local basis, Members were encouraged to find that over recent years major emphasis had been placed on the removal of barriers to participation in sport and physical activity. This has been evident in the following programmes currently being successfully delivered:-

- (i) The Swimming Development Strategy;
- (ii) The Football Development Plan;
- (iii) The Hartlepool Exercise for Life Programme;
- (iv) The Outdoor Activities Programme;
- (v) The Active Card scheme;
- (vi) The Indoor Leisure Facility Strategy;
- (vii) The Multi Use Games Area Study (Inspirational strategy to address some of the shortfall in Multi Use Games Areas); and
- (viii) The "PPG17" Open Spaces Strategy (would inform the Council and Members of gaps in provision).

8. **HOW RECREATION ACTIVITIES FOR CHILDREN AND YOUNG PEOPLE ARE PROVIDED - REGIONALLY AND IN HARTLEPOOL**

8.1 As a starting point for the investigation, the Forum gained an understanding of how recreation activities are provided for children and young people regionally and in Hartlepool. Members also explored the strategies in place in Hartlepool to ensure that they are as easily accessible as possible.

Regional Provision of Recreation Activities for Children and Young People

8.2 From the evidence provided by Play England, Members were shocked to find that for every acre of land given over to public playgrounds, over 80 acres are given over to golf. Also, that on average there is 2.3 sq m of public space for each child under 12 in the United Kingdom (about the same as a kitchen table).

- 8.3 Members were advised that on a regional perspective the three key challenges to providing play for children were that it needed to be free at point of access, the children needed to be free to come and go and do what they want when they're there. As a means of meeting these challenges the Forum was pleased to find that Hartlepool was one of 23 local authorities who had put a Play Strategy in place and had been successful in bidding for BIG lottery funding. Members were fully supportive of the continued development of the Play Strategy and the need for the provision of creative recreation provision, the involvement of children and young people in the development of which was vital to encourage ownership. It was also noted that Hartlepool's draft Open Space Strategy included provision for the upgrading of play facilities/areas for children with disabilities to ensure inclusion for all children. An important element of this strategy was also the involvement of young people in the development of new, or upgrading of existing, play facilities / activities.
- 8.4 The Forum noted with interest that in just the last generation, the 'home habitat' of a typical 8 year old (i.e. the area they can travel on their own) has shrunk to one-ninth of its original size.⁽ⁱ⁾ Members considered the types of play they participated in as children / young people highlighted the historical importance of free play and the types of things children / young people were no longer able to do as a result of personal safety concerns. Whilst it was acknowledged that there were 'stranger danger' issues to be considered, the Forum was pleased to find that provision would include supervision by appropriately checked personnel (Play Rangers) and would be provided on a local level within the community to encourage community cohesion and ownership. Members supported the use of Play Rangers and noted that there was a lot of work to be done, not specifically in making children safer but in making parents feel that their children are safe in the facilities /activities provided.

How Recreation Activities are Provided for Children and Young people in Hartlepool

- 8.5 Members discovered that recreation activities for children and young people in Hartlepool are provided through a variety of routes including extended schools, play schemes, the voluntary sector, the youth service and the leisure service. A summary of each of these routes of provision is as follows:-
- (i) **Extended Schools** - Recreation activities for children and young people age 5 – 19 years are delivered through a varied menu of activities, including sporting activities, and wider community access to sports, arts and ICT facilities;
 - (ii) **Play Development** - These include Summer Playschemes, a National Playday and Out of School and Holiday Care Schemes;
 - (iii) **The Voluntary Sector** - A leading provider of services for children and young people in Hartlepool, not only as providers of "open access"

activities but also “targeted and referred access”. The third sector is a major provider of out of school clubs, special interest groups and holiday play opportunities. These are typically locality based and work primarily with children and young people from within that locality;

- (iv) **The Youth Service** – The Youth Service is the largest single provider of facilities and activities. These facilities / activities are provided by the Youth Service or commissioned by / to the Youth Service. The Youth Service also uses private providers (e.g. cinemas, pools, ice rinks, theatres, marina, etc). The primary aim of the Youth Service is the personal and social development of young people, and it uses facilities and activities to achieve this. The Youth Service provides open access, targeted and project work and increases access to young people by detached and mobile provision; and
- (v) **Community Services** - Offers a wide range of formal and informal sporting and recreational facilities, with in total 16 open access play areas and a variety of sports venues (including major leisure centres, satellite sites such as the Community Centres, School Sites and club sites). Partnership working with sports clubs and other organisations has been developed over the years to provide sporting and recreational activity.

- 8.6 Considering the information provided above, Members expressed concern regarding the transitional issues for children between 11 and 13, in accessing recreation activities. Members learned that transition in terms of access to leisure and recreation for this age group was a national issue and were concerned that whilst organisations set age limits with the best of intentions, or as a result of funding guidance, children develop at different rates. Members were very concerned that this often left those who mature quicker in an unsatisfactory position and were in support of identifying a way forward that dealt with each child on its own developmental merits rather than simply on an age basis.

Strategies in Place to Ensure that Recreation Activities for Children and Young People in Hartlepool are Accessible

- 8.7 During the course of the investigation, Members were encouraged to find that the provision of recreation activities for children and young people was viewed as being exceptionally important by the local authority. Members noted with interest that in addition to the actions outlined in Section 9 of this report, for the removal of barriers to access, a variety of strategies were also being implemented to ensure that recreation activities provided for children and young people in Hartlepool were as easily accessible as possible. These strategies covered the youth service, voluntary sector and leisure service.
- 8.8 The Youth Service:-

- (i) *Freezing of Charges* - For building based provision charges have been frozen for a number of years. At present, young people pay an annual membership of £1 and 30p every time they attend a project;
- (ii) *Flexibility in opening days and times* - Facilities are open evening, at weekends and during the holidays offering a service which does not clash with school times. "Midnight soccer" is also provided in response to demand from Asian young men, many of whom work in catering;
- (iii) *Targeting and Support of Activities to Under Represented Groups* – These groups include The Young Carer's; Salaam Girls Group; Rossmere PHAB and Asian Girls Cultural Groups; Music Group; Hartlepool Special Needs Group for Duke of Edinburgh's Award and Hartgables;
- (iv) *Facilitating attendance of Smaller Groups to Recreation activities outside Hartlepool* – When the needs of groups with low numbers cannot be met directly (e.g. Hartlepool deaf young people) youth workers are provided to transport them to activities elsewhere where they can engage in a more appropriate and meaningful way with similar groups; and
- (v) *Use of Youth Opportunity/Capital Funds* - Utilised to offer "hard to reach" young people the opportunity to get funding for activities and recreation.

8.9 Community Services:-

- (i) *Use of the Planning Policy Guidance (PPG17) Open Spaces Strategy (OSS)* - Many recreational activities (Play Areas, MUGA's, Summerhill, Skate Parks) were both free and accessible to young people and the OSS was used to assess gaps in provision;
- (ii) *Multi Use Games Strategy* - Work was already in place to address some of the shortfall in Multi Use Games Areas and although this strategy is inspirational it was to inform where provision would be prioritised should funding become available;
- (iii) *Free Sports Development Programme Places* - Development programmes in Sports Development were often free or at low cost to young people with the recent summer programme an example with activities ranging from 50p for a football camp to £20 for a three day outdoor activities adventure camp;
- (iv) *Free Swims* - The success of the recent Free Swimming Initiative in Hartlepool had resulted in the replication of the initiative this year with funding being accessed from the PCT to provide free structured swimming over the summer holiday period; and

- (v) *The Active Card for Young People* - Available free to those meeting concessionary criteria, the card had been very popular (528 young people currently had the free active card concession, and a further 208 who are holders of active card memberships).

8.10 Considering strategies implemented by the voluntary sector, Members noted that as these groups grew as a consequence of developing local need, and were often personality driven, access was easily encouraged. One issue identified was, however, the challenge of access for residents with a disability and this was being tackled. This issue was also discussed further in Section 12 of this report.

9. **BARRIERS TO ACCESSING RECREATION ACTIVITIES FOR CHILDREN AND YOUNG PEOPLE IN HARTLEPOOL**

9.1 An important aspect of the Forum's investigation was the identification of barriers and possible ways of removing them. Members obtained this information in two ways, from existing research as identified in this section of the report, and 'first hand' through the Forum's co-opted young people and a variety of public consultation, as outlined in Section 12 of this report.

9.2 Evidence from various consultation processes outlined a variety of barriers as follows:-

(a) **Hartlepool's Play Strategy and Action Plan**

- (i) Fear of bullying, gangs, drug addicts and underage drinking in public spaces;
- (ii) Lack of safe play areas;
- (iii) The cost, and lack, of transport;
- (iv) Little or lack of localised provision;
- (v) The cost of accessing many activities;
- (vi) Lack of supervision of outdoor activities and play areas; and
- (vii) Limited access to school grounds outside of school hours.

(b) **'Things to do, places to go and someone to talk to' - National Youth Agency (2006)**

- (i) Transport;
- (ii) Information about what's on; and
- (iii) The places themselves.

(c) **Department of Children, Schools and Families' Ten Year Strategy for Positive Activities (July 2007)**, reflects that nationally children and young people from all backgrounds face both practical and personal barriers to accessing activities. Although disadvantaged young people are more likely to experience barriers, which include:-

- (i) A lack of awareness of what is on offer;

- (ii) Cost;
- (iii) Transportation;
- (iv) Location; and
- (v) A lack of motivation, inspiration or confidence to attend.

(d) The Secondary School Big Lottery Consultation:-

- (i) I'm too busy;
- (ii) Activities I want are not offered; and
- (iii) I don't want to stay in school for activities.

(e) User Survey

- (i) More trips;
- (ii) Better ICT equipment;
- (iv) Projects open more evenings (those only open twice per week);
- (v) More activities", as things they saw that would improve the youth service; and
- (vi) Cost was not indicated as a barrier (£1 per year and 30p per attendance), was endorsed as appropriate.

(f) Viewpoint 1000

- (i) Information;
- (ii) Transport;
- (iii) Activities being in the wrong place and at wrong times; and not being seen as 'cool'.

9.3 Members noted with interest that the barriers identified were similar regardless of the age, gender, race or religion of those asked. It was also recognised that many of the barriers mirrored those mentioned earlier in the report in terms of safety marketing / publicity for activities. This served to reinforce the Forum's support for the use of Play Rangers as a way to remove the safety concerns and the need for improve marketing of activities.

10. WHAT CHILDREN AND YOUNG PEOPLE IN HARTLEPOOL WANT IN TERMS OF RECREATION ACTIVITIES

10.1 An issue of real importance to the Forum was the identification of what children and young people actually want, whether what was provided meets need and how they would like to see resources spent. Members noted with interest the following information:-

(a) The Primary School Big Lottery Consultation ('After School Activities'):-

- (i) 76% would like to use computers after school (78% before school);
- (ii) 84% would like to play with friends after school (85% before school);

- (iii) 63% would not like to do homework after lessons;
- (iv) 72% would like sport to be available (67% before);
- (v) 65% would stay for food after lessons (47% before);
- (vi) 76% would like to participate in art after school; and
- (vii) 65% would like to stay after school to participate in a club.

(b) Youth Service User Survey 2006 – What Young People Wanted

- (i) A place to meet with friends (19%);
- (ii) Somewhere to relax and chill out (15%);
- (iii) Sports/activities (13%);
- (iv) Trying new things (12%);
- (v) Discos/raves (9%);
- (vi) Trips/residential (8%);
- (vii) Arts and crafts (6%);
- (viii) Learn things/training (6%);
- (ix) Get certificates (5%);
- (x) Help and support (4%); and
- (xi) Other (3%).

(c) Youth Service User Survey 2006 - What Young People Said They Got

- (i) Fun and enjoyment (28%);
- (i) Confidence (14%);
- (ii) Chance to do new things (14%);
- (iii) Advice (13%);
- (iv) Motivation (9%);
- (v) Help and support (8%);
- (vi) Information on issues (5%);
- (vii) Accreditation/certificates (4%); and
- (viii) Something else (3%), nothing at all (2%).

10.2 Members recognised again that many of the issues and views expressed were reflected across age groups and the high priority placed upon the need for somewhere to go and meet friends and somewhere to relax and chill out. In addition to this, the Forum noted that the National Youth Agency document in 2006, entitled 'Things to do, places to go and someone to talk to', had shown that when considering how to spend resources young people would like to see funding allocated to the provision of:-

- (i) Support from skilled adults (38%);
- (ii) Actual activities (35%); and
- (iii) Improved access (27%).

10.3 Members also noted that the same document had shown that in terms of the improvement of access to activities young people resources should be allocated to improve:-

- (i) The quality of venues and where activities are held (44%);

- (ii) Transport (29%); and
- (iii) The provision of information (27%).

10.4 The Forum recognised the value in all of the suggestions for future development of the provision of recreation provision and from the information provided noted in particular the positive effect the provision of skilled adults would have on the provision of activities.

11. GOOD PRACTICE IN OTHER LOCAL AUTHORITIES

11.1 As part of the Forum's remit, consideration was given to comparing neighbouring authorities activities to improve access to recreation activities for children and young people. As a means of obtaining this, Members of the of the Forum visited Middlesbrough Borough Council on the 14 January 2008 and observed 'first hand' the provision of facilities at Prissick Plaza Skate Park, youth shelters at Pallister Park and Albert Park and a 'Pod' on the Easterside Estate.



Inside and outside the 'Pod' on the Easterside Estate



Youth shelter in Pallister Park

11.2 During the course of the visit various issues were discussed and Members were interested to find that:-

- (i) In terms of the Easterside 'Pod':-

- (a) Young people played a very active role in its management and selection of activities provided;
 - (b) A key element of the success of the 'Pod' had been the appointment of two paid supervisors / Youth Workers, paid for by the Easterside Partnership, who were present at all times in the POD at all times; and
 - (c) Evidence was that the 'Pod' had a significant impact in the area, including the eradication of graffiti.
- (ii) In terms of Youth Shelters:-
- (a) Pallister Park was no longer locked on an evening and whilst every effort had been made to locate the shelter away from residents the size of the park had meant that it was still very close to houses and could be easily seen by Police and residents;
 - (b) A key element of recreation provision in the part was the provision of areas for specific age groups and the provision of a free 'Kicks' football training programme;
 - (c) No complaints were now being received and at times i.e. a Friday night could see 200 children in the park. At these times the Police Community Support Officers are on hand;
 - (d) Police support was vital to the success of shelters, both in terms of residents and young people;
 - (e) Young people had been fully consulted on the form and location of shelters;
 - (f) Indications from local Police were that the availability of facilities in the park, including the shelters, had a positive effect on anti social behaviour outside the park. There was also very little in the park;
 - (g) Evidence is that young people will travel fairly large distances to use the facilities, including the shelters;
- (iii) In terms of Prissick Plaza Skate Park:-
- (a) The employment of an Extreme Sports Officer, funded as part of the overall 'set up' costs for the site, and introduction of coaching sessions had been instrumental to the success of the site;
 - (b) Facility placed upon a neglected site with considerable consultation undertaken with young people in terms of what they wanted;
 - (c) Whilst there had been concerns regarding the sites proximity to local housing, considerable work had been done with residents to allay

their fears through the planning process. The result now being that although there had been some complaints early on, no issues were now being raised by residents;

- (d) Use of CCTV cameras played significant role in the success of the site;
- (e) There were major cultural issues in terms of the users of the site; however, the work of the staff (including maintenance staff) in conjunction with street wardens had helped to prevent problems;
- (f) Key to the success of the scheme had been the existence of strong political and financial support.

11.3 During the course of the visit those Members present were impressed with the use of 'Pods' and youth shelters but were aware of the contentious nature of selecting locations for them. Despite these concerns the Forum was of the view that the use of 'pods' and youth shelters in appropriate areas should be supported as a way forward for the provision of 'free play'.

11.4 It was however, evident to the Forum from its site visit that the provision of appropriate support was vital to the success of these initiatives. As such youth workers, or similar skills adults, should be in place in the 'pod's and close working relationships created with the Police / CPSO's / Community Wardens with a view to them 'keeping an eye' on the youth shelters.

11.5 This view was shared by the Forum co-opted young people, with the proviso that they be placed in accessible areas with. Young people were in fact in their role on Hartlepool Young Voices going to visit the Easterside 'pod' to look into it further.

12. COMMUNITY ENGAGEMENT

12.1 Members of the Forum were keen to engage with the community regarding barriers to accessing recreation activities for children and young people in Hartlepool. In doing this, Members received evidence from the Forum's co-opted young people, organised groups (e.g. the Belle View Centre and groups such as the Boys Brigade, Sea Cadets, etc.), the Portfolio Holder for Children's Services and the Town's MP.

Evidence from the Forum's Co-opted Young People

12.2 As part of the Forum's continually innovative approach to evidence gathering, the young people co-opted to the Forum agreed to undertake an informal survey of their peers (older than 11) to ascertain their views on:-

- (a) What they like about Hartlepool;
- (b) What they think of the town's recreation provision;
- (c) How they like to spend their time; and

(d) What the local authority could do to change young people's views on recreation provision.

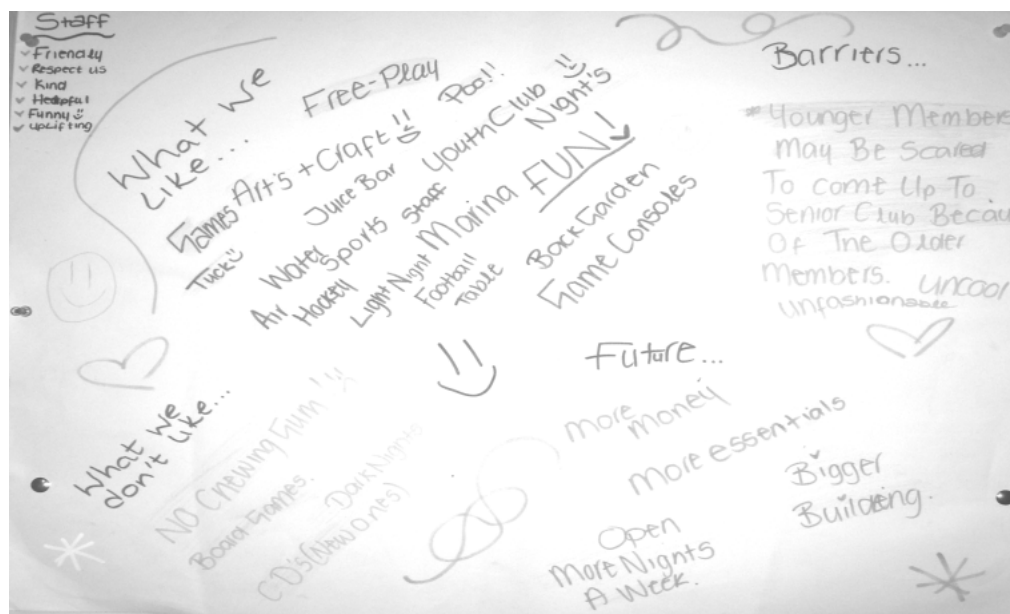
- 12.3 As part of this informal survey a 'mind mapping' exercise was undertaken by the young people and the outcomes of this as outlined below were presented to the Forum on the 25 February 2008:-



Presentation by the Forum's co-opted young people co-opted onto the Forum at the meeting on the 25 February 2008.

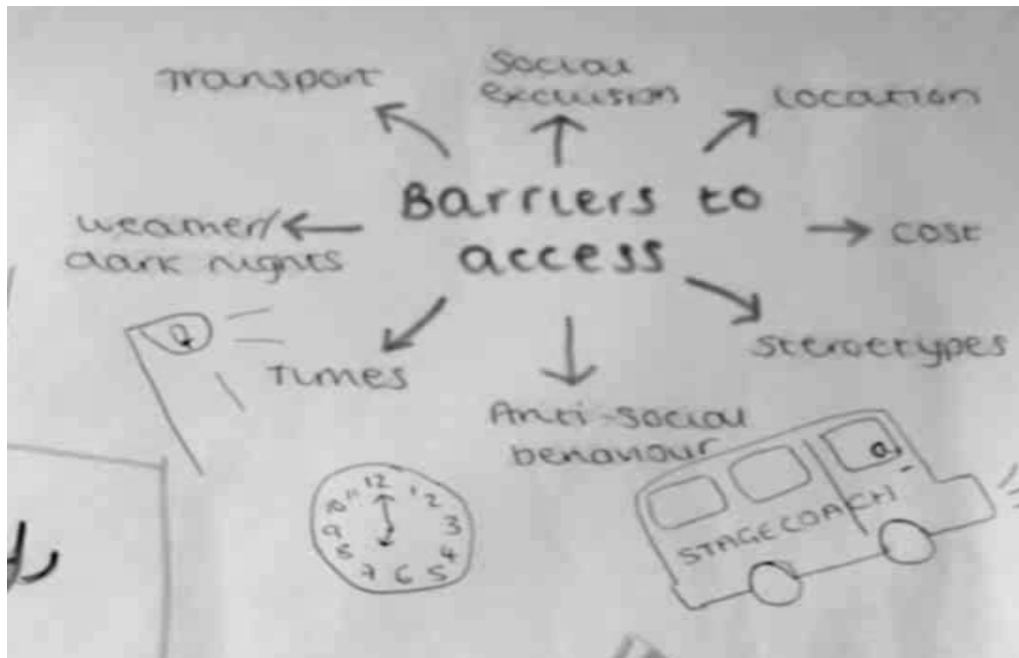
- 12.4 The results of the 'mind mapping' exercise illustrated to the Forum the mixed nature of views in terms of living in Hartlepool, from loving it to having nothing to do or nowhere go. Adult perceptions was also discussed with indications that young people expect adults to think that they all cause trouble, drink and smoke. The Forum took on board these views and wasted no time in agreeing that the minority of young people cause anti-social behaviour and NOT the majority.

Mind-Mapping – What young people like to do, barriers, etc.



- 12.5 The Forum acknowledged the value of comments regarding the need for youth provision to be accessible at sensible times and for all ages and again noted the need for improved advertising / marketing of activities and the provision of trained staff. It was also recognised by the Forum that the involvement of young people in the consultation process for the provision of recreation activities was vital for future success.

Mind-Mapping - What young people think are the primary barriers to recreation activities provision



- 12.6 During the course of the presentation given by the Forum's co-opted young people, Members attention was drawn to the 7 Vision Statements on participation and consideration given to how they could be incorporated into the provision of recreation activities.
- 12.7 Throughout the investigation comments regarding the importance of young people's involvement in the consultation and decision making process had been made. Members were clear in their support for the introduction of an appropriate process to ensure that this occurs and it was agreed that the 7 Vision Statements would play an important part in this. As a way of achieving this, Members were of the view that the local authority should work with its recreation partners to ensure that the 7 Vision Statements are incorporated within the ethos of the organisations.

Evidence from the Portfolio Holder for Children's Services and the Town's MP

- 12.8 As part of the Forum's investigation the Portfolio Holder for Children's Services and the Town's MP were invited to give evidence at the meetings held on the 16 July 2008 and 1 October 2008, respectively. Members noted

with interest the views expressed during the course of each of these meetings, details of which are as follows:-

- (i) That Hartlepool is in reality very well served in relation to recreational activities and that the Forum should not lose sight of this;
- (ii) The key issue for consideration is the provision of locations where young people can meet in a safe, clean and warm environment i.e. the proposed smoothy bar at one of the secondary schools in the town;
- (iii) That the local authority needs to find innovative ways of providing recreation provision and consideration needed to be given to the mainstreaming of no strings attached funding for all recreational activities in order to remove reliance on short term funding arrangements;
- (iv) It was noted that young people needed appropriate levels of support when undertaking recreational activities and that a national survey had highlighted that one of the biggest factors taken into account by young people when deciding whether to undertake any recreational activity was the support offered to them; and
- (v) That the local authority had the responsibility to determine the provision of recreational activities within the Children and Young People's Plan and determine if this provision was a strategic priority, whilst ensuring appropriate resources were made available for this.

Evidence from Organised Groups and Local Diversity Groups

12.9 During the course of the investigation a variety of organised groups gave evidence to the Forum on their views regarding access to recreation activities and the issue associated with it. These included the Sea Cadets, the Boys Brigade, Eldon Grove Tennis Club, the Scouts, the West View Project and Hartlepool Special Needs Support Group.

12.10 Members noted with interest the issues raised during discussion with each of these groups. A summary of which is as follows:-

- (i) The lack of funding to the voluntary sector, the risks of staff redundancies as well as the need for Council funding was highlighted. It was suggested that the Council should ensure funding was accessible to allow voluntary organisations to continue to operate;
- (ii) The Forum supported the need for a combination of both organised and free play; and
- (iii) Attention was drawn to the problems experienced by organised group in affording to use Council facilities to provide session /events. Organisation felt that they didn't know what facilities are available and suggested that greater publicity was necessary; and

- (iv) Members noted that informal survey of organised activity providers (Guides, Scouts, etc), the results of which illustrated the downward trend in terms of numbers of young people taking part in them. Members were reassured to find that this was not unique to Hartlepool and that it was in fact a national trend.
- 12.11 Following discussions, the Forum noted with interest the organisations views on ways to improve the provision of organised recreation services / activities in Hartlepool. Members took on board a suggestion that consideration needed to be given to how Council facilities are let to voluntary organisations and possible ways of making this cheaper.
- 12.12 In relation to activities for people with disabilities, the Forum received evidence from the Chair and one of its co-opted members in terms of their attendance at a seminar "Everyone is born in..." The aim of the seminar had been to examine how young people with disabilities can be included in day to day activities and ensuring access to recreation facilities was made available. With this in mind and based upon the evidence received, Members supported the view that people with disabilities should have the option to access the same recreational activities as everyone.
- 12.13 Following on from this issue, the Forum learned that whilst there appeared to be a sufficient amount of provision in terms of recreation activities for young people with disabilities there was an issue around their advertising and parents knowing what could be accessed by their children. In view of this the Forum suggested that a way of bringing this information to the attention of parent needed to be explored.

13. CONCLUSIONS

13.1 The Children's Services Scrutiny Forum concluded:-

- (a) That a good level of recreation activities are provided in Hartlepool for young people, although evidence provided showed that ways of improving the marketing of activities to bring them to the attention of young people and parents was further required;
- (b) That a more innovative approach to the provision of recreation facilities for young people, such as the use of pods and youth shelters, was required together with the introduction of a relaxed presence of the Police / PCSO's / Community Wardens and youth outreach workers in the proximity of such facilities;
- (c) That the involvement of young people in the decision making process for the provision of recreation activities was essential, particularly in the sighting of any future 'pods' or youth shelters and where appropriate should be involved in supporting the submission of applications to the Planning Committee;

- (d) That the availability of transport to access activities was an issue for young people and needed to be explored further, including the provision of free bus passes;
- (e) That emphasis was placed upon the importance of an fully inclusive strategy for the provision of recreation activities for young people, including those with disabilities;
- (f) That whilst recreation provision in Hartlepool consisted of a mixture of sports, arts and culture, organised activities and free play, attention was drawn to the importance of a balance between free and organised play;
- (g) That organised groups form a valuable part of recreation provision for young people in Hartlepool, however, ways of assisting groups to utilise council facilities, in terms of costs and access, needs to be explored;
- (h) That given today's society parents are understandably protective of certain types of recreation provision that includes an element of risk, however, there is a balance to be struck to allow young people to develop and explore their boundaries;
- (i) That the local authority has the responsibility to determine the provision of recreational activities within the Children and Young People's Plan and determine if it is a strategic priority, whilst ensuring appropriate resources are made available to ensure quality provision; and
- (j) That within Hartlepool it was evident that a negative perception exists in that the majority of young people did not respect their community, however, in reality it was found to be only a minority of individuals. Members recognised that Hartlepool's position was not unique as this was a perception that needed to be redressed nationally.

14. RECOMMENDATIONS

- 14.1 The Children's Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are as outlined below :-
- (a) That a process be implemented to ensure that young people are fully supported to participate in the future development and provision of recreation activities in Hartlepool;
 - (b) That as part of any planned future recreation activities consideration be given to the use of 'pods' and youth shelters, with the close involvement of young people, and other stakeholders, throughout the process from location / selection of structure to Planning application;

- (c) That an action plan be produced that explores ways of addressing the barriers to accessing recreation activities for young people, as outlined in the report (Section 9 refers);
- (d) That further work be undertaken to increase the marketing of recreation activities to target all young people, and their families across Hartlepool;
- (e) That, in recognition of the availability of transport as a barrier to access, the introduction of free bus passes to young people be supported and the practical feasibility of such a scheme explored, including the suitability of existing routes and timetables to meet young people's needs; and
- (f) That the Local Authority works in partnership with organised groups to ensure that they are fully aware of the funding / assistance available to them, and how it can be accessed, to improve their long term sustainability.

ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:

Councillor Cath Hill – The Portfolio Holder for Children's Services;
 John Robinson, Children's Fund Manager;
 Peter Davies, Principal Youth Officer;
 John Mennear, Assistant Director (Community Services);
 Mark Gwilt, Team Manager, Children's Services Department;
 Pam Swainson, Social Worker, Children's Services Department;
 Tracy Liveras, Young People and Play Co-ordinator;
 Les Nevin, Access Officer;
 Sally Forth, Anti-Social Behaviour Co-ordinator;
 Andrew Pearson, Parks and Countryside Manager;

External Representatives:

Iain Wright, MP;
 Officers from Middlesbrough Borough Council;
 Kirsty Thompson, Regional Development Officer, Play England;
 Alex Sedgewick, Belle Vue Community, Sports and Youth Centre;
 Dave Wise, Rebecca Wise, Joseph Waugh, Toni Mason, Michelle Mincher, Arran Frame West View Project;
 Beth Hawkrige, Nikki Pearson, Jill Bousfield Barnardos;
 Stuart Thompson, Boys Brigade;
 Eric Priest, Sea Cadets;
 Tom Rayner, Eldon Grove Tennis Club;

Brian Carter, Scouts;
Paul Thompson, Hartlepod Families First;
Karen Gibson, Robert Clarke Hartlepool Carers Positive Futures Project;
Eileen Cockrill, Laurie Dobson, Susan Sotheran, Liz Ford, Children's Fund;
David and Veronica Gardner, Middleton, Raby Road Residents Group.

COUNCILLOR J SHAW

CHAIR OF CHILDREN'S SERVICES SCRUTINY FORUM

April 2008

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BACKGROUND PAPERS

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

- (i) Scoping Report – The Availability of Affordable Good Quality Rented Accommodation in Hartlepool (Regeneration and Planning Services Scrutiny Forum – 12 July 2007);
- (ii) Delivering Affordable Housing (Communities and Local Government – November 2006);
- (iii) Review of Housing Supply (Kate Barker – www.barkerreview.org.uk);
- (iv) Hartlepool Borough Council's Housing Strategy 2006-11;
- (v) <http://www.housingcorp.gov.uk/>;
- (vi) <http://www.core.ac.uk/core/#> (Core - Continuous recording System) monitors social landlord's lettings and sales in England.);
- (vi) <http://www.hqnetwork.org.uk/> (The Housing Quality Network is a network of local authorities, registered social landlords and housing associations which seeks to promote good practice and quality in the provision of rented accommodation in the UK.);
- (vii) Hansard Speech by Iain Wright on the 18 June 2007 (and Ministerial response); and
- (ix) Hartlepool Housing Needs Assessment
- (x) Blyth Valley Borough Council Scrutiny Report – Access to Leisure for Young People (2004);
- (xi) Youth Service Strategic Priorities, Needs Assessment for Operational Plan 2007-2008;
- (xi) Borough of Telford and Wrekin Scrutiny Report – Review of Youth Facilities (2004); and
- (xii) Children's Services Scrutiny Forum Report – Determination of Work Programme 2007/8 (11 June 2007).

SCRUTINY CO-ORDINATING COMMITTEE

18 April 2008



Report of: Scrutiny Manager

Subject: DRAFT OVERVIEW AND SCRUTINY ANNUAL
REPORT 2007/08

1. PURPOSE OF REPORT

- 1.1 To provide the Scrutiny Co-ordinating Committee (SCC) the opportunity to consider the Draft Overview and Scrutiny Annual Report for 2007/08.

2. BACKGROUND INFORMATION

- 2.1 As outlined in the Authority's Constitution, it is a requirement of the Overview and Scrutiny Function to produce an Annual Report, detailing the work of the Scrutiny Co-ordinating Committee and the four standing Scrutiny Forums that has been undertaken during the last 12 months together with suggested developments etc for the forthcoming year.
- 2.2 Last year was the second year an Overview and Scrutiny Annual Report was produced, which was also very well received by Full Council, partners and members of the public.
- 2.3 Given the extremely tight timescales for the production of the Draft Annual Report for 2007/08, together with allowing the Chair of the Scrutiny Co-ordinating Committee and the Chairs of the four standing Scrutiny Forums the opportunity to comment on the relevant pages that relate to the work of their Committee/Forum, a copy of the Draft Annual Report will be circulated during this meeting.
- 2.4 Following the views of this Committee in relation to its content, the Annual Report will be presented to the first meeting of Council in the new Municipal Year (26 June 2008) and will also be despatched to key stakeholders and public buildings for information.

3. RECOMMENDATIONS

3.1 It is recommended that the Scrutiny Coordinating Committee:-

- (a) Notes the content of this report;
- (b) Considers the content of the Draft Overview and Scrutiny Annual Report for 2007/08, to be circulated at this meeting; and
- (c) Notes that the Overview and Scrutiny Annual Report for 2007/08 will be presented to the first meeting of Council in the Municipal Year 2008/09 (26 June 2008 at 7.00 pm) and despatched to key stakeholders and public places for information.

Contact Officer:- Charlotte Burnham – Scrutiny Manager
Chief Executive's Department - Corporate Strategy
Hartlepool Borough Council
Tel: 01429 523 087
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BACKGROUND PAPERS

No background papers were used in the preparation of this report.



Overview & Scrutiny Annual Report 2007/08

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FOREWORD



After another busy and interesting year, I am pleased to introduce the Council's third Overview and Scrutiny Annual Report for 2007/08.

This Annual Report outlines how the Council's Overview and Scrutiny Function continues to develop and highlights

the key areas of work undertaken by each of the Scrutiny Forums during the last 12 months.

In Hartlepool, Overview and Scrutiny continues to be a major role for frontline Councillors and is an opportunity to influence policy and drive up performance for the benefit of all those who live, work and visit the town.

One of the main principles of Overview and Scrutiny is to ensure our efforts add value to the work of the Council and its partners. This is by no means an easy task. Through the work of our Overview and Scrutiny Committees we have endeavoured to tackle issues that will make a difference to the lives of local people such as investigations into transport links to hospital services, future regeneration opportunities for Seaton Carew and the much debated Momentum: Pathways to Healthcare project that will result in both the building of a new hospital to serve the North Tees area and the significant transformation of community-based healthcare services.

As a result of the allocation of additional funding to support the work of the Overview and Scrutiny Function during this current financial year, we have where appropriate commissioned independent and specialist advice as part of the evidence gathering processes for a handful of investigations. In doing so, the funding has been wisely spent and in the long-term will result in improved outcomes and services.

I firmly believe our success lies in the freedoms, flexibilities and creativity that our Scrutiny processes and practices allow.

In fact one of the memorable achievements of this year was being shortlisted for the Council of the Year Award, for our commitment to giving young

people a strong voice through their co-option onto our Children's Services Scrutiny Forum. As part of the Children and Young People's Services Awards 2007, this led to significant national recognition as one of three local authorities that have made the greatest progress in shaping its services to be young-person centred.

Both in looking back at the achievements of the last 12 months and in anticipating further improvements ahead, Overview and Scrutiny in Hartlepool would not have the voice it has today in both the Council and local NHS decision making processes without the invaluable contributions of Elected Members, Resident Representatives, Co-optees, Officers, members of the public, local agencies and regional bodies. Effective Scrutiny when done well leads to more effective decision-making that champions the best interests of the community.

It is on this note that I must thank all who have taken part in one way or another in our Overview and Scrutiny arrangements in helping us achieve this.

Finally, I look forward to another challenging and successful year ahead together with the opportunities offered through new and pending legislative changes that will place further responsibilities on the Council's Overview and Scrutiny Function.

MA James

Councillor Marjorie James
Chair of Scrutiny Co-ordinating Committee

PART ONE

Introduction to Hartlepool's Overview & Scrutiny Function

Overview and Scrutiny was introduced by the Local Government Act 2000 and seeks to reflect the voice and concerns of the public in challenging the ways in which public services are delivered and Government policy is developed.

Developing this function has been a challenging task. However, since its introduction Overview and Scrutiny has continually evolved and significantly added value to the work of Local Authorities.

Overview and Scrutiny has the following functions:-

- Policy development and review
- Holding the Cabinet to account
- Investigating issues of local concern
- External Scrutiny (Health)

Overview and Scrutiny is objective and constructive, aiming to add value to any area it considers. Scrutiny is based on an evidenced process of exploration and deliberation which leads to Scrutiny Forums constructing reports and putting forward recommendations to the Authority's Cabinet and Council to advise on policies, budget and service delivery.

Overview and Scrutiny in Hartlepool operates in a non party political way and consists of five Scrutiny Forums, each with a specific remit based upon the Council's departmental structure.

Our Scrutiny investigations cover a wide range of topics and complex issues, ranging from specific local problems to broader issues of public concern, as well as the corporate themes being addressed by the Council.

The Scrutiny Co-ordinating Committee and the four standing Scrutiny Forums call upon Council Officers, Cabinet Members, expert witnesses, service users and best practice from other Local Authorities to answer questions and provide evidence about the issue being scrutinised.

Each Forum collates evidence to help them make recommendations to the Cabinet or full Council, and the length of a Scrutiny investigation will differ depending upon the issue being scrutinised.

We encourage community involvement at all stages of our Scrutiny investigations and continue to employ a variety of methods to gather residents views.

Overview and Scrutiny here in Hartlepool also engages with external partners and other organisations to obtain evidence in relation to Scrutiny investigations and to develop working arrangements of benefit to the Council as a whole.

The diagram on the opposite page details the structure of the Overview and Scrutiny Function in Hartlepool.



Overview & Scrutiny in Hartlepool

Children's Services Scrutiny Forum

Considers issues relating to (specialist) intervention, targeted (prevention) and universal services for children and young people.

Neighbourhood Services Scrutiny Forum

Considers issues relating to property, technical services, environmental services, emergency planning, public protection and housing.

Scrutiny Co-ordinating Committee

Involved in the Call-In process, conducting cross cutting reviews, considering financial and corporate issues, co-ordinating the Overview and Scrutiny Annual Work Programme and responsible for relaying Final Reports to the Authority's Cabinet and Council.

Adult & Community Services & Health Scrutiny Forum

Considers issues relating to specialist targeted and universal services in relation to Adults, Culture and Leisure and exercises the powers of the Health and Social Care Act 2001 in considering the provision of Health Services at both local and regional levels.

Regeneration & Planning Services Scrutiny Forum

Considers issues relating to regeneration, the Community Strategy, building control, development control, economic development, landscape and conservation, strategic housing and community safety.



PART TWO

The Overview & Scrutiny Work Programme For 2007/08

Scrutiny Co-ordinating Committee



Once again this has been a very demanding and challenging year for the Scrutiny Co-ordinating Committee having covered a very broad range of issues. Some have been visible to the public but others perhaps less tangible, but nevertheless important to the effective operation of the Council.

During my third year as Chair of this Committee, much of our work has been devoted to the budget setting process for 2008/09 and the performance and strategic direction of the Council. In addition to this we have focussed on a light touch review of the Authority's postal service, which resulted in recommendations being made around the centralisation of the service and potential efficiency savings.



The Committee has continued to follow and monitor the progress of the Council's School Transformation Programme. This is a very exciting opportunity that will provide many future generations of the children and young people of Hartlepool with state of the art educational facilities, through multi-million pound investment.

A Working Group was also established to consider the Council's on-going work surrounding local single status negotiations together with a revised pay and grading structure for its employees to be implemented later this year.

Furthermore, the Committee was actively

involved in the production of the Council's formal response to the Post Office Limited Network Change Programme. In support of maintaining the three branches proposed for closure in Hartlepool, namely Elwick Road, Hart and Raby Estate Branches, the views of local people were heard. The evidence presented at the meeting illustrated that the Post Offices proposed for closure in Hartlepool provide an essential service to their communities and for many, Post Offices are a lifeline and without them many people will become increasingly isolated. We await the outcome of the Council's formal response to the consultation process and whether the additional information provided to Post Office Limited will save the identified Post Offices from closing.



We concluded the year with the undertaking of a Referral from the Cabinet into the town's CCTV provision which will inform a more detailed investigation into issues relating to partnership working, funding, camera locations, renewals and maintenance by the Regeneration and Planning Services Scrutiny Forum in the 2008/09 Municipal Year.

In drawing the year to a close, 2008/09 promises to be as equally as challenging a year and I look forward to helping achieve resident focused improvements to local public services.

I would finally like to offer my personal thanks to my Vice Chair, Councillor Jane Shaw, who has represented me at Cabinet meetings throughout the year, the Chairs of the Scrutiny Forums, Charlotte Burnham and the Scrutiny Team.

Councillor Marjorie James
Chair of Scrutiny Co-ordinating Committee

Neighbourhood Services Scrutiny Forum



The Neighbourhood Services Scrutiny Forum has had an extremely successful year starting with an investigation into School Meals and finishing off with a detailed examination of Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision.

Jamie Oliver has obviously shifted the focus of the nation towards what our young people are eating on a daily basis in schools, but the provision of School Meals to the young people of Hartlepool was something that the Forum (excuse the pun) really enjoyed getting their teeth into. Members heard very detailed evidence about the take-up of school meals both in our local Primary and Secondary Schools. Pleasingly take-up has increased since 2005 with over 62% and over 54% of our respective Primary and Secondary School children taking up the option of school meals.



Members of the Forum took time out to see school meals being served and after gathering more evidence from head teachers, teachers, youth workers and the young people, this Forum was more than happy to congratulate the Catering Service on the quality, variety and cost of the service provided over the years. Cabinet endorsed our recommendations and we will continue to monitor with interest the progress made over the next year.

Our second topic was the consideration of 'Transportation Links to Hospital Services and Neighbourhood Services Department Transport Provision'. This emotive topic was aided by evidence gathering from a number of sources including our local MP, relevant local NHS bodies, Stagecoach and a vision of what the future may hold from the Tees Valley Joint Strategy Unit and the development of the Council's own Integrated Transport Unit.

Members also took it upon themselves to experience the difficulties faced by anyone wishing to utilise public transport to get to James Cook or North Tees Hospitals, and although I did not 'count them all out and count them all in', I am pleased to say that all Members who undertook such journeys, were able to feedback their experiences.



The recommendations produced a way forward ranging from the future involvement of this Council and affected neighbouring authorities in assessing the accessibility of any proposed new hospital site, options for continuing to run the H1 bus service between hospital sites to the promotion of the Hospital Travel Cost Scheme. With the creation of a new hospital serving Hartlepool on the horizon, this Forum's investigation I am sure will enhance this planning process and will hopefully 'iron out' any transportation issues before they arise.

I think as a Scrutiny Forum we can build on our successes this year and look forward to the new challenges and exciting opportunities that we may face in 2008/09.

Councillor Stephen Akers-Belcher
Chair of the Neighbourhood Services Scrutiny Forum

Children's Services Scrutiny Forum



The Children's Services Scrutiny Forum selected the issue of Access to Recreation Activities for Children and Young People as its main investigation for the 2007/08 Municipal Year.

The Forum wasted no time in commencing its investigation and insisted from the beginning that community involvement played a key part in the process. We were delighted to find that outside providers, residents and representatives from local community groups were exceptionally keen to be involved in the investigation. As Chair of the Forum, I can say that their input was key in helping the Forum obtain an understanding of the various types of recreation activities available, what is needed and the issues affecting their provision. This understanding was vital in the production of a series of balanced recommendations, to enhance the current and future provision of recreation activities for children and young people in the town.



Our decision to identify one main investigation for this year meant that we were able to respond to a referral from the South Neighbourhood Consultative Forum regarding the sustainability of externally funded community initiatives in schools.

We continue to be open to the use of innovative methods for the presentation of information,

including the use of 'mind mapping' by witnesses and co-opted young people, and in this instance the expertise of an independent Sports Consultant was utilised. The Consultant's work prompted a series of recommendations that will impact in the long term on policy and operational provision in relation to externally funded community initiatives.



The Forum has this year continued to develop its 'ground breaking' scheme for the involvement of young people in Scrutiny with the co-option of young people onto its membership. I am pleased to be able to say that our young people have again succeeded in providing a new and 'first hand' perspective on the Forum's work.

In addition to this, I am very proud to be able to say that, although we were piped at the post the innovation of this scheme resulted in us being considered for a 'Children and Young People Now' Award, as shown in the picture above.

As Chair of the Forum, I am pleased to be able to say that in terms of this year's work programme we have once again completed our investigations in time for the end of the Municipal Year. I believe that we have during the course of this year achieved many positive and constructive outcomes from our Scrutiny investigations and we look forward to continuing our good work into 2008/09.

Councillor Jane Shaw
Chair of the Children's Services Scrutiny Forum

Regeneration & Planning Services Scrutiny Forum



The Regeneration and Planning Services Scrutiny Forum selected 'The Availability of Good Quality Affordable Rented Social Accommodation' and 'Seaton Carew's Regeneration Needs and Opportunities' as its two investigations for the 2007/08 Municipal Year. The Forum has also kept a watchful eye on the delivery of its previous recommendations by monitoring the progress of former investigations into Railway Approaches, Youth Unemployment and Private Sector Rented Accommodation and Landlords.

The Forum wasted no time in considering the Availability of Good Quality Affordable Rented Social Accommodation as its first investigation for 2007/08. Members were extremely keen to look at this matter and I am pleased to say that the importance of the issue was reflected in the enthusiasm with which evidence was provided by residents, Cabinet Members, Social Landlords and the Town's MP. Evidence gathered during the course of the investigation demonstrated the importance of social rented accommodation as one of a number of ways of providing good quality affordable accommodation within the wider housing market and led to the formulation of a number of significant recommendations. These included the development / change of local policy to require the provision of affordable accommodation in all new housing developments and policy for the disposal of Council land.



Members undertook their second investigation into Seaton Carew's Development Needs and Opportunities with characteristic enthusiasm and from the beginning were successful in involving Seaton Carew residents and Ward Councillors, through open discussions at each Forum meeting and a very well attended public Focus Group session. The views expressed assisted the Forum in formulating its recommendations and conclusions, including the importance of 'year round' community facilities for residents alongside activities for visitors. It was also clear the emphasis needed to be placed upon making the most of what the area already has to offer.



As Chair of the Forum, I am very proud of our success this year in generating public interest in our investigations, through the local press / TV / radio, community buildings and libraries, the town's Neighbourhood Consultative Forums and various local community groups. In achieving this, recognition must be given to the importance of topic selection and my Forum will next year aim to maintain its focus on issues of real value and interest to the Council, Councillors and local residents

In summary, the Forum has had a busy and constructive year working in partnership with a variety of organisations and the community and we are looking forward to continuing our good work into 2008/09.

Councillor Shaun Cook
Chair of the Regeneration and Planning Services Scrutiny Forum

Adult & Community Services & Health Scrutiny Forum



It has been a very busy year for the Adult and Community Services and Health Scrutiny Forum. The remit of this Forum is vast and this has often led to difficult decisions about what can and cannot be included into its work programme. This year was no exception.

The major investigation for 2007/08 was into the Primary Care Trust's (PCT) withdrawal of Emergency Care Practitioner services from the Wynyard Road Health Centre. This was a referral from the Council's South Neighbourhood Consultative Forum, in which both Elected Members and residents had expressed serious concerns at the loss of a service they considered integral to the Wynyard Road site.

The investigation worked with a broad range of stakeholders including the PCT, Ward Councillors, residents and health professionals. It was clear from an early stage that there was significant unrest at the very sudden and unannounced withdrawal of these services and clear differences of opinion between the various stakeholders about the issue.

It was therefore decided to utilise Overview and Scrutiny's newly assigned budget to bring in independent expertise, in the form of the University of Birmingham, to assist the investigation. They set about conducting a series of interviews with all major parties, reporting their findings back to the Forum.

The outcome of this investigation was both positive and constructive; it highlighted communication issues on behalf of the PCT in terms of the planning, delivery and withdrawal of the service and focussed towards the improvements required for future urgent care provision in Hartlepool. The findings and recommendations were fully supported by the PCT.

Elsewhere the Forum also scrutinised the much debated Momentum: Pathways to Healthcare project, which came from the recommendations of the Independent Reconfiguration Panel to restructure hospital services in Hartlepool and Stockton.

This is a seven year programme that will result in both the building of a new hospital to serve the North Tees area and the significant transformation of primary healthcare services. The Forum has worked closely with the PCT and the newly formed

Foundation Trust to ensure that all aspects of planning at this early stage of the project are closely scrutinised and that public involvement through the Forum is maximised. The Forum has agreed a rolling programme over the coming years that will maintain our close involvement in this vital and wide-ranging reform of the town's healthcare provision.

We have also worked hard to develop and improve working relationships with the NHS. It is clear that, especially with regard to the PCT, this is beginning to bear fruit and one of the Forum's key aims for the forthcoming year will be to develop these relationships still further with the goal of agreeing consultation protocols between Scrutiny and the NHS.



The reform of the NHS locally, regionally and nationally continues to accelerate and the next 7-10 years will see some of the biggest changes that Hartlepool and the wider region has ever seen in the way that healthcare is provided. In light of the increasing burden which these changes have placed on the Forum and the need to ensure that the best interests of Hartlepool are reflected, the Forum will be split into two next year: The Health Scrutiny Forum – to scrutinise the work of external health bodies and the Adult and Community Services Scrutiny Forum - whose primary focus will be the internal work of that Council department.

This change will mean that Scrutiny can continue to improve over the coming years and face the challenges of the future in a comprehensive and constructive way.

Councillor Jonathan Brash
Chair of the Adult & Community Services & Health Scrutiny Forum

PART THREE

Empowered Communities: Co-option of Local Resident Representatives & Young People

People in Hartlepool want choice over the services they receive, influence over those who provide them and higher service standards.

In ensuring this happens we have been the first Council in the country to have formally secured the participation of local resident representatives and young people as Co-opted Members onto our Overview and Scrutiny Committees during recent years.

In doing so, our Overview and Scrutiny Function has been further strengthened, firstly by focusing on the things that really matter to people in Hartlepool with a view to improving outcomes and secondly by capturing the strengths and talents of such individuals through greater resident participation.

By way of illustration, outlined below is a selection of views from such dedicated individuals as part of their enhanced role in the Overview and Scrutiny process:-



'As a Resident Representative, for the last four years, I have sat on the Adult and Community Services and Health Scrutiny Forum and have been involved in a wide range of Scrutiny investigations. As a resident of the town, I welcome the chance not only to be able to have an input into the Scrutiny process, but also to see it work in action.'

Mary Green

'I have found that being a member of the Neighbourhood Services Scrutiny Forum a very insightful and positive experience. The investigations that I have been involved with in the past year have included the Provision of School Meals in Hartlepool, monitoring the progress of the Council's Recycling Scheme and Transport Links to Local Hospital Sites, among others. I am particularly interested in the recycling programme as I have always been concerned with the environment and protecting the earth. I think that Hartlepool Borough Council's recycling programme is carried out well.'

Ann Butterfield



'Being part of the Scrutiny Forums puts you at the heart of the democratic processes in Hartlepool. I was also elected onto the Scrutiny Co-ordinating Committee which gives me an additional chance of influencing the Final Reports.'

Iris Ryder

'It is really rewarding being part of investigations and getting outcomes that involve young people, Councillors and who they represent.'

Hannah Shaw





'I believe that every citizen of Hartlepool has the right to help make and shape their own and the town's future. I feel that my involvement in the Scrutiny process has and will continue to enable me to make sure that everyone's voice is heard.'

Jean Kennedy

'The experience you gain is rewarding in itself, even if time consuming.'

Evelyn Leck



'The Children's Services Scrutiny Forum has been most interesting. The involvement and commitment from the young people co-opted onto the Forum has been a significant part of the Scrutiny process and has brought a different perspective to the inquiries that we carried out over the last year.'

John Cambridge

'I have enjoyed the opportunity to ensure that governance and the rights of disabled young people are represented on the Children's Services Scrutiny Forum. It has been interesting to work with such a diverse group of people especially the young people's representatives.'

Elizabeth Barraclough



PART FOUR

Overview and Scrutiny has gone from strength to strength and Hartlepool can be proud of what has been achieved.

This year we have delivered upon a very challenging Work Programme and we want to continue to build on such success during the 2008/09 Municipal Year by further developing our Overview and Scrutiny Function in the following ways:-

- To evaluate our Overview and Scrutiny arrangements in Hartlepool with key stakeholders and identify further areas for improvement;
- To further develop the links between the Executive and the Overview and Scrutiny Committees through our quarterly joint meetings and the attendance of the responsible Portfolio Holder(s) as part of the evidence gathering during the undertaking of in-depth Scrutiny investigations where appropriate;
- To implement the extended powers to Overview and Scrutiny through new and pending legislation, in particular the Councillor Call for Action mechanism;
- To further develop our existing Health Scrutiny arrangements, through the creation of a dedicated Health Scrutiny Forum, that will focus solely on the external work of our local NHS bodies;
- To further enhance the monitoring of recommendations across all of the Overview and Scrutiny Committees through the electronic production of annual and six monthly progress reports on all former Scrutiny investigations undertaken; and
- To ensure that Overview and Scrutiny in Hartlepool continues to be a positive and constructive experience and adds value to the services received by the residents of Hartlepool.



For further information about this Annual Report or any aspect of the work of Overview and Scrutiny in Hartlepool please do not hesitate to contact the Scrutiny Support Team.

‘Public Scrutiny is indeed making a difference. Across government and the public sector, Non-Executives in their Scrutiny role are enhancing the accountability of public bodies, improving public services and boosting the wellbeing of the communities they represent’.

Successful Scrutiny, Centre for Public Scrutiny.

PART FIVE

Contacting the Scrutiny Support Team

The Scrutiny Support Team provides independent, innovative and professional support and advice to the Authority's Overview and Scrutiny Committees in ensuring that Overview and Scrutiny is outcome focused and adds value to the work of the Authority and further afield.

You can contact the Scrutiny Support Team with general enquiries by:-

Email: scrutiny@hartlepool.gov.uk

Post: Scrutiny Support Team
Chief Executive's Department
Hartlepool Borough Council
Civic Centre
Victoria Road
Hartlepool
TS24 8AY

Fax: 01429 236373

However, if you wish to raise a specific matter, outlined below are the contact details and areas of responsibility for individual Officers of the Scrutiny Support Team.



Charlotte Burnham - Scrutiny Manager

Responsible for the management and development of the Overview and Scrutiny Function and the work of the Scrutiny Co-ordinating Committee

T: 01429 523087

E: charlotte.burnham@hartlepool.gov.uk



Joan Wilkins - Scrutiny Support Officer

Responsible for the Regeneration and Planning Services Scrutiny Forum and Children's Services Scrutiny Forum

T: 01429 284142

E: joan.wilkins@hartlepool.gov.uk



James Walsh- Scrutiny Support Officer

Responsible for the Adult and Community Services and Health Scrutiny Forum and the Neighbourhood Services Scrutiny Forum

T: 01429 523647

E: james.walsh@hartlepool.gov.uk

All Overview and Scrutiny Final Reports together with further information on Overview and Scrutiny in Hartlepool, can be accessed via our web pages the following address:

<http://www.hartlepool.gov.uk/democracy/overviewandscrutiny>

E: scrutiny@hartlepool.gov.uk

PART FIVE**Suggest a topic worthy of a Scrutiny Investigation**

This Annual Report has outlined what the Overview and Scrutiny Committees in Hartlepool have done in the last 12 months. Perhaps you can influence what the Forums do in the future by suggesting a topic for investigation.

Please bear in mind that Overview and Scrutiny is not a complaints system, but can undertake in-depth reviews making recommendations to the Authority's decision making bodies.

If you live or work in Hartlepool you can play a part in improving the Borough by suggesting a suitable topic for investigation, which would be considered in relation to specific scrutiny review criteria.

If you have any suggestions then please complete the sheet below and return to the following address:-

Charlotte Burnham - Scrutiny Manager

Chief Executive's Department
Hartlepool Borough Council
Civic Centre
Victoria Road
Hartlepool
TS24 8AY

Alternatively email your suggestions to:
scrutiny@hartlepool.gov.uk

Name

Address

Tel

Email

Suggestion for Scrutiny Forum



This document is available on request in alternative formats (e.g. large type / Braille / on tape). We can also arrange versions in other languages, If you would like an alternative version please contact us.