

# CABINET AGENDA



**Monday 28<sup>th</sup> April 2008**

**at 9.00am**

**in the Red Room, Avondale Centre,  
Dyke House, Hartlepool  
(Raby Road entrance)**

MEMBERS: CABINET:

The Mayor, Stuart Drummond

Councillors Hall, Hargreaves, Hill, Jackson, Payne and Tumilty

**1. APOLOGIES FOR ABSENCE**

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

**3. MINUTES**

To receive the Record of Decision in respect of the meeting held on 14<sup>th</sup> April 2008  
(previously circulated)

**4. BUDGET AND POLICY FRAMEWORK**

4.1 Corporate Plan 2008/9 – 2010/11 – Part 1 – *Assistant Chief Executive*

**5. KEY DECISIONS**

5.1 Housing Market Renewal Programme 2008-11 – *Director of Regeneration and Planning Services*

**6. OTHER ITEMS REQUIRING DECISION**

- 6.1 Financial Support to the Voluntary Sector - Applications to the Community Pool 2008/2009 – *Director of Adult and Community Services*
- 6.2 Schools Transformation – Future Use of Brierton Community School Site – *Director of Children's Services*
- 6.3 Schools Transformation – BSF Strategy for Change: Part two – *Director of Children's Services*

- 6.4 Applications to the Community Asset Transfer Fund - Havelock Centre and Hartlepool People Centre – *Director of Adult and Community Services and Director of Neighbourhood Services*

**7. ITEMS FOR DISCUSSION / INFORMATION**

No items

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

- 8.1 Availability Of Good Quality Affordable Rented Social Accommodation In Hartlepool:-
- (a) Final Report – The Availability Of Good Quality Affordable Rented Social Accommodation In Hartlepool - *Regeneration and Planning Services Scrutiny Forum*
  - (b) Scrutiny Investigation into the Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool – Action Plan – *Director of Regeneration and Planning Services*
- 8.2 Interim Report into Hartlepool Borough Council's CCTV Provision Scrutiny Referral – *Scrutiny Co-ordinating Committee*

**9. LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**EXEMPT ITEMS**

Under Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information as defined in the paragraphs referred to below of Part 1 of Schedule 12A of the Local Government Act 1972 as amended by the Local Government (Access to Information) Act 1985

**10. KEY DECISIONS**

- 10.1 Pay and Grading Structure and Single Status Agreements – *Corporate Management Team (Para 4)*

# CABINET REPORT

28 April 2008



**Report of:** Assistant Chief Executive

**Subject:** Corporate Plan 2008/9-2010/11 – Part 1

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## SUMMARY

### 1. PURPOSE OF REPORT

To enable Cabinet to discuss the Council's Corporate Plan for 2008/9-2010/11.

### 2. SUMMARY OF CONTENTS

This report proposes the Council's priority outcomes for each of the eight aims identified in the latest draft of the community strategy and the organisational development priorities. For each of the outcomes a number of actions have been identified to enable the progress to be made. The purpose of the plan is to describe the Council's priorities and how better outcomes will be delivered for local people.

### 3. RELEVANCE TO CABINET

The Corporate Plan is part of the Council's Budget and Policy Framework. It is a key document that sets out the Council's priorities and contribution to achieving the Community Strategy aims. The Corporate Plan is being developed in conjunction with the Local Area Agreement (LAA) to ensure the outcomes included in the Local Area Agreement are embedded in the Council's Corporate Plan.

The Corporate Plan is an important document because it formally communicates the council's vision and priorities.

**4. TYPE OF DECISION**

Budget and Policy Framework.

**5. DECISION MAKING ROUTE**

The Scrutiny Forums have met individually to consider the Corporate Plan's outcomes and actions on a departmental basis and reported back to Scrutiny Coordinating Committee on 14 March 2008. The scrutiny input has been supportive with no major changes proposed. Cabinet will be given a further opportunity, on 27 May 2008, to consider the Corporate Plan prior to final approval of the Plan being sought at Council in June 2008.

**6. DECISION(S) REQUIRED**

Subject to any amendments it may wish to make, Cabinet is asked to: -

(i) approve Part 1 of the Corporate Plan 2008/9-2010-11.

(ii) agree to receive Parts 1 and 2 at its meeting on 27 May 2008.

**Report of:** Assistant Chief Executive

**Subject:** Corporate Plan 2008/9-2010/11 – Part 1

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**1 PURPOSE OF REPORT**

- 1.1 To enable Cabinet to discuss the Council's Corporate Plan for 2008/9-2010/11.

**2 BACKGROUND**

- 2.1 Production of the Corporate Plan is part of the Council's service planning, medium term financial planning and annual budgeting processes that agree priorities and allocation of resources.
- 2.2 The Corporate Plan is the Council's top level plan and sets out the priorities and how the Council will help deliver the Community Strategy aims. As in previous years the plan is arranged around the Community Strategy themes and aims. It also includes a section dedicated to organisational development activities.
- 2.3 Work commenced in November 2007, and draft outcomes and action proposals have been considered by Cabinet on 7 January and 18 February 2008. Scrutiny Coordinating Committee has considered the proposals on 18 January and 14 March. In addition, the draft plan was considered by all of the Service Scrutiny Forums between 22 February and 4 March. The scrutiny input has been supportive with no major changes proposed. The Corporate Plan and Local Area Agreement (LAA) have been developed to ensure they are consistent where this is appropriate. This will continue to ensure the Corporate Plan and LAA Delivery and Improvement Plan are consistent.

**3 THE CORPORATE PLAN**

- 3.1 As in previous years the plan will be produced in 2 parts Part 1 describes the context for identifying the priority outcomes for improvement, the Medium Term Financial Strategy, Performance and Risk Management arrangements and the detailed actions agreed for each outcome. It is only part 1 that is being considered at this meeting.
- 3.2 Part 2 will continue to contain the detailed supporting information relating to performance statistics, some of which the Council is required to publish. This is the final year Best Value Performance Indicators (BVPIs) will be collected and councils required to be publish them by 30 June. The Government have identified a new set of 196 National Indicators (NIs) which councils and partners such as the Police and PCTs will be required to collect and provide to central government. Part 2 of the Plan will include outturns and targets for NIs where possible. In some cases information has not been collected before and therefore it will not be possible to provide outturns and targets. Information is currently being collected as part of the

normal Performance Indicator collection process, and is therefore not available at present. As with previous years, this will be presented to Cabinet and Scrutiny Coordinating Committee in May/June for consideration along with targets for 2008/9, 2009/10 and 2010/11. At this stage Cabinet is therefore only being asked to consider Part 1 of the Corporate Plan, which is attached at **Appendix A**.

- 3.3 Part 1 of the Corporate Plan does include a number of key Performance Indicators that will form a key measure of success throughout 2008/9. The outturn information and future target information has not been included at this stage, as detailed above. Cabinet will be given an opportunity to view, and comment upon, this information at the meeting on 27 May 2008. In most cases the Performance Indicators are also included in the LAA as designated improvement targets agreed with central government and local improvement targets.

#### **4 TIMETABLE**

- 4.1 It is proposed to bring both Parts 1 and 2 of the Corporate Plan to the Cabinet meeting on 27 May 2008 for further consideration. Both parts will also be considered by Scrutiny Coordinating Committee at its meeting on 30 May 2008. Cabinet will reconsider the plan in June, if necessary, to consider scrutiny's recommendations.
- 4.2 Final approval of the Corporate Plan will be sought at the full Council meeting on 26 June 2008.

#### **5 RECOMMENDATION**

- 5.1 Subject to any amendments it may wish to make, Cabinet is asked to: -
- (i) approve Part 1 of the Corporate Plan 2008/9-2010/11.
  - (ii) agree to receive Parts 1 and 2 at its meeting on 27 May 2008.

## **4.1 Appendix A**

Corporate Plan 2008/9-2010/11

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### 1. Introduction

#### a) Context

Hartlepool Borough Council, for the sixth year running, has been awarded the highest possible **Four Star** rating by the Audit Commission as part of the “The Harder Test” Comprehensive Performance Assessment (CPA). In relation to our performance, the Audit Commission said:

*“Hartlepool Council is performing well. Ambitions and action to achieve are founded on a strong drive to improve life in Hartlepool. Performance often ranks among the best in England. Outstanding partnership working is achieving improved outcomes ... across national and local priorities.”*

In 2008, for the first time, the Council achieved the top rating **Improving Strongly** for the delivery services.

Hartlepool is one of only twelve of the 116 single tier authorities to achieve this rating both the **Four Star** and **Improving Strongly** ratings.

Independent analysis has named Hartlepool as the most improved Unitary Authority in 2006/07 – and the figures certainly stack up – we had over 45% of national indicators in the top quartile, which is significantly higher than the average for all single tier authorities of 29%. This was achieved by improvements to 62% of PIs and a further 12% were already performing at maximum and therefore could not improve. These results confirm significant and consistent improvement since 2003/04 when only 25% of indicators were above the best quartile breakpoint.

Our overall Council remains:

**“To take direct action and work in partnership with others, to continue the revitalisation of Hartlepool life and secure a better future for Hartlepool people”.**

However, the environment in which we operate is a constantly changing one in terms of policy, statute, expectations and aspirations with regard to central government, local people and businesses.

The Council continues to work hard to build and improve upon the successes of the previous year to ensure that we maintain our focus and deliver upon a challenging programme of improvement. This Corporate Plan is our strategic planning document setting out priorities and targets for improvements in the 2008/9 financial year. The Corporate Plan is part of the effective systems we have in place to measure performance; identify opportunities for improvement; and to take steps to improve any areas that are under performing. The

## 4.1 Appendix A

outcomes, priorities and targets included in the Plan guide the allocation of Council resources – financial, physical assets and staff – to achieve our plans.

### ***b) Audience for the plan***

The Plan provides clarity and focus on the priorities of the Council. It is a resource for councillors, managers and staff within the authority, setting out where we are going in terms of the outcomes we want to achieve and the targets that have been set for both national and local improvement priorities. It is also a resource for the Council's public, private and voluntary sector partners, and regional and national government setting out the Council's contribution to improving local services and how we are developing as an organisation.

### ***c) How this Plan is set out***

The Corporate Plan is set out in two parts.

#### **Part 1**

- **Priority Outcomes for Improvement** – describes the factors taken into account in establishing the Council's priority outcomes for improvements providing the context to what we are doing and how we are organising ourselves.
- **Medium Term Financial Strategy 2008/9 to 2010/11 and detailed budget for 2008/9** - sets out the overall shape of the Council's budget for the next 3 years and how resources are allocated in 2008/9 between services to deliver Council and community priorities.
- **Performance and Risk Management** – describes how the Council will undertake performance and risk management.
- **Our more detailed plans** - this section identifies those specific actions to be undertaken to deliver our priorities, with key milestones and performance indicators and targets shown, which will be used to help measure our progress. It also sets out our longer term ambitions for the Borough (5-10 years time) as a consequence of undertaking these actions.

The detailed plans are grouped into 9 sections – one for each of the 8 Community Strategy Themes, and one relating to Organisational Development activities that are designed to improve the way in which we work and provide Council services.

Section	Corporate Plan Section	Page Nos.
	Setting the Scene	
1	Jobs and the Economy	
2	Lifelong Learning and Skills	
3	Health and Well-being	
4	Community Safety	
5	Environment	
6	Housing	
7	Culture and Leisure	
8	Strengthening Communities	

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9	Organisational Development	
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### **Part 2**

Part 2 contains the detailed supporting information relating to performance statistics and other information, which the Council is required to publish to meet the Local Government Act 1999 requirement to produce a Best Value Performance Plan (BVPP). This section includes the Best Value (BV) performance indicators for 2007/8 and where appropriate targets for 2008/9, 2009/10 and 2010/11.

### ***d) Feedback***

Please let us know if you have any comments / suggestions for improvement on this Corporate Plan. Our contact details are below:

David Hunt, Policy and Performance Team, [david.hunt@hartlepool.gov.uk](mailto:david.hunt@hartlepool.gov.uk),  
Tel: 01429 284073

### 2. Priority Outcomes for Improvement 2008/9 to 2010/11

#### ***a) Factors taken into account in designing the Corporate Plan***

The Corporate Plan is a three year plan for 2008/9-2010/11 and fits with the Government's Comprehensive Spending Review (CSR) for the same period. The Plan must take account of a wide range of factors:

- stakeholder and partner consultation, including Member priorities, audit and inspection recommendations
- consultation with the public
- external drivers, including Government policy initiatives,
- funding variations and requirements to improve efficiency capital investment plans and their revenue implications
- risk assessments and contingency planning, including maintaining adequate financial reserves
- expected developments in services.

There have been a number of significant developments:

- The review of the 2002 Community Strategy, following intensive consultation with public and partners, has progressed well and is now expected to be completed in July 2008.
- Central Government announced the results of the 2007 CSR, progressed the introduction of new style Local Area Agreements and a new set of national performance indicators which will be used by central government to hold local councils and our partners to account when the Comprehensive Area Assessment (CAA) inspection regime replaces CPA in 2009.
- In addition 2008 is the first year central government has told the Council its grant funding for the forthcoming and the two subsequent years. This will allow the Council to plan ahead.

#### ***b) Consultation and working in partnership***

We recognise the importance of working in partnership with a range of public, private, and voluntary sector organisations that provide services to local residents. In many instances these services complement each other. A Local Strategic Partnership (the Hartlepool Partnership) was created in 1999 as a way for organisations delivering services to local people and businesses to plan and work together to deliver better and improved services.

In April 2002 Hartlepool Borough Council and the Hartlepool Partnership, adopted a first Community Strategy. The purpose of this strategy is to set out the Community's aspirations and priorities, and to integrate and improve the delivery of services, so that they better reflect the needs of the local community. The Strategy was subject to detailed consultation using a range of methods, providing opportunities to shape the final outcome and ensuring that

## 4.1 Appendix A

it is supported by the public and all partners. A major review of the Community Strategy is now nearing completion and is scheduled to be completed by July 2008. The early stages of this review have supported a revised vision and this is included below.

The Partnership's proposed long-term vision, looking 20 years ahead is:

**'Hartlepool will be a thriving, respectful, inclusive, healthy, ambitious and outward looking community, in an attractive and safe environment, where everyone is able to realise their potential.'**

The goal is

*"To regenerate Hartlepool by promoting economic social and environmental well-being in a sustainable manner."*

Eight Community Strategy themes and priority aims have been identified through consultation and these are used by Hartlepool Borough Council and Hartlepool Partnership to forward plan and prioritise actions. Consultation has given a clear indication of public priorities

### ***c) External drivers, including Government policy initiatives***

Central Government introduced Public Service Agreements (PSAs) in the 1998 Comprehensive Spending Review (CSR). The agreements are used by Government to drive major improvements in public services. Over the past two years the Government has been reviewing PSAs, working with frontline professionals, the public and external experts to renew the agreement for the 2007 CSR period 2008-11. New PSAs set out the key priority outcomes the Government wants to achieve in the next spending period (2008-2011). Thirty new PSAs setting a vision for continuous improvement have been identified and twenty two of the PSAs strongly relate to the Hartlepool Partnership priority aims. These are set out in the table below. These have also influenced the shape of Hartlepool's Local Area Agreement.

The Corporate Plan sets out how the Council will address them within the local, Hartlepool context.

## 4.1 Appendix A

The 2008 Community Strategy themes, priority aims and links to Government Public Service Agreement Priorities:		
Theme	Priority Aim	Government PSA Priorities
1 Jobs and the Economy	Develop a more enterprising, vigorous and diverse local economy that will attract new investment, enable local enterprises and entrepreneurs to be globally competitive and create more employment opportunities for local people.	1. Raise the productivity of the UK economy 2. Improve the skills of the population, on the way to ensuring a world-class skills base by 2020 6. Deliver the conditions for business success in the UK 7. Improve the economic performance of all English regions and reduce the gap in economic growth rates between regions 8. Maximise employment opportunity for all
2 Lifelong Learning and Skills	All children, young people, individuals, groups and organisations are enabled to achieve their full potential through equal access to the highest quality education, lifelong learning and training opportunities.	10. Raise the educational achievement of all children and young people 11. Narrow the gap in educational achievement between children from low income and disadvantaged backgrounds and their peers 14. Increase the number of children and young people on the path to success 16. Increase the proportion of socially excluded adults in settled accommodation and employment, education or training
3 Health and Well-being	Work in partnership with the people of Hartlepool to promote and ensure the best possible health and well-being.	9. Halve the number of children in poverty by 2010-11. on the way to eradicating child poverty by 2020 12. Improve the health and well-being of children and young people 17. Tackle poverty and promote greater independence and well-being in later life 18. Promote better health and well-being for all 19. Ensure better care for all
4 Community Safety	Make Hartlepool a safer place by reducing crime and anti-social behaviour, and tackling drugs and alcohol misuse.	13. Improve children and young people's safety 23. Make communities safer 25. Reduce the harm caused by Alcohol and Drugs
5 Environment	Secure and enhance an attractive and sustainable environment that is clean, green, safe and valued by the community.	5. Deliver reliable and efficient transport networks that support economic growth 27. Lead the global effort to avoid dangerous climate change 28. Secure a healthy natural environment for today and the future
6 Housing	Ensure that there is access to good quality and affordable housing in sustainable neighbourhoods and communities where people want to live	20. Increase long term housing supply and affordability
7 Culture and Leisure	Create a cultural identity for Hartlepool which attracts people to Hartlepool and makes us proud to live and work here.	22. Get more children and young people taking part in high quality PE and sport
8 Strengthening Communities	Empower individuals, groups and communities, and increase the involvement of citizens in all decisions that affect their lives.	15. Address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation, religion or belief 21. Build more cohesive, empowered and active communities

### ***d) Community Strategy aims and priority outcomes***

The Council has adopted a twin track approach to identifying priorities for inclusion in the Corporate Plan.

Firstly the Council's service planning and budget processes, undertaken in conjunction with partners where appropriate through the LSP, have identified a number of priority outcomes for inclusion in the Corporate Plan. These address service delivery and organisational development issues.

Secondly, between November 2007 and March 2008 the Hartlepool Borough Council, its local partners and Central Government, represented by Government Office North East, have reviewed the evidence and agreed x national Improvement Targets for inclusion in the 2008-2011 Local Area Agreement. . Responsibility for these have been allocated between the local partners and integrated into the performance management arrangements of each partner. Progress will be monitored by GONE as well as the Hartlepool partners. Targets led by the Council are included in the Corporate Plan. Performance reporting and management will be handled through the existing corporate and departmental arrangements which include quarterly reporting to Cabinet.

The ten reward element targets identified in the earlier 2006-2009 LAA have also been integrated into the Corporate Plan. Achieving these targets will make the council eligible for payment of reward grant up to £3m. These are identified in Section 3 of this Plan

The priority outcomes for 2008/9 relate to one of the Community Strategy aims, with specific actions and targets identified for each outcome. The outcomes are high-level descriptions of what we want to achieve and are in turn underpinned by other, more detailed, operational activities and statutory responsibilities that are described in departmental and service plans. There is a clear link therefore between the Community Strategy, the LAA and the Council's Corporate Plan, with outcomes for each Community Strategy theme helping us achieve our overall Council aim.

The Council continuously assesses risks and opportunities that might impact on the achievement of its objectives and seeks to balance the competing priorities and pressures. The following sections highlight the key factors that relate to each of the Community Strategy themes.

### Jobs and the Economy - Current position

The Audit Commission concluded “The Council has a strong approach to regeneration as a key driver for improving the quality of life in Hartlepool”  
Headline achievements in this area include:

- Driving forward the first phase of the Victoria Harbour project. At £1bn, this is Hartlepool's biggest ever regeneration project which will transform 200 acres of former port land over the next 25 years to provide a mix of housing, business and leisure.
- Developing with UK Steel Enterprise a new business incubation system including a refurbished enterprise centre and new £3.5m innovation centre
- New business start-ups have increased, making Hartlepool joint 9<sup>th</sup> in the UK for new VAT registrations. Hartlepool is the only Tees Valley Authority to see an increase in registrations and has the fastest improving VAT stock per 10,000 head in the Tees Valley.
- The gap between the local and national employment rates reduced from 8.3% to 7.2% in 2006/7, down from 15.6% in 2002.

While excellent progress has been made, shown by the halving in the gap between local and national unemployment rates, there is still much to do. Unemployment at January 2008 was 4.3%, compared to the national average of 2.2%. The Community Strategy review consultation showed a clear consensus that Jobs and the Economy should be the top priority for action in the town with job creation mentioned by many.

In addition to pursuing the economic regeneration of the whole town, the Council is also prioritising the most deprived wards in the town through the Neighbourhood Renewal Strategy and the achievement of economic well-being for children and young people through the Children and Young People's Plan. Hartlepool has secured Working Neighbourhood and Deprived Area Funds and the first year's programme is in place. This will build on the improvements seen in the Index of Multiple Deprivation whereby Hartlepool has improved from the 14<sup>th</sup> most deprived area to the 23<sup>rd</sup> most deprived.

The Council and our partners have identified four outcomes as priorities:

- Attract Investment
- Be Globally Competitive
- Create more employment opportunities for local people
- Achieve economic well-being for all children and young people ensuring that they are prepared for working life\* (Children and young people will achieve the qualifications, develop the skills and be given the necessary life experiences to enable them to lead full and active adult lives)

These will address the five main issues identified in Hartlepool's Local Area Agreement:



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- Outdated and unattractive business infrastructure
- Structural and infrastructure issues that affect long term growth potential
- Relatively low levels of productivity and employment
- Lack of skills, enterprise aspirations, poor employment offers and benefit dependency
- Young people's aspirations and participation in educational and training

In addition the Council has identified a further two outcomes:

- Promote Hartlepool's interests in economic regeneration policy-making at the national, regional and sub-regional levels
- Support and promote appropriate physical and economic regeneration and pursue external funding opportunities

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x.

In line with the importance placed on Jobs and the Economy for the quality of life of the town, the Council is continuing to fund regeneration and economic development activity to ensure the capacity is in place to take advantage of opportunities, such as bidding for funds. This remains an important local priority, particularly as competition for regional and European funding intensifies. Further details of the financial resources allocated to this aim are described in section x.

THEME PICTURE

### Lifelong Learning and Skills – Current position

Our Lifelong Learning and Skills theme targets children and young people as well as adult groups. The Council, since 1996, has recognised the importance of raising children's attainment for the longer term future of the town and has provided substantial additional funding in line with Government policy. This has been a Hartlepool success story over the past 10 years, recognised in the Joint Area Review of children's services. "Early years and childcare provision are good, and educational attainment continues to improve. Support for school improvement and provision for children with special education needs are particular strengths."

Headline achievements in this area include:

- Hartlepool schools achieved record-breaking GCSE results in 2007, with outcomes now in line with national averages compared with a 7% gap in 2003 for 5A\*-C passes (since 1996, when the authority was created, this represents a doubling of our attainment and eliminating a 13% gap with national averages).
- Improved performance at Key Stages 1 and 2 to above national averages and recognition by the Government as one of the most improved councils in the country for Key Stage 2 performance. These outstanding successes have been achieved with a spending level on raising attainment which is below similar councils.
- The £150m secured through the Building Schools for the Future and Primary Capital Programme to bring all our schools up to 21<sup>st</sup> century standards. Not afraid to make tough decisions, we have, following effective consultation, already proposed closing one of our six secondary schools.
- Children's Services was rated 'good' in its Joint Area Review, with services described as 'outstanding'.
- Adult education service was rated as "good" for management, achievement and standards and quality of provision

In this policy area Central Government policy is important. For children and young people, Government policy is driven by the priorities set out in Every Child Matters, in particular the priority Enjoy and Achieve – to raise achievement and standards of children and young people in the early years, primary and secondary phases of education. The importance attached to this is reflected by the 16 mandatory indicators targets against which all top tier councils are assessed.

While children and young peoples' education did not emerge as a main priority from the Community Strategy review consultation, adult education was mentioned by many.

For young people and adults, the Government's Further Education White Paper: Raising Skills, Improving Life Chances (March 2006) outlines its approach to tackle long standing skills weaknesses that undermine the levels of productivity on which the country's and Hartlepool's economic future depends.

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The Council and our partners have identified two outcomes as priorities:

- Enjoy and Achieve\* (Raise the achievement and standards of children and young people in the early years, primary and secondary phases of education)
- Provision of high quality learning and skills opportunities that drive economic competitiveness, widen participation and build social justice

These address the main issues identified in Hartlepool's Local Area Agreement:

- The gap between boys and girls education achievement
- The gap between educational achievement for children and young people living within disadvantaged neighbourhoods and the town average
- Overall low levels of academic and vocational achievement, in particular a high % of individuals with no qualifications and a low % of individuals with advanced and higher level skills and qualifications
- Lack of ambition and aspiration amongst large sections of the school leaver and adult population
- Limited enterprise education and entrepreneurial activity

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x. Many of the actions in the Jobs and Economy theme are also relevant to the issues identified.

Work on the priorities is backed by significant investments in school building and ICT facilities. The Council is undertaking a Schools Transformation Programme, spending £93m of Government Building Schools for the Future (BSF) funding by end of 2012 to create state of the art secondary school buildings. In addition the first £8.4m of the 14 year Government's Primary Capital Programme will be spent by 2011 aimed at rebuilding, remodelling or refurbishing primary schools. Local capital investment in schools and Children's Services of £5.1m is also planned for 2008/9.

Further details of the financial resources allocated to this aim are described in section x.

THEME PICTURE

### Health and Well-being - Current position

The CPA identified good practice and significant progress, concluding that “The health needs of children and young people are addressed well” and that “Vulnerable children and young people are well safeguarded through effective action by all agencies.”

On adult health and well-being the CPA report recognised the challenging circumstances, stating “Health is improving in Hartlepool and people are living longer” but identified the extent of the challenge remaining to be addressed, noting the health gap with the nation as a whole “is widening and there is also health inequality within Hartlepool itself: the most deprived areas suffer poorer health than the affluent areas, with a difference of 13 years in male life expectancy between the best and the worst wards.”

Headline achievements in this area include:

- Good progress on the integration of services, for example, in older people's services and mental health and for children and young people's services through the Children's Trust established from 1 April 2007
- Continued progress on effective joint delivery and provision of services and joint commissioning between the Council and PCT

The Community Strategy review consultation with the public identified Health and well-being as their third priority. Issues such as greater health education, healthy living and provision of health care facilities all emerged as being important.

For adult social care challenging but exciting times are ahead. Demographic change is bringing growing demand and budget pressures and these are reflected in the Council's Medium Term Financial Strategy. There is a gap between people's aspirations for services and what is on offer (Ipsos MORI Survey commissioned by DRC, EOC and Cover UK, July 2006).

Government policy as outlined in the White Paper Our Health, Our Care, Our Say confirms the vision set out in the Green Paper, Independence, Well-being and Choice. It envisages personalised care and support, ensuring people have the opportunity to make choices and take control. Government policy also envisages closer working between social care and health in order to deliver integrated care.

For children, Government policy is driven by the priorities set out in Every Child Matters, in particular the “Be Healthy” objective that aims to ensure children and young people will be physically, mentally, emotionally and sexually healthy, lead healthy lifestyles and choose not to take illegal drugs.

The Council and our partners have identified five outcomes as priorities:

- Improved Health

## 4.1 Appendix A

- Be Healthy\* (Children and young people will be physically, mentally, emotionally and sexually healthy, lead healthy lifestyles and choose not to take illegal drugs)
- Increased choice and control and retention of personal dignity
- Improved Mental Health and Well-being
- Easier Access to Services

These address the main issues identified in Hartlepool's Local Area Agreement:

- Higher than average mortality rates for cancer and cardiovascular disease. There is a high prevalence of lifestyle risk factors associated with both cancer and cardiovascular disease
- There are inequalities in the health experience of communities within Hartlepool, most starkly illustrated by the difference in life expectancy between the best and worst wards: over 13 years for men and almost 12 years for women
- A very high rate of teenage conception. In 2005 the under 18 conception rate for Hartlepool continued to rise to 78 per 1000 female population 15 - 17 years
- Designing services to enable people to be more independent, stay in their own homes and have more control over their packages of care and support. The personalisation agenda is also a key national policy.
- Closer working between social care and health service providers to improve services and efficiency

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x.

In financial terms health and well-being is the Council's major pressure for additional funding to meet demographic pressures. There is increasing demand for Learning Disability, Mental Health and Older People care services because of demographic trends and increasing need for services. There is increasing demand for residential placements and the number of people in Care Home is expected to continue increasing. The number of Looked After Children is increasing bringing associated increases in preventative work and Special Guardianship orders. The Council has agreed to fund these pressures. In total these pressures amount to £1.23m in 2008/9. A further £1.5m of pressures has been built into the MTFS for 2009/10 and 2010/11.

Further details of the financial resources allocated to this aim are described in section x.

THEME PICTURE

### Community Safety - Current position

The Council and its partners to have had significant success in narrowing the gap between crime levels in Hartlepool and national averages and this was recognised in the recent CPA inspection by the Audit Commission saying “multi-agency work to reduce offending and anti-social behaviour is good.” In addition the ‘fear of crime’ has reduced.

In the Community Strategy review consultation the public identified Community Safety as their second highest priority. Consultation for the Safer Hartlepool Partnership and Police both identified action on anti-social behaviour as a priority. Community Safety has been a long standing local and national priority with the public wanting higher levels of policing and reduced crime.

The Government launched two new strategies during 2007/08 which have a direct impact on community safety; the first of these, “Cutting crime: A new partnership 2008-2011” was published in July 2007; the second, “Drugs: protecting families and communities” was published in February 2008. The Flannigan report, which reviewed policing in England and Wales, was also published in February 2008. This promotes an approach to neighbourhood policing which aligns itself closely with neighbourhood management. This has existed in Hartlepool since neighbourhood policing was launched in April 2006.

Community Safety remains a top priority for the Council. Looking ahead the Council and our partners have identified five outcomes as priorities for the next three years:

- Reduced crime
- Reduced harm caused by illegal drugs and alcohol
- Improved neighbourhood safety and increased public confidence, leading to reduced fear of crime and anti-social behaviour
- Reduced offending and re-offending
- Stay safe\* (Children and young people will live, grow and learn in safety, where parents, carers and all adults take responsibility for their safety and well-being)

These outcomes address the main issues identified in the Safer Hartlepool Partnership’s strategic assessment conducted in November 2007 and incorporated into the Partnership’s new crime, disorder and substance misuse strategy 2008-2011: -

- Acquisitive crime (burglary and theft) and violent crime are the main problem crime types
- Alcohol misuse is a significant issue in Hartlepool, with problems associated with binge drinking and under-age drinking
- Improving offenders engagement in effective drug treatment

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- Communities still have significant concerns about anti-social behaviour and analysis shows a correlation between areas which are affected by ASB, and those affected by criminal damage (vandalism) and deliberate fires.
- Fear of crime is much higher in some areas of the town, and therefore engaging with communities to understand their anxieties and provide appropriate information on what is happening in their neighbourhood will help to overcome this.
- Hartlepool has a high level of re-offending, when compared to the regional and national rates. Access to suitable accommodation and appropriate education, training or employment are key to success.
- During 2006/07 and 2007/08 there has been a significant rise in young people entering the youth justice system for the first time. A more targeted approach to service provision for these young people will be developed.
- Maintaining placement stability to provide the best possible chance for Looked after Children achieve their full potential.

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x.

Further details of the financial resources allocated to this aim are described in section x.

THEME PICTURE

### Environment– Current position

The CPA inspection report commented that “Environmental services are good, with effective action by the Council to keep the borough clean while reducing waste and increasing recycling.”

In the Community Strategy review consultation local people identified tidying local neighbourhoods, reducing the amount of litter and improvements to public transport as factors which many highlighted as improving quality of life and the local environment. The 2006 Best Value satisfaction surveys identified a drop in satisfaction with waste collection services. However, the survey was conducted when a substantial proportion of the residents had just moved from weekly to fortnightly collection of household waste with an extended recycling collection on the intervening week and were getting used to the new service and snags were still being sorted out.

Government policy in this area ranges from short to longer term targets which impact on the Council. These include statutory recycling targets, and an expectation that councils will contribute to combating climate change.

Looking ahead the Council and our partners have identified six outcomes as priorities for the next three years:

- Deliver sustainable communities through high quality planning, new build and sensitive conservation and protect and enhance the local natural environment.
- Improve the quality of the local environment by having cleaner, greener and safer public, private and community spaces.
- Provide a sustainable, safe, efficient, effective and accessible transport system
- Make better use of natural resources and reduce the generation of waste and maximise recycling
- Prepare for the impacts of and secure local and global action to tackle climate change
- Promote community involvement in positive action to reduce poverty through fair trade and promoting peace and security

These address the main issues identified in Hartlepool's Local Area Agreement:

- Meeting statutory recycling and composting targets to reduce the generation of waste and avoid EU fines
- The overall level of public satisfaction with street and environmental cleanliness and differences in satisfaction between neighbourhoods
- Accessibility of services through public transport, walking and cycling
- Making a contribution to addressing climate change

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x.



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The Council is also actively addressing these issues by working with partners to provide additional funding, notably in waste reduction and recycling. Further details of the financial resources allocated to this aim are described in section x.

THEME PICTURE

### Housing – Current Position

The CPA inspection report commented that “The strategic approach to housing is good, with good community and partner involvement” and there is “good integration of housing and environmental improvements as key components of the regeneration of neighbourhoods.”

In the Community Strategy review consultation local people gave weight to the importance of Housing and this is being reflected as part of the Community Strategy review with Housing now identified as a separate theme and aim.

Government policy in this area ranges from short to longer term targets which impact on the Council. This includes targets on meeting the Decent Homes standard, balancing supply and demand for housing and improving the advice and support provided to homeless people.

All these issues are being addressed by the Council and with partners. The Council has taken action to achieve improvement, such as creating Hartlepool Housing to facilitate access to investment funds, ensuring Hartlepool can access a wide range of funding sources such as the Neighbourhood Renewal Fund.

Under the Councils Housing Market Renewal (HMR) programme, redevelopments have seen the clearance of over 620 older, primarily terraced dwellings in areas most acutely affected by housing market failure, and their ultimate replacement with over 330 new homes, of a range of types and sizes, built to high standards of construction and environmental performance, for sale, rent, shared ownership and equity share, and the first new properties completed are proving to be very popular to the market.

Looking ahead the Council and our partners have identified three outcomes as priorities for the next three years:

- Balancing Housing Supply and Demand
- Improving the quality of existing housing
- Meeting the Housing Needs of Vulnerable People

These address the main issues identified in Hartlepool's Local Area Agreement:

- Low and changing demand for some of the older housing in central Hartlepool
- A significant shortfall of affordable housing. Rising waiting lists for social housing and a low turnover of stock has put significant pressure on the social housing stock
- Further progress is required to meet the government's target of bringing all social housing up to the Decent Homes Standard by 2010 and to increase the proportion of private housing in decent condition occupied by vulnerable residents to 70% by 2010 and 75% by 2016.

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- The energy efficiency of housing stock needs to be improved to reduce fuel poverty and domestic CO2 emissions account for around 27% of the UK total
- Have support and services in place to ensure residents live as independently as possible and we can identifying those who may need support

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x.

The Council is also actively addressing these issues by working with partners to provide additional funding. Further details of the Council's financial resources allocated to achieve this aim are described in section x.

THEME PICTURE

### Culture and Leisure - Current position

This is a lower priority for the public but the Council recognises that culture and leisure can support the delivery of the other Community Strategy themes.

The Department for Culture, Media and Sport's (DCMS) aims to improve the quality of life for all through cultural and sporting activities, to support the pursuit of excellence and to champion the tourism, creative and leisure industries and Hartlepool recognises this agenda as a key element to successful regeneration and how the associated activities can provide a positive local identity, help to develop individual pride and confidence in neighbourhoods and deliver a vibrant voluntary and community sector.

The Culture and Leisure theme also has strong linkages to other Community Strategy Themes. Its related activities have a key contribution to improved health and well-being; sport & physical activity and are also vital to social, economic and personal development and contribute to improved quality of life. It also provides diversionary activities that reduce antisocial behaviour and crime and complements lifelong learning, training and community spirit making a valuable contribution to delivering key outcomes in other theme areas.

The Council has identified additional resources to support key events such as the Maritime Festival in the run up to the Tall Ship Race in 2010. The Tall Ships Race is a major opportunity to boost economic growth and tourism but it requires investment. The budget strategy has set aside £0.8m from reserves to fund costs associated with the event to ensure the town maximises the opportunities from the event.

Looking ahead the Council and our partners have identified two outcomes as priorities for the next three years:

- Enrich individual lives, strengthen communities and improve places where people live through enjoyment of leisure, culture and sport
- Cultural and leisure services, better meet the needs of the community, especially those from disadvantaged areas

These address the main issues identified in Hartlepool's Local Area Agreement:

- Relatively low levels of participation in sport activities and engagement in the arts and cultural activities
- It is recognised that the need for improvements to the cultural and sporting infrastructure of the town
- Address barriers to participation in culture and leisure opportunities which are strongly linked to poverty and disadvantage

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x.

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The Council is also actively addressing these issues by working with partners to provide additional funding, notably in waste reduction and recycling. Further details of the financial resources allocated to this aim are described in section x.

THEME PICTURE

### Strengthening Communities - Current position

The Council's CPA report identified excellent consultation and engagement with local people, good use of data to enable identification of local needs and priorities. Nevertheless the Community Strategy review consultation found that people also wanted to be consulted more and to feel more involved.

The CPA inspection also concluded that the Council works well with the private and voluntary sectors but could make better use of the capacity of voluntary organisations to support its work. A scrutiny committee review also identified significant challenges ahead as reduced European funding is likely to impact heavily on the community and voluntary sector.

Government policy in this area relates to several wide ranging topics including neighbourhood renewal, promoting community cohesion and engagement, children and young people, making institutions more responsive and accountable, addressing diversity and equalities and preparing for emergencies.

Looking ahead the Council and our partners have identified seven outcomes as priorities for the next three years:

- To empower local people to have a greater voice and influence over local decision making and the delivery of services
- Make a positive contribution \* (Children and young people who live in Hartlepool are provided with the opportunity to participate fully in the life of the community)
- Improving quality of life and ensuring service providers are more responsive to neighbourhood needs with particular focus on disadvantaged areas
- Improving Financial Inclusion
- Freedom from discrimination or harassment

These address the main issues identified in Hartlepool's Local Area Agreement:

- The overall level of satisfaction with the local area
- Differences in satisfaction between neighbourhoods
- Participation and satisfaction with decision making and involvement in the community

In addition the Council has identified a further outcome:

- Ensure communities are well prepared to respond to emergency situations

The details of the actions and targets the Council has set itself to achieve the priorities are described in section x.

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Further details of the financial resources allocated to this aim are described in section x.

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### ***e) Developing the organisation aims and priority outcomes***

The ninth theme of the Corporate Plan is Organisational Development. This is about what the Council is doing to sustain and improve its capacity to deliver excellent, value for money services in the future.

The CPA report about the Council organisation was overwhelmingly positive as the comments below indicate:

- Member and Officer leadership and management are good
- Staff at all levels have pride in Hartlepool
- Staff at all levels demonstrate very strong commitment to delivering quality services
- Financial capacity is good and the Council has substantial reserves
- Good performance management enables the Council and its partners to monitor and drive progress
- Outstanding partnership working is achieving improved outcomes almost without exception across national and local priorities
- Excellent consultation and engagement with local people

The Council reserves have been established from a variety of one-off factors and these resources are earmarked to help the authority manage its services and one-off commitments over the next few years. These commitments include supporting the revenue budget and one-off costs arising from the implementation of Single Status.

The most recent 2007/8 Audit Commission assessments rate the Council's Use of Resources as overall **Performing Well** on Financial reporting, Financial Management, Financial Standing, Internal Control and Value for Money.

In terms of improving service delivery the Council achieved the top rating **Improving Strongly** for the first time. Only 17% of single tier authorities achieved this rating.

This shows the Council has a sound base for still stronger improvement. The agenda for the Council to address over the next three years is clearly broad and the development of the organisation is essential if we are to create the capacity to meet the challenges that lie ahead.

Looking ahead the Council has identified four priorities:

- Improving management and governance
- Improving access and understanding between the Council and the Public
- Improving Elected member and Workforce arrangements
- Improving efficiency and financial management



A range of actions are being progressed.

### **Improving management and governance**

Steps are being taken to further improve performance and risk management, overview and scrutiny, emergency planning and business continuity.

The next three years will see the introduction of the Comprehensive Area Assessment (CAA), the replacement for CPA, from 2009. The Council will continue to prepare and respond to participate through consultation and participation in the Audit Commission's development programme.

### **Improving access and understanding between the Council and the Public**

The Communication and Consultation Plans will be implemented ensuring the Council's strong reputation for public engagement is maintained. The development programme for the Contact Centre will allow a wider range of services to be offered over the period of this plan.

### **Improving Elected member and Workforce arrangements**

The development and retention of members and staff is another key area. Our approach and plans have been set out in the People and Workforce Development Strategy and Member Development Strategy. The pay, grading and Single Status arrangements will also be concluded during 2008/9.

### **Improving efficiency and financial management**

The pressure to achieve Gershon efficiency targets continues and achieving the targets is essential to achieve the Council's Medium Term Financial Strategy. Consequently a major project, Business Transformation, backed by £0.5m of Council funding, is being launched in 2008/9. The Business Transformation project aims to develop an organisation which can:

- Maintain and continue to improve service performance
- Make more efficient and effective use of it's resources; people and buildings
- Deliver services in a responsive manner
- Optimise the extent to which services are delivered directly to the user and minimise the number of transactions to achieve this

Managed through the Way Forward Board, the Business Transformation project will encompass existing Efficiency Strategy, Business Process Re-engineering (BPR), Procurement Strategy and ICT Strategy projects.

Public expectation is for greater flexibility in access to services. Business Transformation will include projects, such as expanding the Hartlepool Connect Contact Centre.

### **Conclusion**

The actions identified in the Organisational Development Section of the Plan are the key elements that will enable us to improve the way in which we work and the services that are provided.

Progress from Government, the public and our partners is desired across a broad range of areas. These are all being addressed in the Corporate Plan. There is a good fit between national and local priorities. The challenge for the Council is to balance capacity, demands and resources. The allocation of financial resources to deliver the Plan is set out in more detail below.

### **3. Medium Term Financial Strategy 2008/9 to 2010/11 and detailed budget for 2008/9**

For a number of years the Council has operated a medium term financial planning process. The Medium Term Financial Strategy (MTFS) addresses the same period as the Government's Comprehensive Spending Review and the Council's Local Area Agreement. The Strategy is rolled forward and updated on an annual basis.

The MTFS links with the Council's corporate and service planning processes describing the known resource issues and assumptions, for example demographic pressures, which will shape the Council's financial strategy and annual budgets for the next three years and how these are factored in. The MTFS sets out the overall shape of the Council's budget, establishing how resources will be allocated in annual budgets between services to deliver Council and community priorities.

Public feedback on the 2006/7 budget was that the majority of people believed that the overall balance of the budget was "about right".

The main issues and assumptions the strategy takes into account are described below.

#### ***a) Issues and assumptions addressed in the MTFS***

##### **Demographic and other pressures –**

These are primarily in adult care services and children's care services. There is increasing demand for Learning Disability, Mental Health and Older People care services because of demographic trends and increasing need for services. There is increasing demand for residential placements and the number of people in Care Homes is expected to continue increasing. The number of Looked After Children is increasing bringing associated increases in preventative work and Special Guardianship orders. In addition, pressures will also arise in 2008/9 from increased landfill tax, increases in recycling costs and costs arising from the introduction of a new refuse round. The Council has agreed to fund these pressures. In total these pressures amount to £2.5m in 2008/9. The MTFS also includes a contingency provision of £1m to address a number of budget risks which are certain to be incurred, although the amount of individual items is not certain. This amount will enable the Council to manage these risks on a strategic basis. Going forward the Council anticipates that there will be further demographic and services changes which will increase costs. Therefore, to address these issues a provision of £1.5m has been built into the MTFS for 2009/10 and 2010/11 to address these issues.

##### **The achievement of increased annual cashable efficiencies of 3%-**

From 1<sup>st</sup> April 2008 councils will be required to achieve annual cashable efficiencies of 3% in each of the next three years. This is a more challenging

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target than the previous annual target of 1.25% cashable efficiencies. For Hartlepool this equates to a saving of £8.5m over three years and is a key central government target for this period. For 2008/09 efficiency savings of £2.4m will be achieved. To maintain progress on the efficiency agenda an additional £0.5m has been approved by Council to fund the Transforming Business project over the next 3 years. Key elements of this project will be included as Corporate Plan actions as they are an essential element to achieving improved services and a balanced budget over the medium term. Progress on this project will be closely monitored by Cabinet and the Way Forward Board.

### **The cost of implementing Job Evaluation**

The issues in relation to Equal Pay were reported to Cabinet on 21 December, 2007. The previous budget report included an increased ongoing commitment for implementing a new pay and grading system. The report also identified up to £4m from the Balance Sheet for one-off protection costs. On the basis of the work completed to date it is anticipated these forecasts are still relevant and should not increase, and are summarised below. However, this position cannot be guaranteed and will depend on the number and outcome of appeals. These figures include an allowance for the cost of appeals and this position will need to be monitored closely as the implementation of Job Evaluation progresses.

	Ongoing Costs £'000			Protection
	2008/2009	2009/2010	2010/2011	
As reported 15th October, 2007	3,670	4,450	4,730	4,000

### **Increasing budgets to reflect the impact of inflation –**

The resource allocations for 2008/09 include 2.5% for cost of living pay awards for all staff and 3% general inflation on non pay expenditure. The forecasts for 2009/10 and 2010/11 include 2.5% for both pay and prices inflation. In addition, where it is anticipated costs will increase by more than inflation these issues have been specifically reflected in the pressures and contingency provision included within the budget requirement, for example it is expected that Care Home fee increase will be above inflation in 2008/9 adding to the pressure caused by demographic trends.

### **Maintenance of assets –**

The Council has identified a significant backlog of maintenance for its asset stock. This has been identified as a significant strategic risk. Asset management programmes have been prioritised accordingly. From 2002/3 the Council has provided 2.5% real term growth to address the condition of council building. Highways maintenance was allocated additional funding in 2007/8. It was recognised that these steps would not be sufficient and at some point significant resources would need to be allocated to address these issues. Prudential Borrowing is being used to address the issues in relation to Mill House Leisure Centre and the Civic Centre. Further details are given later in section on Capital Programme and more fully in the Council's Capital

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Strategy and Asset Management Plan. This sets out our goals for our property assets, showing how they will be maintained, modernised and rationalised to ensure they are fit for purpose.

Wherever possible the Council is using external funding to support investment, for example Transforming Schools through the Building Schools for the Future and Primary School Capital programmes.

### **Grant funding and pressures**

The majority of the Council's funding comes from central government grants. From the 1<sup>st</sup> April 2008 the Government are making significant changes to grant regimes. These changes will mean that a number of specific grants will either be mainstreamed and included in the Formula Grant allocation, or included in the new Area Based Grant. These changes mean that councils have greater flexibility in how these resources are used. However, because of the late announcement of these changes the Council has determined to allocate the majority of these resources to maintain existing programmes during 2008/09. This strategy will provide a period of stability and enable the Council to complete a strategic review the future use of these monies as part of the 2009/10 service and budget planning cycle.

The Council has received better than expected Formula grant settlements over the next three years. Formula grant is the main unringfenced grant paid to councils. The increase over the next three years should make the overall budget position more manageable provided the Council can contain service pressures and achieve annual efficiencies of 3%.

### **The level of annual Council Tax increases**

For 2008/09 the Council has used part of increased Formula grant to limit the increase in Council Tax to 3.9%. For 2009/10 and 2010/11 the Council has also determined indicative Council Tax increases of 3.9%. The actual increases for these years will be determined on an annual basis.

### **Sustainable strategy for the use of reserves**

Balances at March 2008 are forecast to be about £24.6m. It is anticipated that reserves will reduce significantly over the next three years as resources are released to support the revenue budget and to meet the temporary protection costs of implementing Job Evaluation. By April 2011 reserves are expected to have fallen to £13.3m.

This planned use of reserves will enable the Council to fund a number of one-off expenditure commitments without these issues having an adverse impact on services or Council Tax. In addition, the use of reserves and the improved financial settlement for the next three years means that the overall budget position is manageable, provided efficiencies of 3% are achieved and pressures are contained within the £1.5m provision included in the MTFS for 2009/2010 and 2010/2011. The Transforming Business processes project is a key element in the Council's strategy for achieving a sustainable budget position over the medium term.

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### Summary

The pressures outlined above are partially offset by cost reductions arising from bonus payment savings, lower than anticipated interest costs on capital spending and higher than anticipated interest from balances. In addition the Council has received better than expected grant settlements over the next three years. This should make this position more manageable provided the Council can contain service pressures and achieve annual efficiencies of 3%.

The outlook can be summarised as a period of public sector expenditure constraint for the period covered by the MTFS and probably the next comprehensive spending review which requires services to be prioritised at a sustainable level by taking into account the issues outlined above.

A profile of the Council's planned expenditure supporting the Plan is shown below. The table shows small deficits for 2009/10 and 2010/11 and these will be addressed when the MTFS is rolled forward:

	2008/9	2009/10	2010/11
	£'m	£'m	£'m
Expenditure	98.245	106.960	108.238
<b><u>Resources</u></b>			
Grant allocations (includes Area Based Grant)	58.483	65.515	67.144
Council Tax	36.513	38.369	39.857
Reserves	3.249	2.674	1.000
Net Deficit	0.000	0.402	0.237

### ***b) Detailed budget for 2008/9***

The 2008/9 Government Formula grant allocation to the Council is £47.974m. In cash terms this is an increase of 5.6% on the 2007/8 grant allocation. This is the more than the national percentage increase announced by the Local Government Minister. This position reflects changes to the system for allocating Formula grant which better reflect the needs of individual council's. The increase in the Council's Formula grant would have been higher if the Government had abolished the "Floor Damping" mechanism, which limits the increases or decreases in individual authority's grants. The Council will continue to press for the abolition of these arrangements as this will secure a fairer grant allocation for Hartlepool.

In this context the Council's 2008/9 budget decisions have had to balance investment to meet pressures and priorities against efficiencies and increasing income and Council tax. The agreed allocation of our own revenue and capital financial resources in the 2008/9 Budget and Capital Programme reflects the Council's decisions on funding services and priorities within the constraints of the Council's available resources.

The 2008/9 revenue budget process identified a range of pressures and priorities in excess of inflation. Budget pressures arise in relation to the continued provision of existing services. In most cases these pressures

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cannot be avoided, i.e. are statutory requirements or essential running costs such as energy. Priorities relate to areas where the Council had a greater choice and these are generally aligned with the achievement of the Council's overall aims.

The pressures and priorities were examined carefully by Cabinet and considered against the Council's strategic objectives. As a result of this review it was decided that some items would not be funded. This package of service developments reflects the Council's overall policy aims and is summarised below.

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Priority aim	Pressures and priorities £000		Purpose of funding
1 Jobs and the Economy	Pressure Priority	0 40	Priorities - Expand budget for marketing Hartlepool and its specific investment opportunities
2 Lifelong learning and Skills	Pressure Priority	37 0	Pressures - Substitute for LSC funding to enable for a course at Stockton Riverside College - approx 34 adults currently attend as alternative to day centre - cost to replace course
3 Health and Car – Adults	Pressure Priority	233 0	Pressures - are to meet increased demand and provide fit for purpose accommodation for mental health, learning disability, older people and Telecare services
3 Health and Well-Being – Children	Pressure Priority	995 0	Pressures – mainly arise because of the increased complexity and demand for a range of children's services and need for increased capacity to recruit and train foster carers
4 Community Safety	Pressure Priority	30 50	Pressures - to maintain CCTV network Priorities – to address domestic violence and address alcohol abuse
5 Environment	Pressure Priority	766 112	Pressures – the main areas addressed are waste management, disposal and recycling (£360k) including £160k for increased Landfill Tax, coastal protection (£250k). The remaining £100k is to address ground maintenance and cleansing issues which always a high public priority. Priorities – to meet increased demand for conservation grants, give increased priority to climate change and introduce an out of hours noise complaints services following a successful pilot scheme
6 Housing	Pressure Priority	110 60	Pressures – to maintain services to address homelessness Priorities – to research on housing need providing evidence on which to base future policy and selective licensing scheme to encourage responsible landlords
7 Culture and Leisure	Pressure Priority	52 90	Pressures – to continue funding of playground inspections to ensure they are safe and usable and meet the higher than expected rates cost for the Headland Sports Hall Priorities – increase and maintain capacity to deliver the well-being agenda through the use of the Grayfields Sports Ground, Headland Sports Hall and the Sportability Club. Charges are also being brought into line with the rest of the Council.
8 Strengthening Communities	Pressure Priority	0 15	Priorities – a contribution to developing accessible banking facilities and services for the disadvantaged via the Hartlepool Credit Union
9 Corporate and Organisational Development	Pressure Priority	270 587	Pressures – various increased costs arising from contractual and legislative obligations, IT requirements, falling income, job evaluation and building cleaning Priorities – £500,000 is to undertake the Business Transformation project and ensure efficiency targets are met and address corporate ICT needs for Members and property management
Grand Totals	Pressure Priority	2493 954	



### Summary of revenue expenditure for 2008/9

#### Where the money comes from 2008/9 £millions

Chart to be added

#### Where the money goes 2008/9 £millions

Chart to be added

### Capital Programme 2008/9 -2010/11

The Council's capital strategy has recently been updated to reflect the Council's priorities. All capital schemes are appropriately appraised and prioritised to ensure they reflect the key investment requirements in the strategy.

The following table shows a high level summary of the approved three-year capital programme. The Capital Strategy details how the Council will use its own resources and work in partnership with other to continue the physical regeneration of the town. The Capital Strategy reflects the service implications identified through the service planning process, which is driven by the Community Strategy.

Capital spending for the next three years is forecast to be £48m. This investment will be funded from grants the Council has secured from the Government and other organisations and from prudential borrowing, which will be repaid over a number of years from the Council's revenue budget.

The Council has also secured £91m of Building Schools for the Future funding. This funding will be paid as a capital grant and will be used to improve and address the suitability, sufficiency and sustainability of the secondary school estate. This investment will cover the replacement, or refurbishment, of four secondary school buildings to provide modern facilities which will facilitate the "education experience". In addition, the programme will include significant investment in school's IT facilities and infrastructure to provide state of the art facilities. The Council will close one of its existing secondary schools as the town's future secondary education needs can be met from a reduced number of schools. These works are scheduled to be begin in Spring 2010 and to be completed by the end of 2012.

The Council has also secured funding from the Government's Primary Capital Programme initiative for 2009/10 and 2010/11 to address the capital investments needs of its Primary Schools. Further funding will be required to complete this programme and it is anticipated that additional funding of £27 million will be provided through the Primary Capital Programme from 2011/12 onwards.

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Over the three years of the programme significant funds are being invested in:

- Transforming schools both secondary and primary
- Transport improvements
- Environmental and Community safety
- Housing improvements to address market failure

By identifying any under utilised assets the Council hopes to generate capital receipts that will be used to supplement future capital programmes. As well as funding direct investment by the Council the Capital Strategy also supports the achievement of the Community Strategy indirectly through working in partnership. Historically this has included initiatives such as the housing transfer to Housing Hartlepool, the release of land for social housing in exchange for nominations rights and support for the development of the Joseph Rowntree Care Village. During this capital programme the Council will support a variety of initiatives, although it must be recognised that such support is becoming more difficult as the Council has limited undeveloped land in its ownership. Initiatives include:

- The sale of land to enable Hartlepool College of Further Education to develop a new campus;
- The sale of land for the PCT development;
- An agreement to explore the possibility of providing land at below market value for the provision of affordable housing.

Capital Programme expenditure 2007/8 and planned expenditure 2008/9-2010/11 (£million) - to be completed

Expenditure area	2007/8 Spent	2008/9 Planned	2009/10 Planned	2010/11 Planned
Fill in				
Total expenditure				
Funded from:				
Central Government – Specific scheme grant				
Central Government – Supported Capital Expenditure				
Prudential borrowing by the Council				
Other funding				

The Capital Strategy and Asset Management Plan approved by Cabinet on 31<sup>st</sup> March 2008 indicated that the Government's capital allocations will not fund all capital expenditure priorities, particularly areas with a high local

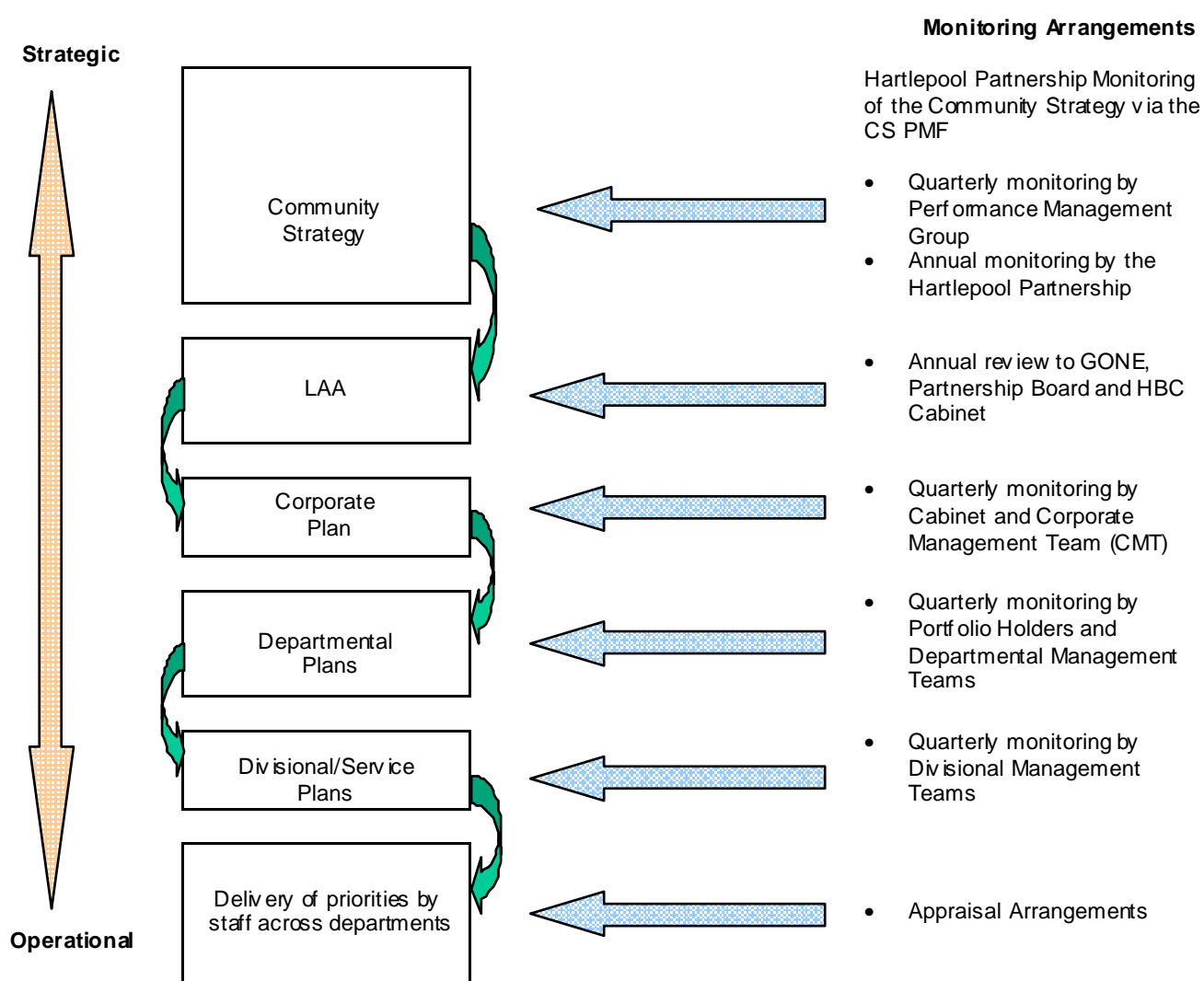
## **4.1 Appendix A**

priority which do not fall within the areas attracting Government funding. Therefore, Members determined to invest £3.6m over the three years 2007/2008 to 2009/2010. The revenue forecasts include provision for the resulting repayment costs. Members will determine if this strategy should continue beyond 2009/10 as part of the service and budget planning process for 2009/10.

### 4. Managing Performance and Risk

#### a) Performance Management Framework

We have developed our performance management framework alongside the Hartlepool Partnership, to ensure that our priorities are aligned with that of the Partnership. Our framework and monitoring arrangements are: -



#### Performance Management Arrangements

As part of the Corporate Assessment inspection that took place in December 2006 the Audit Commission recognised that the Council had “good performance management” and there was a “strong performance management culture throughout the organisation”. However, we have

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continued to drive improvements to services, as well as the performance management arrangements that underpin everything we do. Recent improvements have included:

- combining budget and performance reports considered by Cabinet and Scrutiny Coordinating Committee on a quarterly basis
- linking risk management, service planning and the Annual Governance Statement.
- embedding diversity and workforce planning issues into service planning

2008/09 will see the introduction of a new web-based, Performance Management system, called Covalent. For the first time this will mean that all of our Risks, Service Plans and Performance Indicators are accessible in the same system, enabling: -

- 'real-time' and improved reporting of performance, ensuring issues can be highlighted sooner
- the integration of PIs, Risks and Actions, ensuring that related issues can be monitored together, and not in isolation
- a single reporting process for council officers for all plans, including the LAA and Corporate Plan
- external partners, where appropriate, can access the system to provide performance updates for the LAA

Quarterly reporting to Cabinet, Portfolio Holders and Scrutiny will continue in 2008/09.

### Audit and inspection

The Council has been subject to a range of inspections and audits over the past 18 months and the areas for improvement identified will continue to be progressed. These are summarised below

Corporate	Areas for improvement
Corporate Assessment report, March 2007	Financial planning and working with the voluntary and community sector.
Annual Audit Letter March 2008	
Setting high ethical standards report, March 2008	Stakeholder knowledge and awareness
<b>Services</b>	
To be added	

The performance management of these issues have been incorporated into the Council's performance management arrangements for 2008/9.

### ***b) Risk Management Arrangements***

Risks and controls in relation to our priorities have continued to be reviewed as part of the quarterly review of strategic and operational risk registers

## **4.1 Appendix A**

following the process set out in our Risk Management Strategy. These are reported regularly to executive members and CMT and also to the Audit Committee and our appointed auditors through the Annual Governance Statement.

As previously mentioned the risk registers will be monitored via Covalent in 2008/09, which will facilitate clearer links to be made to the priority outcomes, and related Performance Indicators and actions. This will allow officers and Members to review risks with a clear picture of all related issues.

## 5. Action Plan 2008/09

Jobs and the Economy				
Outcome: Attract Investment		Community Strategy Ref:	Key Pls: NI 146, NI 150 & NI 151 RPD P045 & RPD P076	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE A01	Develop investment and development programmes for the key regeneration action zones within the Coastal Arc framework and pursue funding opportunities to support investment	Mar 09	Derek Gouldburn	LAA
JE A02	Continue to work with partners to provide key manufacturing, tourism and service sector infrastructure, including appropriate sites and premises	Mar 09	Antony Steinberg	LAA
Outcome: Be globally competitive		Community Strategy Ref:	Key Pls: NI 166, NI 171 & NI 172	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE A03	Continue the development of Hartlepool's business incubation and support system including new business formation and growth	Mar 09	Antony Steinberg	
Outcome: Create more employment opportunities for local people		Community Strategy Ref:	Key Pls: NI 152 & NI 153 RPD P046 & RPD P054-P060	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
JE A04	Development of targeted interventions for key client groups within the framework of funding programmes including the Working Neighbourhood Fund and the Deprived Area Fund	Mar 09	Antony Steinberg	LAA
JE A05	To increase the number of socially excluded adults in paid employment	Mar 09	Geraldine Martin	LAA

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Outcome: Achieve economic wellbeing for all children and young people ensuring that they are prepared for working life* (Children and young people will achieve the qualifications, develop the skills and be given the necessary life experiences to enable them to lead full and active adult lives)		Community Strategy Ref:		Key Pls: NI 116 & NI 117 CSD P006 & CSD P007	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans	
JE A06	Fully implement the Aim Higher initiative at key stage 4/5 for young people from wider participation backgrounds	Mar 09	Antony Steinberg	LAA	
JE A07	Reduce the level of young people who are Not in Employment, Education or Training (NEET)	Mar 10	Mark Smith	LAA	
JE A08	Implement, with partner agencies, the local 14 - 19 plan and the 14 - 19 regional strategy	Mar 09	Tom Argument	LAA	
JE A09	Promote the development of enterprise education in Hartlepool secondary schools	Mar 09	Tom Argument	LAA	
JE A10	Raise aspirations of young people from vulnerable backgrounds	Mar 09	Tom Argument	LAA	
Outcome: Promote Hartlepool's interests in economic regeneration policy-making at the national, regional and sub-regional levels		Community Strategy Ref:		Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans	
JE A11	Secure due recognition of Hartlepool's economic role, needs and opportunities in national, regional and sub regional policy	Mar 09	Geoff Thompson		
Outcome: Support and promote appropriate physical and economic regeneration and pursue external funding opportunities		Community Strategy Ref:		Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans	
JE A12	Continue to liaise with PD Ports, Tees Valley Regeneration and funders to secure agreed project delivery arrangements	Mar 09	Stuart Green		
JE A13	Coordinate key regeneration programmes	Mar 09	Derek Gouldburn		



### Key Performance Indicators

Ref	Indicator
NI 116	Proportion of children in poverty
NI 117	16 to 18 year olds who are not in education, employment or training (NEET)
NI 146	Adults with learning disabilities in employment
NI 150	Adults in contact with secondary mental health services in employment
NI 151	Overall employment rate (working-age)
NI 152	Working age people on out of work benefits
NI 154	Net additional homes provided
NI 166	Median earnings of employees in the area
NI 171	New business registration rate
NI 172	Percentage of small businesses in an area showing employment growth
RPD P045	Employment Rate (16-24) (Performance expected with reward) (LAA H9)
RPD P046	Number of failed tenancies (performance expected with reward) (LAA H10)
RPD P054	Youth Unemployment rate (Hartlepool) (LAA JE7)
RPD P055	Youth Unemployment rate (Neighbourhood Renewal narrowing the gap) (LAA JE8)
RPD P056	Number of carers completing education or training and achieving NVQ level 2 or equivalent or higher - (Performance expected with reward) (LAA JE17)
RPD P057	Number of carers remaining in employment for a minimum of 16 hours per week and for at least 32 weeks in the year (Performance expected with reward) (LAA JE18)
RPD P058	Number of drug users given structured work experience/employment opportunities of at least 13 weeks (Performance expected with reward) (LAA JE19)
RPD P059	Number of offenders from Hartlepool being helped into employment with the assistance of HBC and being sustained in the job for a minimum of 4 weeks for a minimum of 16 hours per week (Performance expected with reward) (LAA JE20)
RPD P060	Number of offenders that have gained basic skills at entry level 3, 2 and 1 and level 1 or level 2 (Performance expected with reward) (LAA JE21)
RPD P076	The gap between Hartlepool unemployment rate and the Great Britain rate (LPI RP 10)

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Lifelong Learning and Skills				
Outcome: Enjoy and Achieve* (Raise the achievement and standards of children and young people in the early years, primary and secondary phases of education)		Community Strategy Ref:	Key Pls: NIs 72-75, 83, 87, 92-101 CSD P031 – P033	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
LL A01	Facilitate the physical enhancement and improvement of key higher education facilities	Mar 09	Andy Golightly	LAA
LL A02	Implement the 10 year Childcare Strategy by developing integrated services in Children's Centres / Extended Schools ensuring sufficient high quality childcare places and continuing to develop a highly skilled workforce	Mar 09	Danielle Swainston	LAA
LL A03	Narrow the gap between the Hartlepool average and the most disadvantaged areas in the Foundation Stage	Mar 09	Danielle Swainston	LAA
LL A04	Challenge and support schools to improve performance to national averages and above.	Sep 09	John Collings	LAA
LL A05	Challenge and support schools in targeting vulnerable children and young people for additional intervention and support so that they achieve in line with or better than expected levels and the gap between Hartlepool average and the most deprived areas is reduced	Sep 09	John Collings	LAA
LL A06	Work with partners to extend and improve the quality of services for children and young people which enable them to enjoy their education, improve their well being and enrich their lives	Sep 09	John Collings	LAA
LL A07	Implement the schools transformation programme, including Strategy for Change 2 (secondary schools) and a further round of consultation for the primary capital programme	Mar 09	Paul Briggs	LAA
Outcome: Provision of high quality learning and skills opportunities that drive economic competitiveness, widen participation and build social justice		Community Strategy Ref:	Key Pls: NIs 161 – 164 ACS P053	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
LL A08	To increase universal access to high quality learning and skills opportunities	Jul 09	Maggie Heaps	LAA

## Key Performance Indicators

Ref	Indicator
NI 72	Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales of Personal Social and Emotional Development and Communication, Language and Literacy
NI 73	Achievement at level 4 or above in both English and Maths at Key Stage 2
NI 74	Achievement at level 5 or above in both English and Maths at Key Stage 3
NI 75	Achievement of 5 or more A*-C grades at GCE or equivalent including English and Maths
NI 83	Achievement at level 5 or above in Science at Key Stage 3
NI 87	Secondary school persistent absence rate
NI 92	Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest
NI 93	Progression by 2 levels in English between Key Stage 1 and Key Stage 2
NI 94	Progression by 2 levels in Maths between Key Stage 1 and Key Stage 2
NI 95	Progression by 2 levels in English between Key Stage 2 and Key Stage 3
NI 96	Progression by 2 levels in Maths between Key Stage 2 and Key Stage 3
NI 97	Progression by 2 levels in English between Key Stage 3 and Key Stage 4
NI 98	Progression by 2 levels in Maths between Key Stage 3 and Key stage 4
NI 99	Looked after children reaching level 4 in English at Key Stage 2
NI 100	Looked after children reaching level 4 in Maths at Key Stage 2
NI 101	Looked after children achieving 5 A*-C GCSEs (or equivalent) at Key Stage 4 (including English and Maths)
NI 161	Learners achieving a Level 1 qualification in literacy
NI 162	Learners achieving an Entry Level 3 qualification in numeracy
NI 163	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher
NI 164	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher
ACS P053	Number of learners participating in all forms of learning (LAA LLS23)
CSD P031	Increase the proportion of NRA pupils achieving two level gains from KS1 – KS2 in English & mathematics at a rate which exceeds the increase for non NR.
CSD P032	Increase the proportion of NRA pupils achieving two level gains in English & Mathematics from KS2 – KS3.
CSD P033	Increase the proportion of NRA pupils achieving two level gains in English & mathematics from KS3 – KS4.

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Health and Wellbeing				
Outcome: Improved Health		Community Strategy Ref:	Key Pls: NI 120 & NI 123 ACS P034 & ACS P035	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC A01	To improve the health and wellbeing of Hartlepool citizens by implementing the Public Health Strategy and Action Plan	Mar 09	Director of Public Health	LAA
HC A02	To develop Joint Strategic Needs Assessment with Health and Childrens Services	Mar 09	Assistant Director – Commissioning	LAA
Outcome: Be Healthy* (Children and young people will be physically, mentally, emotionally and sexually healthy, lead healthy lifestyles and choose not to take illegal drugs)		Community Strategy Ref:	Key Pls: NIs 52, 53, 55, 56 & 112 CSD P012	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC A03	Work with partner agencies, young people, schools and families to reduce under 18 conception rate by 55% and improve sexual health	Jan 10	Sheila O'Connor	LAA
HC A04	Continue to work with schools and other agencies to address childhood obesity	Jan 10	Sandra Saint	LAA
HC A05	Work with partner agencies to ensure an appropriate substance misuse treatment plan is in place	Jan 10	Sue Johnson	LAA
HC A06	Promote children's emotional health	Mar 11	Sue Johnson	LAA
HC A07	Work with Health and partners in other agencies to improve the health of infants e.g. increase prevalence of breastfeeding, reducing smoking during pregnancy	Mar 08	Danielle Swainston	LAA
HC A08	Improve services for disabled children	Jan 10	Sheila O'Connor	LAA
HC A09	Actively contribute to the health and future well-being of the children of Hartlepool	Mar 09	Sylvia Tempest	LAA

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Outcome: Increased choice and control and retention of personal dignity		Community Strategy Ref:	Key Pls: NI 125, NI 127, NI 128 NI 130 & NI 136	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC A10	To ensure all service developments have involvement from service users and their carers	Mar 09	Assistant Director – Commissioning	LAA
HC A11	To increase the proportion of people who commission their own services	Mar 09	Assistant Director – Commissioning	LAA
HC A12	To increase the number and range of supported accommodation options	Mar 09	Assistant Director – Commissioning	LAA
HC A13	To ensure that service users and their carers are at the centre of planning their support	Mar 09	Assistant Director – Commissioning	LAA
Outcome: Improved Mental Health and Wellbeing		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC A14	To increase social inclusion for people with mental health issues	Mar 09	Carl Bashford	LAA
HC A15	To support people with mental health issues into paid employment	Mar 09	Carl Bashford	LAA
HC A16	To improve access to psychological therapies	Mar 09	Carl Bashford	LAA
Outcome: Easier Access to Services		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC A17	To ensure that carers are supported effectively to support their family members for as long as they wish	Mar 09	Geraldine Martin	LAA
HC A18	To work with the community in Owton to implement the Connected Care Scheme	Apr 09	Assistant Director – Commissioning	LAA
HC A19	To integrate services where appropriate with local Health Services	May 09	Assistant Director – Commissioning	LAA
HC A20	To ensure that services are sensitive and are able to respond to flexibly to the diverse needs of the community	Jun 09	Assistant Director – Commissioning	LAA

## 4.1 Appendix A

HC A21	To ensure easier access to both universal and targeted services tailored to individual needs	Jul 09	Assistant Director - Commissioning	LAA
Outcome: To safeguard and improve health and well-being for people working, living and visiting the Borough				
Community Strategy Ref:		Key Pls:		
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
HC A22	To deliver an effective health development and enforcement service	Mar 09	Sylvia Tempest	
HC A23	Delivery of the Public Health Strategy and Action Plan through partnership working	Mar 09	Sylvia Tempest	

### Key Performance Indicators

Ref	Indicator
NI 52	Take up of school lunches
NI 53	Prevalence of breastfeeding at 6-8 weeks from birth
NI 55	Obesity in primary school age children in Reception
NI 56	Obesity in primary school age children in Year 6
NI 112	Under 18 conception rate
NI 120	All-age all cause mortality rate
NI 123	Stopping smoking
NI 125	Achieving independence for older people through rehabilitation/intermediate care
NI 127	Self report experience of social care users
NI 128	User reported measure of respect and dignity in their treatment
NI 130	Social Care clients receiving Self Directed Support per 100,000 population
NI 136	People supported to live independently through social services (all adults)
ACS P034	Number of patients completing a 10 week programme of referred activity as a result of health practitioner recommendation (Performance expected with reward) (LAA HC15)
ACS P035	Of those completing a 10 week programme the percentage going onto mainstream activity (Performance expected with reward) (LAA HC16)
CSD P012	Number of schools achieving the new Healthy Schools Status (Performance with reward) (LAA HC21)

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Community Safety				
Outcome: Reduced Crime		Community Strategy Ref:	Key Pls: NI 16 & NI 20	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS A01	Reduce acquisitive crime	Mar 09	Brian Neale	LAA
CS A02	Reduce violent crime, including domestic abuse (previously domestic violence)	Oct 08	Alison Mawson	LAA
CS A03	Implement CCTV Strategy	Mar 09	Brian Neale	LAA
Outcome: Reduced harm caused by illegal drugs and alcohol		Community Strategy Ref:	Key Pls: NI 38 & NI 40	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS A04	Reduce drug dealing and supply	Mar 09	Chris Catchpole	LAA
CS A05	Implement the Alcohol Strategy and introduce alcohol treatment services	Sep 08	Chris Hart	LAA
CS A06	Increase numbers into treatment	Jan 09	Chris Hart	LAA
CS A07	Develop access to wrap around services and activities particularly for drug misusing offenders	Oct 08	Chris Catchpole	LAA
CS A08	Develop harm reduction and primary care services particularly for target groups	Mar 09	Chris Hart	LAA
Outcome: Improved neighbourhood safety and increased public confidence, leading to reduced fear of crime and anti-social behaviour		Community Strategy Ref:	Key Pls: NI 17 & NIs 21-23	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS A09	Reduce anti-social behaviour and criminal damage, including deliberate fire setting	Mar 09	Sally Forth	LAA
CS A10	Development of an improved Community Engagement model, under the auspices of Neighbourhood Policing and Partnership activity	Oct 08	Alison Mawson	LAA

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CS A11	Co-ordinate and develop NAP resident forums, ensuring links are made with the Safer Hartlepool Partnership and Neighbourhood Policing	Mar 09	Denise Ogden	LAA
Outcome: Reduced offending and re-offending		Community Strategy Ref.	Key Pls: NI 19, NI 30 & NI 111	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS A12	Prevent and reduce offending, re-offending and risk of offending	Mar 09	Danny Dunleavy	LAA
CS A13	Reduce first time entrants to the Youth Justice system ensuring all children and young people at risk are referred to prevention services	Mar 09	Danny Dunleavy	LAA
Outcome: Stay safe* (Children and young people will live, grow and learn in safety, where parents, carers and all adults take responsibility for their safety and well-being)		Community Strategy Ref.	Key Pls: NI 62 & NI 65 CSD P035 & CSD P036	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CS A14	Increase the number and range of foster and adoptive placements to meet local needs	Mar 09	Margo McIntosh	LAA
CS A15	Reduce the number of placement moves for looked after children and increase the stability of placements	Mar 09	Margo McIntosh	LAA
CS A16	Develop the work of the Local Safeguarding Children Board and ensure child protection processes are effective and efficient	Mar 09	Margo McIntosh	LAA
CS A17	Support the development of preventative services and improve the efficiency of social care assessment	Mar 09	Margo McIntosh	LAA

### Key Performance Indicators

Ref	Indicator
NI 16	Serious acquisitive crime rate
NI 17	Perceptions of anti-social behaviour
NI 19	Rate of proven re-offending by young offenders
NI 20	Assault with injury crime rate
NI 21	Dealing with local concerns about anti-social behaviour and crime by the local council and police



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Ref	Indicator
NI 22	Perceptions of parents taking responsibility for the behaviour of their children in the area
NI 23	Perceptions that people in the area treat one another with respect and dignity
NI 30	Re-offending rate of prolific and priority offenders
NI 38	Drug related (Class A) offending rate
NI 40	Number of drug users recorded as being in effective treatment
NI 62	Stability of placements of looked after children: number of placements
NI 65	Percentage of children becoming the subject of a Child Protection Plan for a second or subsequent time
NI 111	First time entrants to the Youth Justice System aged 10 - 17
CSD P035	Children who became the subject of a CP Plan, or were registered, per 10,000 population under 18
CSD P036	The percentage of S47 enquiries which led to initial case conference and were held within 15 working days

## 4.1 Appendix A

Environment				
Outcome: Deliver sustainable communities through high quality planning, new build and sensitive conservation and protect and enhance the local natural environment.		Community Strategy Ref:	Key Pls: NI 170 RPD P002, P006 & P007	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
En A01	Review significant features of Hartlepool's natural environment	Mar 09	Sarah Scarr	LAA
En A02	Review Hartlepool's conservation areas and implement planning policy guidance relating to the historic environment	Mar 09	Sarah Scarr	LAA
En A03	Coordinate the preparation of the new Local Development Framework embodying the core principle of sustainable development and climate change	Mar 09	Richard Waldmeyer	LAA
En A04	Maximise funding contributions from developers and other funders for play and recreational service development	Mar 09	Andrew Pearson	LAA
Outcome: Improve the quality of the local environment by having cleaner, greener and safer public, private and community spaces.		Community Strategy Ref:	Key Pls: NI 195	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
En A05	Improve and maintain the natural and built environment	Mar 09	Denise Ogden	LAA
Outcome: Provide a sustainable, safe, efficient, effective and accessible transport system		Community Strategy Ref:	Key Pls: NIs 47, 48, 168, 169 & 177	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
En A06	Deliver the Hartlepool Local Transport Plan (LTP)	Mar 09	Alastair Smith	LAA
En A07	Develop and implement an Integrated Transport Strategy	Oct 08	Alastair Smith	LAA

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Outcome: Make better use of natural resources and reduce the generation of waste and maximise recycling		Community Strategy Ref:		Key Pls:
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
En A08	Participate in the preparation of the sub regional Minerals and Waste Development plan documents	Jan 09	Tom Britdiffe	LAA
En A09	To give advice on the issues concerning the natural and built environment and to enforce environmental legislation when appropriate	Dec 08	Denise Ogden	LAA
Outcome: Prepare for the impacts of and secure local and global action to tackle climate change		Community Strategy Ref:		Key Pls: NI 191 & NI 192
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
En A10	To increase community and corporate knowledge and action on environmental sustainability	Mar 09	Sylvia Tempest	
Outcome: Promote community involvement in positive action to reduce poverty through fair trade and promoting peace and security.		Community Strategy Ref:		Key Pls: NI 186 & NI 188
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
En A11	Promote Hartlepool as a Fairtrade town	Sep 08	Sylvia Tempest	LAA

### Key Performance Indicators

Ref	Indicator
NI 47	People killed or seriously injured in road traffic accidents
NI 48	Children killed or seriously injured in road traffic accidents
NI 168	Principal roads where maintenance should be considered
NI 169	Non-principal classified roads where maintenance should be considered

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Ref	Indicator
NI 170	Previously developed land that has been vacant or derelict for more than 5 years
NI 177	Local bus and light rail passenger journeys originating in the authority area
NI 186	Per capita CO2 emissions in the LA area
NI 188	Planning to Adapt to climate change
NI 191	Residual household waste per head
NI 192	Household waste recycled and composted
NI 195	Improved street and environmental cleanliness (levels of graffiti, litter, detritus and fly posting)
RPD P002	Percentage of new homes on previously developed land (BVPI 106)
RPD P006	Plan-making: Development Plan (Amended 2005/06) (BVPI 200a)
RPD P007	Plan-making: Milestones (Amended 2005/06) (BVPI 200b)

## 4.1 Appendix A

Housing				
Outcome: Balancing Housing supply and demand.		Community Strategy Ref:	Key Pls: RPD P024, P025, P047 & P048	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
Ho A01	Pursue a strategic housing market renewal programme in partnership with Tees Valley Living and key local partners (e.g. Housing Hartlepool and Hartlepool Revival)	Mar 09	Nigel Johnson	LAA
Ho A02	Develop appropriate measures to increase the provision of affordable housing	Mar 09	Penny Garner-Carpenter	LAA
Ho A03	Ensure there is access to a choice of good quality housing to buy or rent, to meet the aspirations of residents and encourage investment	Mar 09	Penny Garner-Carpenter	LAA
Outcome: Improving the quality of existing housing		Community Strategy Ref:	Key Pls: NI 187 RPD P041 & P042	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
Ho A04	Encourage improvement to homes to meet and exceed 'decent homes standards'	Mar 09	Penny Garner-Carpenter	LAA
Ho A05	Improve the energy efficiency of houses	Mar 09	John Smalley	LAA
Outcome: Meeting the Housing Needs of Vulnerable People		Community Strategy Ref:	Key Pls: NI 141 & NI 142 RPD P043, P063 & P064	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
Ho A06	Commence the implementation of the 'Older Persons' Housing Strategy	Mar 09	Penny Garner-Carpenter	LAA
Ho A07	Provide support services to increase the opportunity for residents to live independently in the community	Mar 09	Penny Garner-Carpenter and Pam Twells	LAA

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Ho A08	To ensure the deliver of high quality housing support services through efficient and effective contracts with providers	Mar 09	Pam Twells	LAA
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### Key Performance Indicators

Ref	Indicator
NI 141	Percentage of vulnerable people achieving independent living
NI 142	Percentage of vulnerable people who are supported to maintain independent living
NI 187	Tackling fuel poverty - percentage of people receiving income based benefits living in homes with a low energy efficiency rating
RPD P024	The number of new units completed by RSLs (HSG DPI7)
RPD P025	The number of RSL schemes starting on site (HSG DPI8)
RPD P041	Achieving decent homes standard in social housing sector (Hartlepool) - RSL (LAA H1b)
RPD P042	Achieving decent homes standard in private sector housing sector (LAA H2)
RPD P043	The percentage of new tenants receiving support from HBC sustaining their tenancies for 6 months (LAA H7)
RPD P047	Number of houses cleared in HMR intervention area (LAA H12)
RPD P048	Number of new homes constructed in HMR intervention area (LAA H13)
RPD P063	Extra care sheltered accommodation for older people provision (LPI NS 12a)
RPD P064	Other vulnerable person provision (LPI NS 12b)

## 4.1 Appendix A

Culture and Leisure				
Outcome: Enrich individual lives, strengthen communities and improve places where people live through enjoyment of leisure, culture and sport.		Community Strategy Ref:	Key Pls: NIs 8 - 11	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CL A01	Develop and improve cultural and leisure facilities and events	Mar 09	John Mennear	LAA
CL A02	To ensure the public have access to a wide range of information about leisure, culture and sporting opportunities in a variety of accessible mediums	Dec 08	John Mennear	LAA
Outcome: Cultural and leisure services, better meet the needs of the community, especially those from disadvantaged areas		Community Strategy Ref:	Key Pls: ACS P017, P018, P059 & P061	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
CL A03	To increase opportunities for participation in a wide range of cultural and leisure activity focussing on areas of disadvantage	Mar 09	John Mennear	

### Key Performance Indicators

Ref	Indicator
NI 8	Adult participation in sport and active recreation
NI 9	Use of Public Libraries
NI 10	Visits to museums and galleries
NI 11	Engagement in the arts
ACS P017	Visits by C2DE (MORI definition of Working Class) visitors to the Museum of Hartlepool (based on Renaissance funded MORI visitor survey) (LAA CL2)
ACS P018	Increase annual Leisure Centre attendances (Neighbourhood Renewal narrowing the gap) (LAA CL5)
ACS P059	Overall average attendance at Mill House, Brierton and Headland Leisure Centres (LPI CS 2a)
ACS P061	Number of concessionary members of Leisure Card Scheme attending the centres four times or more during the year (LPI CS 2c)

## 4.1 Appendix A

Strengthening Communities				
Outcome: To empower local people to have a greater voice and influence over local decision making and the delivery of services.		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC A01	Ensure a fit for purpose Local Strategic Partnership	Mar 09	Joanne Smithson	LAA
SC A02	Complete the review of the Community Strategy	Sep 08	Joanne Smithson	LAA
SC A03	Coordinate the preparation, implementation and partnership monitoring of the Local Area Agreement	Mar 09	John Potts	LAA
SC A04	To establish Neighbourhood Management as a guiding influence in Service Delivery across the Council	Sep 08	Denise Ogden	LAA
SC A05	Improve and co-ordinate Public Engagement with all sectors of the community acting on feedback	Mar 09	Margaret Hunt	LAA
SC A06	To develop co-ordinated strategy for appropriate partnerships with the voluntary sector	Mar 09	Margaret Hunt	LAA
Outcome: Make a positive contribution * (Children and young people who live in Hartlepool are provided with the opportunity to participate fully in the life of the community)		Community Strategy Ref:	Key Pls: NI 110 & CSD P037	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC A07	Establish the role of commissioner of parenting support and develop a Parenting Strategy for Hartlepool to establish a continuum of services for parents to assist them in promoting positive outcomes for their children	Mar 09	John Robinson	LAA
SC A08	Ensure that children and young people from vulnerable groups (Learning difficulties or disabilities (LDD), Black and Minority Ethnic (BME), traveller, asylum seeker and refugee communities) have the opportunity to gain full access to services and have a role in service development	Mar 09	John Robinson	LAA
SC A09	Establish the Participation Strategy through the development of standards that support organisations in Hartlepool in its implementation	Mar 09	John Robinson	LAA
SC A10	Support and improve the level of young people's participation in positive activities	Mar 09	Peter Davies	LAA
SC A11	Work with partner agencies to reduce youth offending	Mar 09	John Robinson	LAA



## 4.1 Appendix A

SC A12	Assist in the transition of young people with learning difficulties and disabilities (LDD) to post 16 education and training	Mar 09	Mark Smith	LAA
Outcome: Improving quality of life and ensuring service providers are more responsive to neighbourhood needs with particular focus on disadvantaged areas		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC A13	Ensure the delivery of Neighbourhood Renewal in the Borough	Mar 09	Catherine Frank	LAA
SC A14	Continue the programme of Neighbourhood Action Plans (NAP) preparation, implementation and review	Mar 09	Sylvia Burn	LAA
SC A15	Support the development and implementation of regeneration programmes within disadvantaged areas	Mar 09	Sylvia Burn	
Outcome: Improving Financial Inclusion		Community Strategy Ref:	Key Pls: CEDFI P009 – P011	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC A16	Develop and implement an Engagement Strategy to increase awareness and accessibility to financial support	Mar 09	John Morton	LAA
SC A17	Support the development of the Hartlepool Financial Inclusion Partnership	Mar 09	John Morton	
SC A18	Improve accessibility to secure banking arrangements for the disadvantaged	Mar 09	John Morton	
Outcome: Freedom from discrimination and harassment		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC A19	Enhance Equality and Diversity arrangements and mainstream into all council service activities	Mar 09	Wally Stagg	LAA

## 4.1 Appendix A

Outcome: Ensure communities are well prepared to respond to emergency situations		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
SC A20	Develop and Implement communication strategy		Denis Hampson	

### Key Performance Indicators

Ref	Indicator
NI 110	Young people's participation in positive activities
CSD P037	Percentage of young people (and their parents/carers) with learning difficulty and/or disability (as defined by the Learning and Skills Act) participating in their Section 140 assessment arranged via Connexions Personal Advisors to assist their transition to post 16 education and training programmes
CEDFI P009	Number of Council Tax Disabled Reliefs (performance expected with reward) (LAA SC16)
CEDFI P010	Number of Council Tax Carer Reductions (performance expected with reward) (LAA SC17)
CEDFI P011	Number of Council Tax Severely Mentally Impaired Reductions (performance expected with reward) (LAA SC18)

## 4.1 Appendix A

Organisational Development				
Outcome: Improve management and governance		Community Strategy Ref:	Key Pls: CEDCS P008, P009 & P010	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD A01	Continued development of service planning and performance management arrangements	Jun 09	Peter Turner	
OD A02	Implement Risk Strategy to ensure robust risk management arrangements are in place	Mar 09	Peter Turner	
OD A03	Develop and improve the effectiveness of the overview and scrutiny function	May 09	Charlotte Burnham	
OD A04	Development of Governance arrangements	May 08	Noel Adamson	
OD A05	Ensure arrangements in place to deal with new and existing legislation	Ongoing	Peter Devlin	
OD A06	Development of emergency planning and business continuity arrangements	Mar 09	Mike Ward	
OD A07	Prepare for introduction of Comprehensive Area Assessment in 2009	Mar 09	Andrew Atkin	
Outcome: Improve access and understanding between the Council and the Public		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD A08	Develop the Contact Centre to increase the range of services provided	Mar 09	Christine Armstrong	
OD A09	Implement the Communicating with your council plans	Mar 09	Andrew Atkin & Joanne Maders	
Outcome: Improve Elected member and Workforce arrangements		Community Strategy Ref:	Key Pls:	

## 4.1 Appendix A

Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD A10	Implement Elected Member Development Strategy	Mar 09	Joanne Maders	
OD A11	Implement the People Strategy and Workforce Development Strategy	Mar 09	Joanne Maders	
OD A12	Implement Pay and Grading and Single Status arrangements	Mar 09	Wally Stagg	
Outcome: Improve efficiency and effectiveness of the organisation		Community Strategy Ref:	Key Pls:	
Ref:	Action	Date to be Completed	Responsible Officer	Links to Other Plans
OD A13	Develop and implement Business Transformation Programme	Aug-08	Andrew Atkin	
OD A14	Develop and Implement Efficiency Strategy	Nov-08	Mike Ward	
OD A15	Develop and implement the Procurement Strategy	Mar-09	Graham Frankland	
OD A16	Delivery of the ICT Strategy to support corporate objectives	Mar-09	Joan Chapman	
OD A17	Develop Financial Strategy and Management	Dec-08	Chris Little	
OD A18	Develop Capital Strategy and Asset management	Apr-08	Chris Little	

### Key Performance Indicators

Ref	Indicator
CEDCS P008	CPA Use of Resources - Overall Score (CPA 2)
CEDCS P009	CPA Overall Category (CPA 3)
CEDCS P010	CPA Direction of Travel Judgement (CPA 4)

# **CABINET REPORT**

**28<sup>th</sup> April 2008**



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

**Subject:** Housing Market Renewal Programme 2008-11

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## **SUMMARY**

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

To describe and agree the scope of the housing market renewal programme for central Hartlepool 2008-11.

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

The report briefly describes the progression of housing regeneration and redevelopment activity in central Hartlepool to date, and identifies the priorities for future intervention. It summarises the overall position on funding following confirmation of resource allocations supporting this area of activity, provides detail in respect of additional financial implications and the management of risk, and confirms proposed delivery arrangements for the programme.

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

The report has strategic relevance across a range of portfolios, and is key to Regeneration, Liveability, Neighbourhoods and Communities.

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

Key. Tests (i) and (ii) apply.

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

Cabinet at its meeting on 28<sup>th</sup> April 2008.

## 6. DECISION(S) REQUIRED

Cabinet is requested to:-

- a) - Agree to the use of resources as set out in the report to progress acquisitions by agreement in the Perth Street area and to agree that the remaining resources are prioritised to purchase from the owner occupiers in wider Carr/Hopps St area and Belle Vue.
- b)- Continue to work with Housing Hartlepool to explore ways of progressing the delivery of the Belle Vue site
- c) – Authorise Officers to undertake preparatory Compulsory Purchase Order work.
- d) – Note the management arrangements and agree the refresh of the Memorandum of Understanding with Housing Hartlepool
- e) - To agree to the progression of, selection and other arrangements for establishing a suitable partnership with an interested private sector developer/developers to progress the schemes.
- f) - Note the advice received from the Chief Solicitor in respect of Human Rights Issues.
- g) - Note that further reports will be prepared for Cabinet's consideration in due course in respect of the various recommendations outlined above and also in relation to any other relevant activities and processes associated with delivering appropriate redevelopment of these sites, such as associated legal and planning procedures.

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

**Subject:** Housing Market Renewal Programme 2008-11

---

**1. PURPOSE OF REPORT**

- 1.1 To describe and agree the scope of the housing market renewal programme for central Hartlepool 2008-11. This report is further to a previous report to Cabinet in February 2007 and subsequent report to the relevant Portfolio Holder in May 2007 on the likely shape of the future programme, and is set within the context of recent funding allocations from government, associated risk and financial considerations and proposed arrangements for delivery.

**2. BACKGROUND**

- 2.1 On 5 February 2007 Cabinet received a detailed report on the development and current position of Hartlepool's housing market renewal programme overall, and endorsed in principle a suggested approach to targeting remaining 2007-8 resources into supporting strategic property acquisitions in areas where project development is significantly advanced, ahead of the formal confirmation of future resource availability.
- 2.2 In summary, that report identified the clear overriding resource priority for the Council was to ensure completion of site assembly, expedite all remaining associated compensation costs, and complete subsequent land transfers, in those 3 areas in north and west central Hartlepool where compulsory purchase powers had been used to ensure delivery of the first phase of the programme (i.e. Moore/Pelham Street, Mildred/Slater Street and Mayfair/Gordon Street areas respectively).
- 2.3 Work to facilitate this has moved toward completion, with land in the latter 2 sites now in the ownership of Yuill Homes, and the first site having now been formally transferred to Taylor Wimpey following the completion of various legal and technical negotiations. Taken together these redevelopments have seen the clearance of over 620 older, primarily terraced dwellings and adjacent former commercial premises in areas most acutely affected by housing market failure in recent years, and will result in their replacement with over 330 new homes, of a range of types and sizes, built to high standards of construction and environmental performance, for sale, rent, shared ownership and equity share. The first properties completed within Yuill Homes' Trinity Court development are proving to be very popular to the market, and the construction programme is making good progress.

- 2.4 The previous reports identified that once these transfers and associated transactions are completed, there would be some residual resource element available to support ongoing activity in adjacent areas where significant development work has been undertaken, ahead of the formal clarification of future resource allocations post-April 2008, and the formal adoption by the Council of additional redevelopment schemes.
- 2.5 These reports specifically highlighted ongoing project development work across west and north central Hartlepool, namely the North Central Hartlepool master plan update, the project planning work developed through the Belle Vue Steering Group, the ongoing updating of other aspects of the NDC Community Housing Plan (specifically relating to the area south of Hart Lane around Carr/HoppsStreets - the areas known as 3 a & b in the Community Housing Plan, and Dalton Street), and the range of additional work that is necessary to move these projects forward into implementation.
- 2.6 Whilst it was acknowledged that all of the central Hartlepool housing market renewal area remains a priority, it was recognised that project development (in terms of housing market analysis, master planning, community engagement, consultation and expectation plus additionality created by funding packages and investment decisions by partners) is most advanced in several key areas as set out below. The Regeneration, Liveability and Housing Portfolio Holder, at a meeting in May 2007 agreed to the targeting of the 'residual' 2006-08 resources towards supporting strategic acquisition of properties within these areas in partnership with Housing Hartlepool and Hartlepool Revival.
- The Perth/Hurworth/Gray/Turnbull Street area of North Central Hartlepool (within the boundary identified in **Appendix 1**)
  - Belle Vue (within the boundary identified in **Appendix 2**),
  - The Carr/Hopps/Richardson Street areas (within the boundary identified in **Appendix 3**), and
  - The Dyke House estate, to support the investment strategy of Housing Hartlepool. This work will be funded by Housing Hartlepool and will complement the housing market regeneration activity across the central area of the town. (**Appendix 4**)
- 2.7 In order to inform and support future phases of the HMR programme, additional technical work has been progressed as part of a commission to review the 'Financial Modelling and Implementation Framework'. A consortium of consultants comprising Deloitte MCS Ltd, Nathaniel Lichfield and Partners and Dickinson Dees LLP has undertaken this and an executive summary of their report is attached at **Appendix 5**. The report sets out the headline findings and conclusions of a review of six housing sites in central Hartlepool and provides an assessment of the potential for their delivery within Hartlepool's housing market renewal programme between 2008 and 2011.



The sites include the four areas identified in Section 2.6 (above) and subdivide the Dyke House estate into 3 sub-areas – Easington Road, Lime Crescent and Raby Gardens. In relation to the Carr/Hopps site, the area identified in Appendix 3 has emerged as a preferred way forward following further consultation undertaken with property owners, residents and from the consultants assessment, but has not yet been formally adopted as an amendment to the Community Housing Plan. For each site an assessment of strategic policy fit is given and an understanding of potential legal considerations is provided. The report also incorporates information around financial modelling, and includes suggested phasing and delivery arrangements, to be undertaken in partnership with Housing Hartlepool. (Housing Hartlepool will be taking the lead role in relation to the Easington Road and Lime Crescent sites and will be considering in parallel the future needs of the Raby Gardens area. This will compliment the HMR work already underway close by, and will contribute to the environmental appearance and step change in the area)

- 2.8 The Financial Modelling and Implementation Framework makes certain assumptions in relation to budget allocations and availability of resources, as resource allocations were not available to the consultants at the time their modelling was being carried out. It does however provide useful additional evidence to support and inform the intervention process.

### **3. RESOURCES**

- 3.1 Funding for the housing market renewal programme comes almost exclusively from external sources, primarily the North East Housing Board through the Single Housing Investment Pot (SHIP) and Department of Communities and Local Government via the Housing Market Renewal Fund (HMRF). Additional resources have also previously come from the New Deal For Communities programme (but capital funding for site assembly is now exhausted although there is ongoing support for the staff delivery team costs for 2008 to 2011) and the urban regeneration agency English Partnerships, the Housing Corporation and Neighbourhood Renewal Fund (NRF), which has now been replaced by the Working Neighbourhoods Fund.
- 3.2 Hartlepool's SHIP Objective 1 funding allocation (that element of SHIP that supports housing market renewal activity) allocation for 2008-11 has been announced by the North East Housing Board as £3.27m. The year one allocation is confirmed at £1,083,435 2008/09, with indicative figures for years 2 and 3 of £1,094,533 and £1,094,533 respectively. (Years two and three figure are subject to plus or minus 10% based on outputs and performance of the Tees Valley Living Partnership and will be confirmed later in the current financial year).
- 3.3 Hartlepool's share of an allocation of funding by the Department for Communities and Local Government to Tees Valley from the Housing Market Renewal Fund (HMRF) for the period 2008-11 has been confirmed for year one 2008/09 as £3,171,250 with indicative amounts for years 2 and

3 of £2,914,950 and £2,408,071 again plus or minus 10% linked to performance.

- 3.4 In addition to the above, discussions have been held with English Partnerships (EP) over recent months around the potential for additional resources being made available to the Council to support housing market renewal specifically within the Perth Street area of north central Hartlepool. EP has recently confirmed, that an allocation of £4.85m has been made available for 2008-10. . This allocation includes specific conditions requiring that the EP monies are drawn down within an agreed time period and , that the Council proceeds to CPO if necessary in order to complete the assembly of the site and that funding is provided from other sources as necessary to ensure that the whole site can be assembled.. The net land value, from the sale of the site, is also to be returned to EP.
- 3.5 In summary, the total available budget from SHIP/HMR/EP for the 2008-11 is £16.65m. Although government has expressed a long term commitment to housing market renewal, funding beyond 2011 is currently uncertain; longer-term HMR programmes by central Government may be funded by other sources and/or linked to other initiatives such as Growth Points. It is important therefore to ensure that in determining priorities within the current programme appropriate consideration is given to the risks relating to future funding, and that this is balanced against the need to maintain Hartlepool's longer term interests in terms of delivering its HMR programme.

#### **4. PROPOSED FUNDING PROGRAMME 2008-11**

- 4.1 Based on the level of available resources and taking account of the Financial Modelling and Implementation Framework it is clear that there are insufficient resources to achieve all of the identified priorities within the 2008-11 timeframe. Consideration has therefore been given to the available options taking account of a number of factors including deliverability, value for money community aspirations, funder constraints and expectations and resource availability. From the various consultation exercises that have been carried out it is clear that there is considerable community expectation towards securing the objectives of housing market renewal in all of the identified areas. In terms of funding constraints and expectations, the English Partnerships allocation (£4.85m) is specifically allocated to the delivery of the Perth Street scheme and if this scheme does not go ahead, this resource would be lost. The Ship and HMRF funds, whilst not so tightly constrained to specific sites, nevertheless have expectations in terms of delivery of outputs. There is also the important consideration of maintaining the momentum a strategic HMR programme within Hartlepool as, if future funding is more limited, we could potentially lose out to other partners within the sub-region if the Council is unable to demonstrate an ongoing commitment across the whole intervention area.

- 4.2 The Financial Modelling and Implementation Framework provides indicative site assembly costs of £12.5m for Perth Street, £7.9m for Belle Vue and £9.5m for the Carr/Hopps Street area. These figures need to be treated with some degree of caution as acquisition costs are subject to market fluctuations. These costs, however, provide useful guidance in identifying options for prioritising the current budget allocations.
- 4.3 On the assumption that commitment is given to the delivery of the Perth Street site and the EP resources are accepted this would leave around £4.25 to progress acquisitions in the other two areas. The consultants have suggested that this resource be used to deliver the Belle Vue site in partnership with Housing Hartlepool ( who have made strategic commitments in relation to their properties in this area), and that alternative funding sources be explored for Carr/Hopps Street including future rounds of HMRF/SHIP funds. Based on the way this is set within the financial model, there would be insufficient resources to deliver this whole Belle Vue site plus Perth Street within the current three year programme. However, positive discussions are ongoing with Housing Hartlepool around whether additional funding might be secured and around how the value of its assets could be set within a broader redevelopment programme (possibly via an alternative treatment of acquisition costs) to allow this scheme to fully proceed. A further report in respect of this will be provided in due course when these discussions have been concluded.
- 4.4 An alternative option could be to continue the current programme of strategic intervention within both Belle Vue and Carr/Hopps Street area focussing on the acquisition by agreement of owner occupied properties. This could be accompanied (where appropriate and subject to resources) by selective purchase of other properties, to allow phased clearance of groups of properties. This approach would help demonstrate to the local communities a continued commitment to these areas and would provide evidence that the Council and its partners are committed to the long term and strategic intervention across central Hartlepool.

## **5. DELIVERY ARRANGEMENTS**

- 5.1 The delivery of these sites requires a range of actions and interventions and officers will seek to build on the successful experience of the previous schemes in taking them forward. Whilst it is anticipated that a large majority of properties within the intervention areas will be acquired by agreement, it is to be expected that compulsory purchase will be required in order to fully assemble sites. Dickenson Dees have provided legal advice and support in the past and have provided additional guidance in relation to the future programme (Appendix 5). As highlighted, careful consideration of the merits of the use of compulsory purchase powers for each site needs to be developed further. For example, it will be necessary to gather information on individual ownerships and land interests on each site, so that the information can be used as part of any CPO procedure. The statutory process of declaring a

CPO area requires a formal resolution from the Council at which time specific regulations would come into force including obligations on the Council to acquire properties and make home loss and disturbance payments if owners wish to sell. Given the financial position described in Sections 3 and 4 above, it would not be appropriate to make formal resolutions on all of these sites at this point in time. These would be the subject of separate, specific reports to Cabinet at a later date.

- 5.2 In preparing a case for CPO it will be necessary to demonstrate that there is a viable replacement scheme, that there is evidence of demand from the private sector in developing the site(s) and (preferably) that planning permission is in place for such proposals. It is therefore advantageous to have a developer on board early on in the process as was the case on the first three sites. If Cabinet agree to the recommendation to progress the Perth Street site it is requested that officers be authorised to progress selection and other arrangements in partnership with key delivery partners in order to secure an appropriate private sector developer. Such selection process would seek to secure cost and time efficient terms of procurement and seek to maximum other benefits including quality of design, affordable housing and local training opportunities.
- 5.3 In relation to the other intervention sites Housing Hartlepool would be taking the lead on those sites within their ownership, and in the case of Belle Vue where they own a large proportion of the site, it would be useful to work together with the Council to consider delivery options.
- 5.4 In terms of property acquisition, the schemes will be delivered in accordance with the previously developed good practices used in the first three HMR sites in Hartlepool. All property bought will be independently valued by a Chartered Surveyor and market value will be the basis for offers, plus statutory payments. Owner occupiers/tenants would receive payment for home loss and disturbance and additional discretionary relocation assistance where applicable. A new housing relocation package of assistance has been agreed by the Regeneration and Liveability Portfolio Holder, (February 2008). The new package includes assistance up to £15,000 comprising a grant of up to £7,500 which is a charge on the property depleting over five years, and a loan repayable when the property is sold also up to £7,500 and also a further charge on the property.
- 5.5 In terms of 'on the ground' management of acquisitions and liaison within the affected communities, both Housing Hartlepool and Hartlepool Revival have had separate delivery teams, the former operating in north central Hartlepool and the latter within the NDC area. A memorandum of Understanding has been in place between the Council and Housing Hartlepool in respect of the former area. Following a recent review, prompted largely by a reassessment of likely future resources and NDC funded activities, the Hartlepool Revival staff have been subsumed within one larger housing regeneration team for central Hartlepool which will sit within Housing Hartlepool's organisational structure, with a financial contribution from NDC being made to Housing Hartlepool in respect of delivery of the remainder of the NDC Community

Housing Plan, up to 2011. This team will be the sole delivery partner of the Borough Council in terms of the frontline management and implementation of the overall housing market renewal programme, and the key interface with local communities in areas where significant potential redevelopment will be progressed, including managing the relocation process for residents in those areas, managing dwelling stock and associated security and decommissioning arrangements, as well as supporting broader neighbourhood management and community safety activity more generally. Given these changes, it would be appropriate to carry out a 'refresh' of the Memorandum of Understanding between the Council and Housing Hartlepool.

- 5.6 In addition to NDC and Housing Hartlepool funding, Working Neighbourhoods Funding (WNF) will be available for 2008-09 to support front line delivery posts in the team and its continuation is subject to a programme review scheduled to take place during 2008. Should WNF funding not be available beyond this date and following a reassessment of this revised delivery structure, there may be a need to identify additional/replacement resources to support the team. Options for funding this could be the use of income towards housing market renewal from Section 106 planning agreements or alternatively from the overall HMR budget allocation.

## **6. FINANCIAL AND RISK CONSIDERATIONS**

- 6.1 As detailed earlier the allocation for SHIP and HMR funding has been announced for the Tees Valley Living Partnership for 2008-11 and Hartlepool's share of this is £11.76m. The funding for 2008-09 has been confirmed at £4.25m however the funding for 2009-11 is indicative and will not be confirmed until the programme has commenced and performance has delivered against targets. This presents an element of risk to the Authority, but on previous performance the Council has always over performed and delivered all targets and this is not anticipated to be a specific problem.
- 6.2 The overall allocation of funding is significant for each of the 3 financial years 2008-11 and there is a risk attached to the ability to defray all of these resources where purchase of property is dependant on many factors including reliance on third parties (where vendors need to secure alternative accommodation), and the vagaries of the housing market. The additional English Partnerships funding is over a tighter funding period (2 years). Acceptance of the EP funding includes a commitment to achieve spend over this period. Experience from the previous programme and informal feedback on the local communities' desire to move forward suggest that the timescales can be achieved.
- 6.3 In the past the Council has been able to use temporary prudential borrowing to help manage spending and cash flow issues. . However, this does have a revenue cost to the Council because of the interest paid. In future this will need to be a call against the £1.5m included in the Medium Term Financial Strategy for budget pressures. Previously prudential borrowing was repaid from the capital receipts arising from sale of land to the developers. In future

the use of any prudential borrowing will be more complex and dependent on the flexibility of the grant funding, which is yet to be fully determined.

- 6.4 Commitment to more than the one site provides risks if future funding beyond 2011 is not forthcoming.
- 6.5 Based on the Financial Modelling and Implementation Framework the funding allocation for 2008-11 is adequate to deliver one full scheme however it is not sufficient to delivery any of the other priority areas in their entirety. Therefore the other priority schemes will have a timescale greater than the funding allocation period and currently there are no details of what would be in place post 2011. There are also a number of variables, which could also affect future funding. These include the prospect of a national election taking place in this period; a Government policy shift against funding housing market renewal and/or having a change in emphasis, which changes the way Hartlepool accesses funding. As mentioned in paragraph 3.5 risks such as these must also be balanced against the need to secure Hartlepool's long term interests in terms of delivering its long term HMR programme. Consequently the proposed way forward of committing to the full delivery of one area over the next 3 years with selective acquisitions in the other two are considered to be the most practical approach.

## **7. HUMAN RIGHTS**

- 7.1 The Chief Solicitor has offered advice in respect of justifying the proposals and the use of compulsory powers in the context of the Human Rights Act. The particular fundamental right that is relevant is that set out in the First Protocol, Article 1, which concerns the protection of property.
- 7.2 In relation to the protection of property, the relevant guidance notes that Article 1 contains three rules concerning the principle of the peaceful enjoyment of possessions, the deprivation of possessions and the right of the State to control the use of property in the general interest. It further notes that any measure that interferes with property rights must strike a fair balance between the demands of the wider community and the need to protect the individual's rights.
- 7.3 In considering this balance, a key considerations lies in the availability (or otherwise) of appropriate compensation. The Strasbourg Court has granted States considerable latitude as to what is an acceptable level of compensation, but it is the case that deprivation of property without compensation is acceptable only in exceptional circumstances.
- 7.4 In accommodating these issues the proposals within relevant master plans and supporting documents are seen to be in the public interest because they endeavour to strike the correct balance between the demands of the community and the need to protect individual's fundamental rights. They include compensation proposals that are above the minimum levels that

would ultimately be required by statute, and as such are intended to be a reasonable and acceptable offer to each of the individuals concerned.

- 7.5 A second consideration in this context relates to Article 8 of the Human Rights Convention, which is concerned with the Right to Respect for Privacy and Family Life and has been previously used to plead where the actions of authorities interfere with individual's homes. Article 8 concerns a vast range of issues and subjects, and Cabinet should note in the light of guidance from the Department of Constitutional Affairs it is considered not to be relevant in this circumstance.

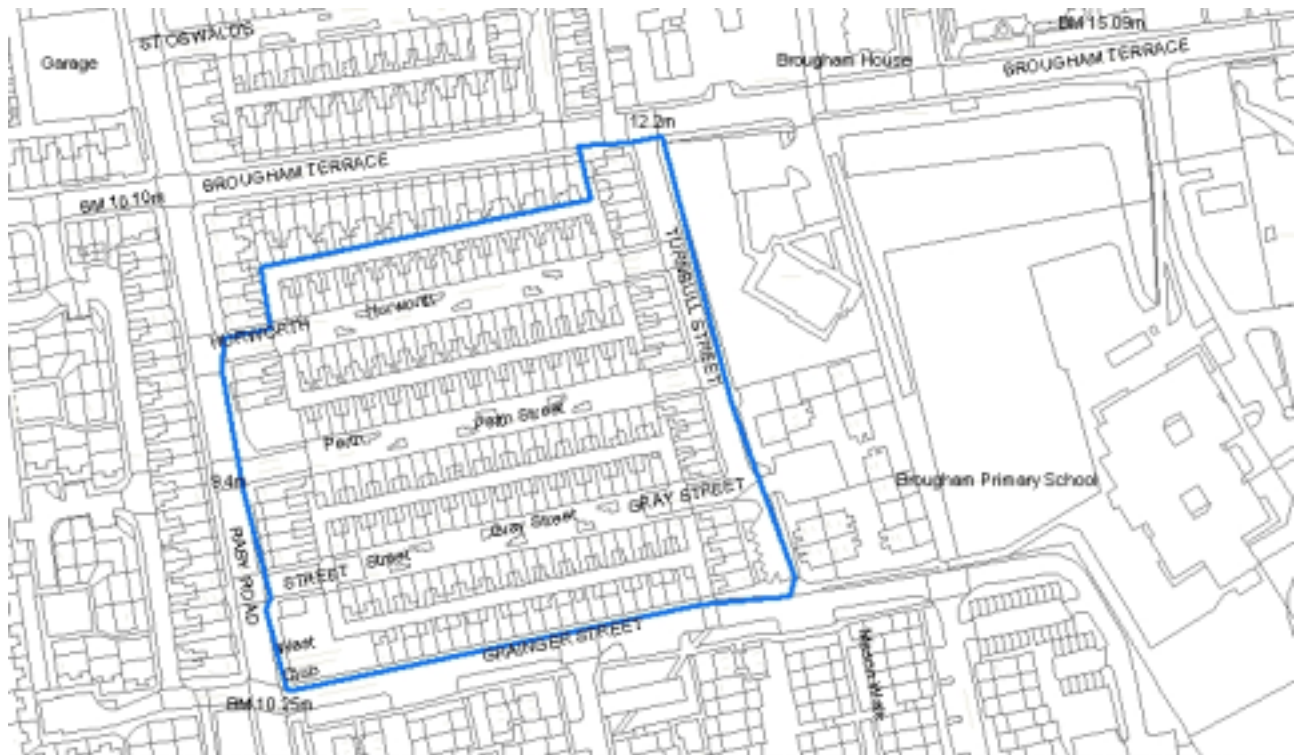
## **8. RECOMMENDATIONS**

### **8.1 Cabinet is requested to:-**

- a) - Agree to the use of resources as set out in the report to progress acquisitions by agreement in the Perth Street area and to agree that the remaining resources are prioritised to purchase from the owner occupiers in wider Carr/Hopps St area and Belle Vue.
- b)- Continue to work with Housing Hartlepool to explore ways of progressing the delivery of the Belle Vue site
- c) – Authorise Officers to undertake preparatory Compulsory Purchase Order work.
- d) – Note the management arrangements and agree the refresh of the Memorandum of Understanding with Housing Hartlepool
- e) - To agree to the progression of, selection and other arrangements for establishing a suitable partnership with an interested private sector developer/developers to progress the schemes.
- f) - Note the advice received from the Chief Solicitor in respect of Human Rights Issues.
- g) - Note that further reports will be prepared for Cabinet's consideration in due course in respect of the various recommendations outlined above and also in relation to any other relevant activities and processes associated with delivering appropriate redevelopment of these sites, such as associated legal and planning procedures.

## 5.1 Appendix 1

Perth/Hurworth/Gray/Turnbull Street Area





## 5.1 Appendix 2

Belle Vue



## 5.1 Appendix 3

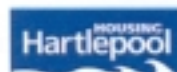
Carr/Hopps/Richardson Street



## 5.1 Appendix 4

Dyke House Estate





# Central Hartlepool: Housing Regeneration.

## Financial Modelling and Implementation Framework: Executive Summary

2 April 2008

Prepared by:  
Deloitte MCS Ltd  
Dickinson Dees LLP  
Nathaniel Lichfield & Partners

### Private and Confidential

This draft report has been prepared on the basis of the limitations set out in the Letter of Engagement (LoE) and the matters noted in Disclaimer. The Draft Report is confidential to the Addressee (as defined in the LoE) and is subject to the restrictions on use specified in the LoE. This draft contains a number of outstanding matters that may require clarification or confirmation by the client and others. In addition, this report is still subject to our internal review procedures and accordingly, we reserve the right to add, delete and/or amend the report as appropriate. No party may place any reliance whatsoever upon this draft of the report.

For convenience, this document may have been made available to you in electronic as well as hard copy format. Multiple copies and versions of this document may therefore exist in different media. In the case of any discrepancy the final signed hard copy should be regarded as definitive.

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Audit, Tax, Consulting, Corporate Finance.

# 1. Executive Summary

This executive summary sets out the headline findings and conclusions of the review into six housing sites in the centre of Hartlepool for their delivery within the £11 million housing market renewal allocation for Hartlepool in 2008 to 2011.

## 1.1. Introduction

Hartlepool Borough Council and Housing Hartlepool (together referred to as the 'Client Team'), commissioned a consortium of Deloitte MCS Ltd, Nathaniel Lichfield and Partners and Dickinson Dees LLP (together referred to as the 'Consultant Team') to support them in reviewing the funding and delivery requirements of six key sites in central Hartlepool.

These sites are the focus of the next stage of the Housing Market Renewal Initiative (HMR Initiative) for the Borough. The Council and Housing Hartlepool believe the selected sites represent strategically important locations in Central Hartlepool, with particular housing, environmental and social challenges that the HMR programme is targeted to address. The sites are:

- **Easington Road:** a linear 2.98 ha site along the frontage of Easington Road and Raby Road with 96 terraced dwellings.
- **Lime Crescent:** a 0.85 ha site to the east of Lime Crescent containing 29 semi-detached and apartment dwellings.
- **Belle Vue:** a 2.78 ha site positioned on the edge of the Brenda Road and containing 140 terraced and semi-detached dwellings.
- **Raby Gardens:** a 4.49 ha site in the middle of the Central Hartlepool area, containing 160 semi-detached and terraced dwellings.
- **Perth Street:** a 2.16 ha site to the east of the Perth Street that contains 190 terraced dwellings.
- **Carr / Hoppe Street:** a 2.23 ha site at the southern end of Centre Hartlepool that current has 189 terraced dwellings.

## 1.2. Study Objectives

The study commissioned by the Client Team comprised the following stages, which are detailed in section 2 of the report:

- Utilise the Tees Valley Living Housing Model to review the funding requirements for each site;
- Review the precise legal and policy justification of the use of CPO powers on each site, as it is anticipated by the Council that CPO powers will be needed to access parts of the identified sites. This work is also designed to set out the rationale for why intervention is required in the housing market in Central Hartlepool;
- Undertake appropriate market testing of the proposed options for redeveloping the six sites to support the assumptions underpinning the financial modelling;
- Based on the outcome of the above stages, help the Council to revise (if necessary) the proposed development footprint for each site;

- Develop an approach to the phasing arrangements for the order in which sites are developed – taking account of influences from the community, funders and the Council; and
- Set out suggested delivery arrangements, including options for procuring the sites.

The remainder of this executive summary sets out the key conclusions reached from undertaking this brief.

### 1.3. Review of the Policy and CPO Review

An extensive review of the policy and CPO drivers has been undertaken for Central Hartlepool and each site. This work is detailed in Sections 3 and 4 of the main report. In summary the following specific issues set out the need for housing market renewal and the justification for the use of CPO powers to achieve this:

#### Policy Overview

The Tees Valley Living Housing Market Renewal Strategy (2006), the NLP Hartlepool Regeneration Strategy (2004) and Strategic Housing Market Assessment (2007) all point to the need for a change in the housing mix and density within Central Hartlepool. This change is required to address fragile and failing housing markets which have been identified and replace unpopular and obsolete housing with modern properties which can attract a range of households. Planning Policy Statement 3 and the Regional Spatial Strategy further reinforce this objective of renewing the Region's housing stock.

#### CPO Overview

An overarching review for the use of CPO powers in Hartlepool by Dickinson Dees has concluded that the Council has the power compulsorily to acquire land. The most appropriate power in each case is likely to be S226(1)(a) Town and Country Planning Act 1990. However, where appropriate compulsory purchase powers under the Housing Act 1985 can also be considered.

The Council has recently successfully promoted three housing market renewal CPOs (North Central, Mildred and Mayfair sites respectively) using Planning Act powers. The compulsory purchase cases promoted for these orders highlighted the following three key objectives:

- Housing market restructuring and renewal, addressing imbalances in supply and demand in housing stock provision as identified in local plan policies
- The promotion of sustainable communities offering a choice of housing that meets the needs and aspirations of residents
- Environmental improvements, including higher quality modern homes

In respect of each of the sites considered it will be necessary to have regard to the Secretary of State's guidance on the use of compulsory purchase in Circular 06/04. Each case will need to be treated on its merits and the Council will need to demonstrate that there is a compelling case in the public interest for compulsory purchase. In order to prepare as robust as possible a case for compulsory acquisition it will be necessary to demonstrate why active intervention is required; how the Council's proposals have been formulated and will be delivered; and how redevelopment will contribute to the Council's strategic objectives for its area.

In Dickinson Dees' view it may be advantageous to demonstrate the linkages between future proposed regeneration schemes and those recently commenced and the cumulative benefits that will accrue to the area. That is, whilst any proposed compulsory acquisition of individual sites will be determined on each site's own merits, nonetheless it is appropriate to consider the context of regeneration within Hartlepool and the contribution that forthcoming sites can make both individually and cumulatively to the broader housing market renewal agenda.



An initial confidential assessment of the case for each site that may be subject to a CPO has been included within Section 4 of the report. In the event that any site were to be subject to a site assembly exercise including compulsory purchase, a further detailed legal assessment would be required at the time of preparation and making of a CPO. Below we summarise the outline findings for each site:

- **Easington Road:** Basis for CPO would include contribution to and compatibility with HMR programme; contributing to modernising the area's housing stock and enhancement of significant linear frontage along main route into the town.
- **Lime Crescent:** In terms of overall scale would make a lower quantitative contribution to the HMR initiative in comparison to other sites but a CPO may be justified insofar as a redevelopment scheme would remedy substandard design and layout issues and thereby contribute to the promotion of sustainable communities and provide environmental improvements in the form of higher quality modern homes.
- **Belle Vue:** There are a number of detailed site specific issues that may impact upon final delineation of an appropriate area requiring intervention. Nonetheless it is clear that CPO can be justified given that much of the housing stock is ultimately unsustainable; there is evidence of housing market weaknesses; and the area provides a significant opportunity to contribute to HMR objectives and the creation of a sustainable community driven by the decision by Housing Hartlepool to withdraw investment in their properties in the area.
- **Raby Gardens:** Dickinson Dees recommend careful consideration of the use of CPO powers on this site, as the main issues to address include housing market and physical factors as well as social factors. However, it may be possible to develop a case that takes on board issues of housing market failure trends partly as a result of the mono-tenure nature of stock, poor stock condition and social problems combined with suitable proposals for redevelopment. A number of key issues to be considered are set out in Section 4 of the main report.
- **Perth Street:** This site displays many of the characteristics of HMR intervention as evidenced in the successful acquisition of North Central, Mayfair and Mildred sites, particularly the former. The case for intervention (based on supporting the current HMR initiative in Central Hartlepool) would accordingly bear similarities to previously successful CPOs made and would contribute to the three key objectives highlighted above.
- **Cam/Hopps Street:** The site identified for intervention at Cam/Hopps Street is more comprehensive than the two previously small and independent sites which were identified through the Community Housing Plan. There is evidence which justifies wider intervention which will contribute to a more sustainable intervention. This site also shares a number of characteristics with the nearby Mildred Street CPO that was successfully implemented and upon which site development is currently progressing. The extended Cam/Hopps is of a smaller size to Mildred Street and regard should be had to ensuring that an appropriate planning permission is obtained by a preferred/appointed developer and that such scheme is deliverable.

## 1.4. Site Development and Funding

### Development Mix and Density

The table below sets out the identified development option for each of the six sites. The development mix and density has been set based on the outcome of a review of the policy and CPO requirements; feedback from consultations with the local community, developers and the Council; and a challenge workshop that the Consultants held with the Council, Housing Hartlepool and the New Deal team.

#### Proposed Development Mix and Density

Number of Dwellings: townhouses	4 / 5 bed housing	3 bed housing	2 / 3 bed housing	Apartment	Bungalow	Total
Perth Street	3	42	22	6	8	81
Belle Vue	4	50	43	6	8	111
Easington / Ruby Rd	9	50	37	6	8	110
Ruby Estate	13	85	69	0	8	176
Line Crescent	0	14	4	0	8	26
Garr / Hopps St	3	38	29	6	8	84
	32	293	204	24	48	598

As part of the Council's commitment to provide affordable housing options within the Central Hartlepool area, it proposed that from the above new housing c. 30% will be made available under shared equity or affordable rented schemes.

#### Financial Appraisal

The table overleaf sets out the current funding requirements identified for each of the development sites, which shows a requirement for £34.8 million of public funding to deliver the six sites, after funding contributions from English Partnerships and Housing Hartlepool. In summary, the table shows that the £71 million of direct construction cost and £3.7 million of infrastructure costs will be invested across the six sites.

It should also be noted that significant wider benefit will arise in the local economy as a result of this investment. Typical impacts often include additional spend with local businesses from construction activities; increased use of local shops and other retailers from families occupying new housing; and, increased house improvement spend from adjacent occupiers to raise the standard of their properties.

#### Emerging Site Funding Requirements

Summary	Total £'000	Perth Street £'000	Belle Vue £'000	Easington Rd £'000	Ruby Estate £'000	Line Crescent £'000	Garr Hopps St £'000
Site Assembly Costs	(49,281)	(12,485)	(7,819)	(8,898)	(11,826)	(1,783)	(8,481)
Costs of Construction	(70,749)	(10,459)	(15,626)	(12,783)	(20,368)	(3,328)	(10,235)
Infrastructure Costs	(3,726)	(880)	(1,250)	(580)	(850)	(325)	(841)
Value of New Homes Built	75,681	10,637	15,969	14,132	23,377	2,824	10,772
Gross Funding Requirement	(47,985)	(12,815)	(8,895)	(9,149)	(19,367)	(2,816)	(8,412)
Housing Hartlepool Contribution	7,750	0	0	5,150	0	2,600	0
English Partnerships Funding	4,890	4,890	0	0	0	0	0
Net Funding Requirement	(35,345)	(7,925)	(8,895)	(4,000)	(19,367)	(2,816)	(8,412)

The financial model appraises each site using a residual land value development appraisal (similar in approach to the approach codified by the RICS). The 'residual value' of each site represents either a land value (for a positive figure) or development deficit (for a negative figure) arising from the proposed development options. The underlying assumptions have been provided by the Council and Housing Hartlepool (with the support and challenge of Deloitte and NLP) and have been used within the Tees Valley Living Model.

#### Supporting Funding

All of the sites display a development deficit (labelled in the table as 'Gross Funding Requirement'), this requires either the costs to reduce, values to rise or grant funding support to be identified before the scheme is deliverable. The following public funding support has been identified to support three of the sites:



- **English Partnerships** – £4.85 million of 'cash grant' funding to support the Perth Street development.
- **Housing Hartlepool** – Housing Hartlepool have agreed with the Council to facilitate the development of the Easington Road and Lime Crescent sites from its own resources. The cost of this support equates to £7.75 million

Further detail is provided on the above funding in the 'Phasing of Development' section below.

In March 2008, CLG announced its decision to award further HMR funding to the Tees Valley area, of which c. £11m has been allocated to Hartlepool for 2008 – 2011. Clearly, this allocation will not irradicate all the remaining development deficits to deliver the aspired development proposals. Therefore it is necessary to review the key drivers and needs for housing development in Central Hartlepool and put forward proposals that make best use of the HMR funding againsts these needs.

## 1.5. Phasing of Development

The study has focused on identifying the key drivers or needs for housing development in Central Hartlepool. These drivers determine which of the six sites should be allocated for early development, supported by the HMR funding. The outcome of our review has shown the following themes emerging which should underpin decisions regarding the phasing of the sites:

- **Levering wider funding:** the ability to attract and secure investment from other parties by prioritising HMR funding to those sites which they can support.
- **Community expectations:** recognising the work which the Council and its partners have carried out with specific communities over an extended period of time. It will be important that there is future progress in these areas which continue to display the Council's commitments to these sites which have been previously identified as important priorities.
- **Achieving political and regeneration policy objectives:** the sub-regional regeneration and planning frameworks set out clear targets for intervention in the housing market. Schemes that have the greatest impact on these targets should therefore be prioritised, subject to the funding and community drivers noted above.

Based on our assessment of the above drivers, availability of funding and through a workshop discussion with the Council and its partners, the following list sets out specific conclusions reached for the phasing of the six sites (which are detailed within Section 7 of the report)

- **Wider Funding Support (Housing Hartlepool):** Housing Hartlepool is the major owner of land and housing on Easington Road and Lime Crescent and they have agreed with the Council to lead on the redevelopment of these sites predominantly through the use of Housing Hartlepool resources, thereby freeing up HMR funds for other sites. It may be that depending on the need for any future CPO, very little Council resources would be required to deliver the regeneration of these two areas.
- At present the approach that Housing Hartlepool will adopt has not been finalised, the following sets out possible options for Housing Hartlepool to explore:
  - Investing cash funds from its own resources or raising finance against future income streams to 'gap fund'; or
  - Contributing its existing land / housing ownerships to the development for a reduced or zero value.
- **Wider funding Support (English Partnerships):** EP have agreed to allocate £4.85 million of funding to the Perth Street site. As a key regeneration and community priority, this levered funding from EP appears to provide a strong rationale for prioritising HMR funds to the balance

of development funding (c. £7.8m) required to deliver this site for redevelopment. It is also likely that without this prioritisation of a proportion of HMR resources, the site would not utilise the additional resources secured through EP, which would then be lost to the Central Hartlepool area, as we understand it cannot be transferred to any of the other sites.

- **Wider Funding Support (Belle Vue):** Housing Hartlepool own a significant number of sites to the east of this site. Due to the up coming requirement for Housing Hartlepool's properties to meet the Decent Homes Standard, a decision has been taken by the Housing Hartlepool Board that these properties will not be invested in. Given the fragility of the privately owned properties in the adjacent terraced streets and the need to ensure the proper planning of the area and the creation of a long term sustainable community, it therefore appears reasonable for the Council to prioritise HMR funds (and other resources where possible) to this site to support the decision taken by Housing Hartlepool and ensure that a comprehensive area is taken forward for redevelopment. We have not been informed of similar conditions on the other sites.
- **Community expectations:** There has been a significant amount of community consultation across the six sites and the views of the community are clear in needing to address the Perth Street and Carr Hopps Street sites. These sites have particularly acute physical and social challenges and therefore there is a need to ensure these areas remain a priority for future intervention.

Of these two sites, the Perth Street site proposals have been outlined since the development of the North Central Masterplan in 2004, which coupled with the recently secured EP funding, would seem sensible to prioritise this area for immediate intervention, commencing with the acquisition of properties and complementing the delivery of the Phase 1 intervention which is currently underway. However, it must be recognised that conditions for some residents on Carr Hopps are also acute and therefore it is recommended that any surplus HMR funding should be channelled into this area to purchase dwellings on this site, particularly owner occupied properties who are keen to move out of the area. A key aim of this commitment is to reassure residents of the Council's long term commitment to intervention.

We have been asked by the Council to put forward a suggested phasing order for the six sites, in the context of the development options and funding landscape for Central Hartlepool. Our conclusions on the phasing are drawn from:

- Our understanding of the aspirations for intervention within Central Hartlepool; and
- Our experience of 'good practice' for the planning and delivery of regeneration schemes.

	Immediate / early within HMR funding round	Delivered from any residual of the HMR funding round	Priority aspiration of the public sector partners
Easington / Ratby Rd			
Line Crescent			
Perth Street			
Belle Vue			
Carr / Hopps St			
Ratby Estate			

Further detail around the funding allocations and proposed delivery phasing is provided in Section 7

## 1.6. Delivery Approach

Section 8 of the report discusses the delivery options open to the Council (and the public sector) for the six sites. We have outlined a range of different options for the Council to consider, together with the benefits and challenges associated with each option. In summary, these options are:

- **Direct procurement:** contracting directly on a site-by-site basis;

- **Integrator approach:** partnering with a specialist party to undertake a structured land disposal for development; or
- **Local asset backed vehicle (LABV):** placing assets and cash into a dedicated joint venture vehicle, which the private sector participates in.

We are also aware that the Council faces a tight timescale for its internal approval and mobilisation of the proposed sites. This is partly driven by the need to deliver the funding and associated targets set down in the Tees Valley Living Housing Market Renewal business case – failure to do so could see a loss of the funding to the area. Also driving the Council's timetable is the need to see demonstrable action taking place on key sites after a prolonged planing and consultation exercise.

With these factors considered, the use of an integrator or LABV style approach appears unfeasible, mainly because of the planning, procurement and set up timeframe being much longer than is acceptable for the Council. It appears at this stage that direct procurement is the most appropriate approach for the Council.

We understand that no firm conclusions have been drawn on delivery approach by any of the public sector parties, and there are a number of key issues for them to review and consider further. The report does seek to put forward certain options on how the further funding could be raised to address the shortfall in delivering the target sites in Central Hartlepool. This should be the subject of further dialogue and investigation between all the public sector parties.

## 1.7. Concluding Remarks

The study has focused on the key financial, CPO policy and delivery phasing issues associated with the redevelopment of six key housing sites in Central Hartlepool. As a result of CLG's announcement to award £11m to the Central Hartlepool area, the Council (together with its public sector partners) have to make hard choices on how to best deploy this funding to maximise the impact on the housing market.

The results of our work puts forward an indicative option for the Council and its partners to consider for the delivery of the six sites, based on our understanding of the public sector's key drivers for housing market intervention in Central Hartlepool. In summary this is:

- Commence delivery of the Perth Street Site with HMR funding to lever EP funding
- Housing Hartlepool lead the delivery of Easington Road and Lime Crescent, without the use of HMR funding
- Council and Housing Hartlepool to agree partnering arrangements to deliver Belle Vue with HMR funding
- Explore alternative funding sources for CamHops Street and Raby Gardens.

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# **CABINET REPORT**

**28 April 2008**



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

**Subject:** FINANCIAL SUPPORT TO THE VOLUNTARY  
SECTOR – APPLICATIONS TO THE COMMUNITY  
POOL 2008/2009

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## **SUMMARY**

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

To consider the details of 2 grant applications to the Community Pool for funding in 2008/2009 referred by the Grants Committee of 6th March, 2008.

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

Details of grant requests from Belle Vue Community Sports and Youth Centre and the Hartlepool Credit Union Forum which were referred from Grants Committee of 6th March, 2008.

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

Two members of Grants Committee declared an interest in the Belle Vue Community Sport and Youth Centre organisation and therefore the grant application could not be heard. The application from the Hartlepool Credit Union Forum was deferred at the Grants Committee and Members requested that it be considered at this meeting as Cabinet are aware of the Financial Inclusion Strategy. The outcome of this application will have an impact on the delivery of the strategy.

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

Non – Key decision.

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

Cabinet 28 April 2008.

**6. DECISION(S) REQUIRED**

Members of Cabinet are requested to approve:-

1. A grant to Belle Vue Community Sports and Youth Centre of £23,750.00 for 2008/2009.
2. A grant to the Hartlepool Credit Union Forum of £16,654 for 2008/2009.

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

**Subject:** FINANCIAL SUPPORT TO THE VOLUNTARY  
SECTOR – APPLICATIONS TO THE COMMUNITY  
POOL 2008/2009

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## **1. PURPOSE OF REPORT**

- 1.1 To consider the details of 2 grant applications to the Community Pool referred by the Grants Committee of 6th March, 2008.

## **2. BACKGROUND**

- 2.1 The Grants Committee consider applications from voluntary and community groups as necessary. At the end of each financial year the Grants Committee considers the bulk of applications for the forthcoming year, in this case 2008/2009.
- 2.2 The Grants Committee meeting of 6th March, 2008 considered the applications for 25 organisations. Two members of the Committee declared an interest in Belle Vue Community Sports & Youth Centre (BVCS&YC) therefore the determination of the grant could not be made by the Grants Committee and it has been referred to Cabinet for consideration.
- 2.3 The decision in relation to an application from the Hartlepool Credit Union Forum was deferred as the group had been unable to provide the necessary supporting documentation to enable Officers to make an informed recommendation at that time. The Grants Committee thought it appropriate that the application be brought to Cabinet for consideration as the outcome of the application could have a bearing on the delivery of the Financial Inclusion Strategy.
- 2.4 Applications for Community Pool funding for 2008/2009 were over subscribed, with some organisations requesting far larger grants than has been previously awarded. It was appropriate therefore to consider each application individually and this analysis has been undertaken.

## **3. BELLE VUE SPORTS AND YOUTH CENTRE**

- 3.1 In relation to the Community Pool criteria, which is attached as **Appendix 1**, BVCS&YC fall into category iv: *other organisations/groups who provide valuable services with measurable outcomes for the benefit of Hartlepool residents living in the most disadvantaged wards*. It is recognised that Category iv organisations do contribute to the overall community activity and do address some of themes of the Community Strategy.



- 3.2 BVCS&YC have requested a grant of £23,750 being the level of grant which was approved for 2007/8 and grant aid would be used as a contribution towards the salary costs of two key posts within the organisation: an Operations Manager and a Caretaker. In the report to the Grants Committee presented on 6<sup>th</sup> March 2008 Officers recommended that the Grants Committee approve a grant of £23,750 for 2008/2009. It is this sum which is being considered by Cabinet today.
- 3.3 The determination of levels of grant aid involves officers collating information in order to determine an individual service specification/grant acceptance. Upon confirmation of grant aid, this agreement confirms expected outcomes and targets to be achieved, then becomes part of the monitoring process.
- 3.4 To date BVCS&YC have not been able to provide all of the information requested in the processing of an application to the Community Pool however, Officers are requesting approval of an award based on the assumption that the information will be forthcoming in the very near future and once received only then will the award be released for payment.
- 3.5 **Appendix 2** is the detail relating to the application from BVCS&YC and proposed outputs/benefits which will be achieved with grant aid from the Community Pool in 2008/2009.

#### **4. HARTLEPOOL CREDIT UNION FORUM**

- 4.1 Hartlepool Credit Union Forum (also known as Money Wise) is the development arm of Hartlepool Credit Union Ltd which is a financial co-operative owned and controlled by its members. It operates on the principle of equality, democracy and care for the community and is a member of the Financial Inclusion Partnership, the aim of which is to increase the availability of support to enable individuals to take control of their financial responsibilities. The Credit Union Forum was instrumental in the development of Hartlepool Credit Union Ltd which brought together the 5 credit unions that were operational in the town at that time.
- 4.2 Hartlepool Credit Union Forum and Hartlepool Credit Union Ltd operate from the same base on Avenue Road. Hartlepool Credit Union Ltd is the operational arm whose work includes the facilitation of a collection point at Avenue Road and at 20 other outreach points across the town. Staff from the Credit Union Forum sit on the board of Hartlepool Credit Union Ltd to ensure that the two factions of the organisations are working together to achieve the aims and objectives of the organisation.
- 4.3 During 2008 Hartlepool Credit Union Ltd will start to provide basic bank accounts so enabling individuals to reduce costs incurred as a result of carrying out their financial affairs in cash. These bank accounts will provide access to direct debits and ATM machines. Other members of the Financial Inclusion Partnership will benefit indirectly from this including the council and Housing Hartlepool.

- 4.4 Hartlepool Credit Union Forum have requested a grant of £44,335 for 2008/2009 as a contribution towards running costs including the salary costs of 3 posts: a Business Development Manager, a Development Officer and a Collector as well as rent, rates, insurance and publicity materials. As resources are limited and as Hartlepool Credit Union Forum have not previously been in receipt of a grant from the Community Pool, in accordance with awards made to other groups, Officers are recommending the approval of an award of £16,654 as a 50% contribution towards the salary costs of a Business Development Manager and a Development Officer.
- 4.5 Hartlepool Credit Union Forum has not previously been supported by Community Pool funding and whilst it is recognised that the recommended award for the Credit Union is much less than was requested, it will, however, provide some funding to enable the group to lever in support from other sources. An award from the Community Pool should also ensure that the group benefits from 100% rate relief which will also reduce their current annual expenditure by £1,163.
- 4.6 **Appendix 3** is the detail relating to the application from Hartlepool Credit Union Forum and proposed outputs/benefits which will be achieved with grant aid from the Community Pool in 2008/2009.

## 5. CONCLUSION

- 5.1 The Grants Committee meeting of 6<sup>th</sup> March 2008 considered applications to the Community Pool from 25 organisations. The determination of the award for Belle Vue Community Sports and Youth Centre has been referred to Cabinet for consideration due to Member conflict of interest at grants Committee. The decision in relation to an application from Hartlepool Credit Union Forum was deferred and Grants Committee thought it more appropriate for the application to be brought to Cabinet for consideration.
- 5.2 At the meeting of the Grants Committee on 6<sup>th</sup> March 2008 Members approved grants totalling £405,363 with the balance of the Community Pool remaining, to be committed at a later date of £189,504. Funding was not ring-fenced for the applications which were deferred at that meeting. Today Officers are recommending approval of an award of £23,750 to Belle Vue Community Sports and Youth Centre and an award of £16,654 to Hartlepool Credit Union Forum.
- 5.3 Should Cabinet approve these awards this will leave a balance of Community Pool funding of £149,100 available for distribution by Grants Committee during the remainder of the 2008/2009 financial year. Those applications deferred at the last meeting of the Grants Committee will be presented for consideration at the next meeting of the committee. To date, including deferred applications and new applications, requests for funding amounting to £120,392 have been received.

Although approval may not be given for all of these applications at the level requested, Officers feel that a cautious approach should be taken as most of the Community Pool has already been committed and the new financial year just begun.

## 5. RECOMMENDATIONS

Members of Cabinet are requested to approve:-

1. A grant to Belle Vue Community Sports and Youth Centre of £23,750.00 for 2008/2009.
2. A grant to Hartlepool Credit Union Forum of £16,654 For 2008/2009

CONTACT OFFICER: John Mennear, Assistant Director (Community Services)

### Background Papers

Application to Community Pool 2008/2009:  
Belle Vue Community Sports & Youth Centre, Hartlepool Credit Union Forum.

Report to Cabinet Grants Committee 6th March 2008.



# **HARTLEPOOL BOROUGH COUNCIL**

## **COMMUNITY POOL 2008/2009**

### **CRITERIA AND GUIDANCE NOTES FOR APPLICANTS**

**The main aim of the Community Pool is to support those aspects of the activities of the voluntary/ community/not for profit sector that clearly reflect the aspirations of the Council's Community Strategy.**

## **COMMUNITY STRATEGY**

Within the main strategic document, the Community Strategy, there are 7 aims and themes, which are clearly set out as priorities:-

- Jobs and the Economy
- Life Long Learning and Skills
- Health Care
- Community Safety
- Environment and Housing
- Culture and Leisure
- Strengthening the Communities

## **CORPORATE STRATEGY**

The Council has identified within the Community Strategy's aims and themes a number of corporate strategy priorities. The main objective of the Community Pool is to support the activity of strengthening communities. This supports both the Community Strategy and the Neighbourhood Renewal Strategy's aspirations.

Community Pool resources are targeted to vulnerable sectors of the community and to those organisations delivering effective and appropriate services that complement the Authority's strategic aims, "to empower individuals, groups and communities and increase the involvement of citizens in all decisions that affect their lives".

Within the Strengthening Communities theme are a number of objectives which groups funded from the Community Pool can collaborate with the Council to achieve its corporate objectives:-

- To empower communities, develop community capacity and opportunities for residents to take a greater role in determining and delivering services.
- To increase opportunities for everyone to participate in consultation, especially "hard to reach groups".
- To improve the accessibility of services and information to residents and businesses.
- To increase understanding and collaboration between communities of interest.

## **THE NEIGHBOURHOOD RENEWAL STRATEGY**

- All the poorest neighbourhoods should have a common goal of lower worklessness rates and crime and better health, skills, housing and the physical environment.
- We should endeavour to narrow the gap on these measures between the most deprived neighbourhoods and the rest of the country.

In order to identify the poorest communities for the purposes of assessing applications to the Community Pool, the rankings found in the Index of Multiple Deprivation 2004 will be used to ascertain the nature of deprivation in Hartlepool.

The following ward is in the top 1% of deprived wards nationally: **Stranton**.

The following wards are in the top 5% of deprived wards nationally: **Owton, Dyke House, Brus, St Hilda, Rift House**.

The following wards are in the top **10%** of deprived wards nationally: **Grange, Rossmere.**

**Groups targeting areas of greatest disadvantage in the town will receive a higher priority for funding.**

Weightings will be applied to grant applications depending on the location of the applicant organisation and the area they serve.

Organisations applying to the Community Pool must offer services and support to the local community to complement the work of the Local Authority and to assist the Local Authority to achieve its corporate objectives.

## **FUNDING CATEGORIES**

The Community Pool funding categories are as follows:-

### **(i) PROVIDERS OF SERVICES THAT ARE OF STRATEGIC IMPORTANCE. This includes:-**

**Those groups/organisations that provide services to support disadvantaged individuals. Groups may require specialist expertise, e.g. Legal advice, debt counselling, and self-improvement opportunities.**

Applications from those groups providing services that directly complement the services provided by the local authority and are considered strategically important will receive priority particularly those who provide:-

- Legal advice and guidance.
- Income generation, credit union support and debt counselling.
- Voluntary sector infrastructure support: accreditation, management, fundraising.
- Counselling services.

### **(ii) COMMUNITY DEVELOPMENT/CAPACITY BUILDING INITIATIVES. This includes:-**

**those groups which support the development of community capacity, including the formation of tenants and residents groups, and seek to improve interaction between local residents and statutory service providers, including local partnerships and networks and groups working proactively to facilitate the engagement of disadvantaged sectors, to encourage them on to the first step and then signpost them onto provision elsewhere, if necessary, providing support and training to encourage self help.**

Applications from local community groups, particularly those who actively provide:-

- Advocacy in relation to issues affecting the voluntary sector.
- Support to strengthen voluntary sector infrastructure; accreditation, management.
- Support with fundraising.
- Support to volunteers.
- Development of capacity building projects/activities.

### **(iii) ESTABLISHED GROUPS WHO HAVE NOT PREVIOUSLY BEEN SUPPORTED FROM THE COMMUNITY POOL**

**Groups who are considered to be established i.e. who have been fully constituted for in excess of 2 years, who have not been awarded grant aid from the Community Pool previously can apply for financial support if they are meeting the aims and objectives of the Community Pool.**

**(iv) OTHER ORGANISATIONS/GROUPS. This includes:-**

All applications, which do not fall into the other 3 categories, but provide valuable services with measurable outcomes for the benefit of Hartlepool residents living in the most disadvantaged wards, can be considered for funding.

**ALLOCATION OF FUNDING FROM THE COMMUNITY POOL**

Funding is offered on a two-tier system.

➤ **3 YEAR REVENUE TAPERED GRANT**

Groups can apply for a 3 year tapered funding agreement in principle subject to budgetary availability. In the second and third years of the agreement, grant recipients will be afforded, in principle, 75% and then 50% of the award made in Year 1. Under this scheme, groups cannot apply for funding from the Community Pool in year 4.

➤ **1 YEAR REVENUE TAPERED GRANT**

1 year funding with applications being processed alongside all others in subsequent years.

Grant aid will only be approved for revenue funding to support organisational running costs. A funding formula will be applied with the main priority being the staffing costs of a group. Key posts within an organisation, as identified by the Community Resources Manager, can be supported with a percentage of salary costs.

Applicants should note that:-

Capital works will not be supported.

New applications for initiatives in areas currently benefiting from regeneration initiative funding will receive a lower priority.

Play initiatives will receive a lower priority because of the alternative funding sources e.g. Play Opportunities Pool.

There is no upper limit in relation to the amount applied for from the Community Pool, but applications for less than £5,000 will not be considered from the Community Pool but will be signposted to other funders.

**MONITORING OF GRANT AID**

All grant aid is managed through a funding agreement, which includes the terms and conditions, under which grant aid has been awarded.

The spend and the outputs/benefits relating to the grant will be monitored and if it is found that grant aid has not been spent appropriately or outputs/benefits not achieved then measures may be taken to reclaim the grant.

**APPEALS PROCEDURE**

Groups applying to the Community Pool will be given the opportunity to appeal against a recommendation made to the Grants Committee in respect of their application for funding. Applicants will be informed of the proposed recommendation prior to the meeting of the Grants Committee and the timetable for the submission of an appeal. An appeal must be made in writing, as it will be presented to the Grants Committee for their consideration along with a report detailing Officers recommendations.

# THE APPLICATION PROCESS

These guidance notes are here to help you complete the application form.

Please read through them and refer to them while you complete the application.

## WHO MAY APPLY?

- Voluntary and community organisations serving residents of Hartlepool who have been constituted for in excess of 2 years.
- Organisations whose aims and objectives fit within the Council's strategic objectives (see criteria) and the main objective of the Community Pool which is to support the activity of strengthening communities.

## WHAT DOES THE APPLICATION PROCESS INVOLVE?

The process consists of a tiered approach:-

1. The Community Resources Manager makes an assessment of the application to establish if it meets the criteria of the Community Pool.
2. If the application meets the criteria, then a level of grant aid is formulated based on information provided and allowing for Council priorities and the circumstances relating to the application.
3. If a grant is to be recommended, the proposed level of grant aid is communicated to the applicant organisation, who is asked to consider the proposal and provide any comments feedback to the Community Resources Manager, which will also be used to inform the process. Letters of appeal can be submitted at this stage.
4. A report detailing the recommendations is presented to the Members of the Grants Committee for their approval.
5. Applicant organisations will be informed of the Grants Committee decision when the minutes of the meeting have been published and have come into effect.
6. Documentation relating to any grant award is prepared by the Community Resources Manager and despatched to the applicant organisation, who must accept the terms and conditions of the award before any payment of grant can be made.
7. Once the grant terms and conditions have been accepted, funding can be released. Normally grant aid is paid in 2 instalments via the BACS system.

## WHAT CAN YOU USE GRANT FOR?

Core running costs – salary costs of key staff, rent, gas, electricity, water bills.

## HOW IS YOUR APPLICATION ASSESSED?

We will look at:-

- Whether your application fits the aims of the Council and the criteria and objectives of the Community Pool.
- Who in the community will benefit and whether there is a real need for your services or activities.
- Your financial status.
- Other financing arrangements and fundraising activities.
- Whether the budget of the organisation is realistic.

## YOUR RESPONSIBILITY

- All successful applicants are expected to monitor their services provision and activities and expenditure of grant aid in relation to these services. An annual monitoring form must be completed.
- Successful applicants are required to acknowledge the Council's support in any publicity material produced.
- You must notify the Community Resources Manager immediately if for any reason you are not able to comply with the terms and conditions of grant aid.



# COMPLETING THE APPLICATION FORM

- Applicants are required to complete all sections of the application form. If this is not possible, please explain why on a separate sheet.
- Please complete all sections fully, reference to your annual report/accounts is not appropriate and will not be accepted.
- The next part of these guidance notes attempts to further explain certain questions in the application form. Not all questions are listed here, as we consider they are self explanatory.

## Section 1

### Tell us about your organisation

#### Question 2

The main applicant or contact must be someone who we can contact during the day in office hours about this application.

#### Question 3

Your aim is a brief sentence about what your organisation hopes to achieve.

#### Question 11

The Council needs to be assured that you are in a stable financial situation and that your Accounts are in order. *Please attach supporting documents.*

## Section 2

### Tell us about the grant you are requesting

#### Question 16

Please provide information relating to what your organisation will be able to achieve if you were awarded a grant from the Community Pool.

#### Question 17

Please provide evidence of need for the services your organisation provides. Information relating to specific outputs and outcomes will assist you to demonstrate the need.

#### Question 18

Please identify which grant you are applying for. A one-year grant award will be considered with no onus on the Local Authority to fund the organisation in subsequent years. A three-year tapered grant can be offered (with no formal agreement being made for years 2 and 3 because the Council's budget setting is done on an annual basis). In the second and third years of the agreement grant recipients will be offered, in principle, 75% and then 50% of the award made in Year 1. Under this scheme, groups cannot apply for funding from the Community Pool in year 4.

#### Question 22

The Council would like evidence that you are proactively trying to raise money from other non Council sources.

## Section 3

### Tell us about who will benefit from this grant

#### Question 24

Please give a realistic figure for the number of people and type of groups who will benefit. Do not put 'all members of the public'.

#### Question 26

Only organisations that are based in Hartlepool or serve Hartlepool residents may apply.

The Council wants to distribute funds to areas in need. We need to know where the people live who will be able to access your services.

#### Question 28

Be realistic. Please only tick those categories that your organisation really serves. You will not increase your chances of receiving a grant by ticking more boxes.

## Section 4

#### Questions 30 and 31

Be realistic. Please only tick those themes and objectives that relate to the services or activities your organisation carries out.

#### Question 33

Please attach a separate sheet if necessary. **Be sure to include quantitative and qualitative outputs as this information will form the basis of any offer of grant aid.**

## Section 5

#### Declaration

The application form must be signed by the main contact person and the organisation's Chairperson and dated or it will not be considered.

## Section 6

#### Enclosures

Failure to provide additional documentation, as requested, could result in a delay in the processing of your application.

**APPLICATION TO THE COMMUNITY POOL 2008/2009**

**ORGANISATION:** Belle Vue Community Sports & Youth Centre

**CATEGORY :** (iv) Other organisations/groups

**SUMMARY OF ORGANISATIONAL AIMS AND OBJECTIVES:**

Providing facilities and interventions that enable local people to overcome disabilities, disadvantages and barriers to achieve their full potential in terms of health, prosperity, safety and self confidence.

**Belle Vue Community Sports and Youth Centre facilitates services that reflect the following themes of the Council's Community Strategy:**

- Jobs and the Economy
- Life Long Learning & Skills
- Environment & Housing
- Strengthening Communities
- Health Care
- Community Safety
- Culture & Leisure

**GRANT AID REQUESTED 2008/2009:                      £23,750**

Grant aid is requested as a contribution towards the salary costs of two key posts within the organisation, a Finance Officer and a Caretaker.

**PROPOSED OUTPUTS AND/OR BENEFITS ACHIEVED WITH GRANT AID FROM COMMUNITY POOL IN 2008/2009:**

- To provide services and activities for local residents to encourage in excess of 150,000 total attendances.
- To provide services and activities and support to young people.
- Provision of facilities and interventions that enable local people to overcome disabilities, disadvantages and barriers to achieve their full potential.
- To support local residents into volunteering.
- To support young people to gain qualifications at NVQ level 1 and then progressing to level 2.

**GRANT AID RECOMMENDED 2008/2009                      £23,750**

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## **APPLICATION TO THE COMMUNITY POOL 2008/2009**

**ORGANISATION:** Hartlepool Credit Union Forum

**CATEGORY :** (iii) Established groups who have not been previously been supported from the Community Pool

### **SUMMARY OF ORGANISATIONAL AIMS AND OBJECTIVES:**

Hartlepool Credit Union Forum is the development arm of Hartlepool Credit Union Ltd which is a financial co-operative owned and controlled by its members. Hartlepool Credit Union Forum operates on the principle of equality, democracy and care for the community.

Hartlepool Credit Union Forum facilitates services that reflect the following themes of the Council's Community Strategy:

- Jobs and the Economy
- Life Long Learning & Skills
- Environment & Housing
- Strengthening Communities
- Health Care
- Community Safety
- Culture & Leisure

**GRANT AID REQUESTED 2008/2009:** £44,335

Grant aid is requested as a contribution towards the salary costs of three posts within the organisation, a Business Development Manager, a Development Officer and a Collector.

### **PROPOSED OUTPUTS AND/OR BENEFITS ACHIEVED WITH GRANT AID FROM COMMUNITY POOL IN 2008/2009:**

- To increase Junior Savers by 60 by increasing the number of schools and children's centres currently worked with.
- To provide basic bank accounts to 2000+ adults in the first year of operation.
- To continue to work with partners to provide a seamless package of benefits: advice, debt counselling and money management support to families living in the targeted wards
- To continue to work to tackle financial exclusion and increase the understanding of financial management issues amongst the towns population.

**GRANT AID RECOMMENDED 2008/2009** £16,654

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# CABINET REPORT

28<sup>th</sup> April 2008



**Report of:** Director of Children's Services

**Subject:** SCHOOLS TRANSFORMATION - FUTURE USE OF BRIERTON COMMUNITY SCHOOL SITE

---

## SUMMARY

### 1. PURPOSE OF REPORT

To request Cabinet to approve the retention of the Brierton Community School site for the development of a community campus and associated facilities.

### 2. SUMMARY OF CONTENTS

The report provides background to a proposal to create a community campus on the site currently occupied by Brierton Community School.

### 3. RELEVANCE TO CABINET

The development of a community campus on the Brierton School site will have a significant impact on the future provision of children's services in Hartlepool and on the area in which Brierton Community School is currently located.

### 4. TYPE OF DECISION

Non Key

### 5. DECISION(S) REQUIRED

Cabinet is recommended:

- To approve the retention of the Brierton Community School site after the school is closed in order to facilitate the development of a community campus.
- To approve the transfer of Catcote Secondary Special School to the Brierton Community School site as part of BSF investment.

- To agree that further reports be brought to Cabinet as the potential detail of the community campus is developed by the Schools Transformation Project Board.

**Report of:** Director of Children's Services

**Subject:** SCHOOLS TRANSFORMATION: BSF STRATEGY  
FOR CHANGE: PART TWO

---

## **1. PURPOSE OF REPORT**

To request Cabinet to approve the retention of the Brierton Community School site for the development of a community campus and associated facilities.

## **2. BACKGROUND**

Hartlepool was admitted to the national Building Schools for the Future Programme as a Wave 5 Authority on 30<sup>th</sup> October 2007. Cabinet will be invited to give approval in principle to Strategy for Change Part Two at its meeting on 28<sup>th</sup> April 2008. In this document it is proposed that the current Catcote Secondary Special School buildings be replaced by new build at the current Brierton Community School site, as part of the development of a community campus

The concept of a community campus, originally referred to as a Learning Village, was first introduced at the second stage of BSF consultation in spring 2007 and developed at the fourth stage in autumn 2007. The concept generally received strong support.

Further work has concentrated on the potential scope of the community campus and on what it might be called. The key features could be:

- The co-location of Catcote and Springwell Special Schools
- The provision of education and training beyond age 16 for those who with significant and profound learning difficulties and disabilities
- The development of business start-up and enterprise incubator units within a nurtured environment
- The re-location of staff development facilities and the City Learning Centre
- The possible development of health facilities
- Further development of the existing Community Sports Centre and associated sport and leisure facilities
- Provision of hydrotherapy facilities
- Possible development of a community swimming pool

It is intended that the replacement of Catcote School, the provision of hydrotherapy facilities and some redevelopment of existing sports facilities will be funded from over £10 million of Building Schools for the Future capital

investment. We have made an application in principle for £7.6 million of additional government capital to fund the relocation of Springwell School.

Other elements of the potential scope of the development of the community campus could be funded by a combination of disposal of existing assets and partner funding from other organisations. The construction of the various elements of the community campus could be incremental, as funding becomes available, although there would be significant economic advantage to the inclusion of as many elements as possible in the Building Schools for the Future capital programme.

### **3. MEETING OF SCHOOLS TRANSFORMATION PROJECT BOARD 2<sup>nd</sup> APRIL 2008**

The principles of the development of a community campus have been discussed by the Schools Transformation Project Board on a number of occasions. At its meeting on 2<sup>nd</sup> April, the Board agreed to support the development of the community campus as described in Section 2 above and wished to recommend to Cabinet that the site currently occupied by Brierton Community School be selected as the site for the community campus following Brierton School's closure in summer 2009.

### **4. RECOMMENDATIONS**

Cabinet is recommended:

- To approve the retention of the Brierton Community School site after the school is closed in order to facilitate the development of a community campus.
- To approve the transfer of Catcote Secondary Special School to the Brierton Community School site as part of BSF investment.
- To agree that further reports be brought to Cabinet as the potential detail of the community campus is developed by the Schools Transformation Project Board.

### **6. CONTACT OFFICER**

Paul Briggs, Assistant Director: Resources and Support Services.  
Telephone: 01429 284192



# CABINET REPORT

28<sup>th</sup> April 2008



**Report of:** Director of Children's Services

**Subject:** SCHOOLS TRANSFORMATION - BSF STRATEGY  
FOR CHANGE: PART TWO

---

## SUMMARY

### 1. PURPOSE OF REPORT

To request Cabinet to approve in principle the submission of Part Two of the BSF Strategy for Change.

### 2. SUMMARY OF CONTENTS

The report provides information on the background to the requirement on Authorities which have been admitted to the BSF Programme to produce a Strategy for Change

### 3. RELEVANCE TO CABINET

Building Schools for the Future (BSF) will have a significant impact on the future provision of education in Hartlepool.

### 4. TYPE OF DECISION

Non Key

### 5. DECISION(S) REQUIRED

Cabinet is recommended:

- To approve in principle the content of Part Two of Strategy for Change, subject to final amendments to be agreed by the Schools Transformation Project Board.
- To authorise the Portfolio Holder for Children's Services, the Chair of the Schools Transformation Project Board, to give final approval to Part Two of Strategy for Change and its appendices following the Board meeting scheduled for 7<sup>th</sup> May 2008.

**Report of:** Director of Children's Services

**Subject:** SCHOOLS TRANSFORMATION: BSF STRATEGY  
FOR CHANGE: PART TWO

---

**1. PURPOSE OF REPORT**

To request Cabinet to approve in principle the submission of Part Two of the BSF Strategy for Change.

**2. BACKGROUND**

Hartlepool was admitted to the national Building Schools for the Future Programme as a Wave 5 Authority on 30<sup>th</sup> October 2007. The main tasks for the year from October 2007 until October 2008 are to prepare and submit a Strategy for Change in two parts (December 2007 and May 2008) and an Outline Business Case (October 2008).

Strategy for Change Part One was approved by Cabinet and submitted in December 2007. It was subsequently approved by the Department for Children Schools and Families in February 2008.

The deadline for submission of Strategy for Change Part Two, imposed by Partnerships for Schools (PfS) is 13<sup>th</sup> May 2008.

A draft Strategy for Change Part Two has been attached to this report as **Appendix 1**. In preparing this draft, advice and guidance has been received from Partnerships for Schools, the Department for Children Schools and Families and 4ps. The length of the document and the headings of the main sections are prescribed in written guidance issued by Partnerships for Schools.

**3. MEETING OF SCHOOLS TRANSFORMATION PROJECT BOARD 2<sup>nd</sup> APRIL 2008**

An earlier draft of Strategy for Change Part Two was considered by the Schools Transformation Project Board at its meeting on 2<sup>nd</sup> April 2008. Primary and secondary school headteachers, along with other key partners, were represented at the meeting. The Project Board endorsed the draft document for submission to Cabinet for approval in principle.

The Project Board will consider a final draft of the document and its appendices at its meeting on May 7<sup>th</sup>, prior to formal submission of Strategy for Change Part Two to Partnerships for Schools by 13<sup>th</sup> May 2008.

#### **4. CONSULTATION**

The current draft of Strategy for Change Part Two, attached as Appendix 1, was completed on 17<sup>th</sup> April 2008 and sent to the following key partners and stakeholders:

- All elected members
- All headteachers (primary, secondary, special, nursery)
- College Principals
- Learning and Skills Council
- 14-19 Strategic Partnership
- Dioceses
- Primary Care Trust
- Police
- Voluntary and Community Sector via Hartlepool Voluntary Development Agency
- Unions
- Neighbouring local authorities
- Project Board
- Stakeholder Board
- Corporate Management Team
- Extended Project Team

Those consulted have been requested to respond by 2<sup>nd</sup> May 2008, in order that any responses received can be considered by the Schools Transformation Project Board on 7<sup>th</sup> May.

#### **5. RECOMMENDATIONS**

Cabinet is recommended:

- To approve in principle the content of Part Two of Strategy for Change, subject to final amendments to be agreed by the Schools Transformation Project Board.
- To authorise the Portfolio Holder for Children's Services, the Chair of the Schools Transformation Project Board, to give final approval to Part Two of Strategy for Change and its appendices following the Board meeting scheduled for 7<sup>th</sup> May 2008.

#### **6. CONTACT OFFICER**

Rachel Smith, Strategy Manager, Schools Transformation Team. Telephone: 01429 523761

# CHILDREN'S SERVICES DEPARTMENT

*Every Child Matters*

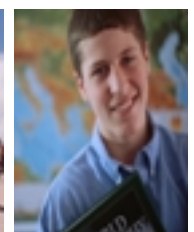
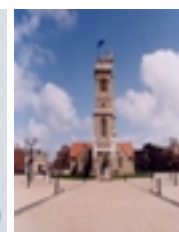
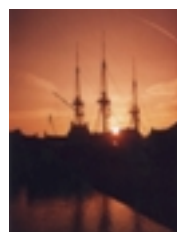
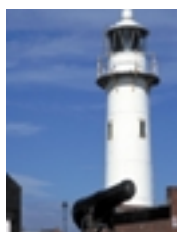


## Building Schools for the Future

### Strategy for Change

(Part Two)

Draft  
As at 15/4/08



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Remit Focus Areas	Page References
1. Diversity, Choice and Access	Section 2.3, pages 8 & 9
2. SEN and Inclusion	Section 2.8, pages 16 - 18
3. Raising Standards	Section 2.4, pages 9 – 11 Section 2.5, pages 11 & 12 Section 2.6, pages 12 - 14
4. Procurement	Section 3.1, pages 21 & 22
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6. Sharing Practice	Section 2.2.3, pages 4 & 5 Section 2.8 – EIP, Behaviour & Attendance P'ship

SfC 1 Focus Areas	Page References
In SfC2, the following areas relating to choice and diversity need to be expanded: <ul style="list-style-type: none"> <li>Proposals for trust schools that will support the delivery of the LA's ambitions for pupils' achievement</li> </ul>	2.3.2
<ul style="list-style-type: none"> <li>developing the market of school providers</li> </ul>	2.3.2
<ul style="list-style-type: none"> <li>how parents' views have been informed and reflected in proposals and how their views will continue to be informed and deployed</li> </ul>	2.3.6
<ul style="list-style-type: none"> <li>the LA's policy for addressing weak performance in schools, including the implementation of radical solutions and the circumstances in which these will be initiated</li> </ul>	2.4.1 – 2.4.4, 2.4.6 HBC SI policy – <b>Providing Challenge and Support for School Improvement</b> - in line with DFES/1549/2005 guidance
<ul style="list-style-type: none"> <li>ensuring fair access and the extent to which admission arrangements contribute to fair access</li> </ul>	2.3.7
Additionally, some work needs to be undertaken in relation to the performance management of the KPIs. This will support the development of SfC2 and determine a communications strategy that will ensure all stakeholders continue to be engaged as the programme develops.	2.2.1 2.2.5-2.2.6 App ????
In SfC2 it will be necessary to describe all aspects of current ICT services and systems as part of exploring the transition to an area-wide ICT managed service.	Tribal Audit
A more detailed exploration of how BSF and HE/FE ICT systems will interface and be funded to permit collaborative use of learning resources and data will also be needed.	2.6.9

## 1. Introduction

In Hartlepool we are fully committed to transforming teaching and learning with the support of BSF investment. We seek to transform the lives of our children and young people and we will support family and lifelong learning opportunities by placing our schools in the heart of their communities. Information and Communications Technologies (ICT) will support transformation, providing access to information and communication at any time, in any place and through a wide range of technical solutions.

Hartlepool's Strategy for Change Part One (SfC1) was submitted in December 2007 and was approved in February 2008. In our SfC1 we set out our vision and broad aims for teaching and learning and for our transformed school estate. In this second part of our Strategy for Change (SfC2) we add contextual, qualitative and quantitative information, showing how we will achieve our strategic objectives.

This SfC2 also addresses issues raised by the evaluation of our SfC1.

## 2. Meeting Educational Challenges and Key Objectives

### 2.1 Where is the local authority now in terms of educational outcomes, diversity of provision, fair access and choice?

2.1.1 Hartlepool is located on the North East coast within the Tees Valley sub region. It is a compact town, with approximately 90,000 inhabitants of which 1.95% are from black and minority ethnic communities. Large areas of the Borough are very deprived. Hartlepool is the 23<sup>rd</sup> most disadvantaged area in the country with 7 out of 17 wards in the 10% most deprived nationally. Approximately 44% of Hartlepool's population lives in these wards. Unemployment is above regional and national averages and life expectancy is below national averages.

The Borough has seen a major transformation over the past 20 years through regeneration programmes and public and private sector investment. Hartlepool has become a successful, modern town equipped to meet the challenges of the 21<sup>st</sup> century. Our next challenge is to create the learning environments which will help to equip our children and young people to be good citizens who can take advantage of the opportunities Hartlepool offers.

There is strong and effective corporate leadership in Hartlepool, which is fully engaged in listening to stakeholders and in working positively with partners at all levels. There is also substantial involvement of the voluntary and community sectors. Our APA (2007) identified that *Partnership work is of an exceptional quality and a significant strength of the directorate, as is forward planning*. This makes us well placed to ensure that BSF investment will make a difference to the life chances of young people in Hartlepool. The LA is aware of those issues which will impact directly upon outcomes for children and young people and we are actively addressing them. Our plans support the five key principles within the Children's Plan.

2.1.2 The following analysis of our current educational and related outcomes is made against the ECM outcomes:

**Enjoying and achieving** - Overall, educational outcomes for children and young people in Hartlepool are improving. Educational standards are at or above the national average for nearly all indicators and they are in line with or above similar councils. Value added is improving and, compared to similar local authorities, performance is strong.

Gaps in attainment between different groups are narrowing, though the performance of boys remains an area of concern especially in relation to functional literacy. In 2007, there were sustained improvements in pupils' performance. There was an increase in the proportion of young people attaining Level 5 or above at Key Stage 3 in English and mathematics and a further rise in the proportion of young people gaining five A\* to C grades at GCSE to national average. The figures for children and young people gaining key levels of attainment are above national averages for Level 5 or above in mathematics, in line with national for English but remain below for Science at Key Stage 3. The percentage of 15 year olds

gaining five good grades at GCSE including English and mathematics is improving faster than the national rate but still lags behind national performance.

Children and young people enjoy going to school in Hartlepool. Attendance is rising and is above the national average. Behaviour is very good and exclusions have fallen to record low levels with only 5 permanent exclusions in 2006/07. The LA support for schools is very good, resulting in a low proportion of schools causing concern. In the last 10 years only two of our schools have been identified as causing concern by Ofsted. The only school in an Ofsted category at present is our pupil referral unit. Out-of-school hours learning opportunities are offered by all schools; this is better than statistical neighbours and the national average. The council is sensitive to the needs of vulnerable pupils and is focused upon improving their educational achievement. Support for children and young people who are looked after or have learning difficulties and/or disabilities is good and inspection evidence identifies that progress made by learners with learning difficulties and/or disabilities is predominantly good or better. This compares favourably with statistical neighbours.

An analysis of recent school inspection reports, schools' self-evaluation forms and internal monitoring shows that overall the quality of teaching and learning is good across the 7 schools containing secondary age pupils, with some outstanding features.

ICT is already at the heart of our strategies for improving teaching and learning. We have appointed a Strategic Director for E-Learning who provides a strategic link between the current work of schools and our BSF transformation agenda. We have invested in Computers for Pupils, we already have high specification (100mbs) broadband connectivity in all secondary schools and, as part of the Computers for Pupils initiative, we have installed a Borough wide wireless infrastructure at 5.8 specification, with localised 2.4 specification in the Computers for Pupils localities. This has been identified as an example of good practice by BECTA.

**2.1.3 Being healthy** - Good progress has been made in schools achieving national Healthy Schools Status and participation levels are very good, both being above comparator LAs and the national average. There is good performance by schools in enabling learners to be healthy with most judged by Ofsted to be good or outstanding. The drugs education team, which is jointly commissioned with two other LAs, works effectively with the healthy schools team.

Historically Hartlepool has had high levels of teenage pregnancies and although a well-founded teenage pregnancy strategy is in place, its impact has been limited to date. The conception rate amongst 15–17 year olds has risen and is well above that of comparator LAs and the national average. The LA has performed better in reducing the number of conceptions for under 16 year olds, which is now generally in line with our comparator LAs. The council has identified and is now targeting resources at 17 year olds in order to reduce conception rates for this age group. BSF investment will support these existing strategies by raising aspirations for all young people.

Healthcare for looked after children and young people is good; the number receiving an annual health check is better than comparators and the national average. Social care services for children and young people now employ a designated nurse for looked after children and vulnerable children and this has led to improved communication and integrated working. There is good access to Child and Adolescent Mental Health Services (CAMHS) for looked after children.

**2.1.4 Staying safe** - The local children and young people's safeguarding board is well established and good arrangements are in place to share information and multi-agency public protection arrangements work well. The welfare of looked after children and young people is safeguarded well and all looked after children and young people are allocated to a qualified social worker.

**2.1.5 Achieving economic well-being** - Inspection evidence shows that schools are principally good or better in 'the extent to which they enable young people to achieve economic well-being'. This is much higher than our statistical neighbours. More young people are continuing in education and training beyond the age of 16; in 2006/07, for example, 86.4% of young people completing Year 11 continued in learning as opposed to 85.8% in the previous year. The percentage of young people achieving both Level 2 and Level 3 qualifications by the age of 19 is also improving and is above statistical neighbours. Achievement levels are rising, the gap with national averages is closing and the average point scores of



students entered for GCE/VCE/A/AS is above both statistical neighbours and the national average. Although the underlying trends in relation to participation, progression and retention are improving, the proportion of young people who are not in education, employment or training is above the national average but reducing. The percentage of young people aged 16–18 who are not in education, employment or training, fell from 11.1% in 2006/07 and is now 8.5%. The strategies which are being used to reduce this further are having a significant effect and current indications show that the percentage will continue to fall.

Considerable progress has been made in implementing our 14–19 strategy. The LA has high aspirations for its young people and the aims of the strategy are well linked to local and regional needs. There is good collaboration between stakeholders, and early indications are that the strategy board and sub-groups comprise an effective structure. There is a clear commitment to partnership work and this is a major strength of the 14–19 approach in Hartlepool. There are good links between educational institutions and employers, and, as a result, young people are well informed about the options available to them.

**2.1.6 Making a positive contribution** - The LA is very keen that the student voice is heard in Hartlepool and we have very good levels of children's participation and consultation and there are a wide range of mentoring systems and support programmes in schools. Children and young people are able to contribute towards scrutiny forums and are helping to shape some council services. There are good opportunities for children and young people with learning difficulties and/or disabilities to make a positive contribution. There is very good support for children and young people to be involved in reviews of their statements of special educational needs. Judgements at school inspections as to the extent to which learners make a positive contribution overall are good.

The LA is clear in its ambition of wanting to secure further improvements in standards and its plans and actions reflect this priority. Intervention strategies are in place to tackle such issues and BSF investment will add significant support to these strategies.

**2.1.7** Although Hartlepool currently offers a diverse range of schools, it is our intention that all secondary schools will become self-governing by 2009. Our current estate is made up of six mainstream secondary schools – one community – Brierton, two Voluntary Aided – English Martyrs School and Sixth Form College & St Hild's CE - and three Foundation - Dyke House School, High Tunstall College of Science & Manor College of Technology, one secondary community special school - Catcote, and an Access to Learning site (PRU) for excluded pupils and pupils in Key Stage 3 who are at risk of permanent exclusion. Locally the number of pupils entering special schools from within the borough shows a declining trend as parental preferences increase for inclusive education. School reorganisation has already been initiated to support our transformational view of schooling in Hartlepool and the Council's Cabinet has decided to discontinue Brierton Community School with effect from August 2009.

**2.1.8** Post 16 provision in Hartlepool is provided through one general College of Further Education, one Sixth Form College and a Sixth Form which is part of the 11-18 Roman Catholic Voluntary Aided School.

**2.1.9** Whilst schools have made great strides in developing personalised learning pathways, inflexible building layout, traditional learning environments, retrofit ICT and a lack of easily accessible specialist vocational settings have proved to be barriers to improvement. Hartlepool is committed to the personalisation of all services to meet individual need and this translates into a focus on developing all schools as fully extended. Dyke House School was our first, full service, extended school and we have seen demonstrable benefits of this extended approach. Through BSF we intend to roll out this approach to all schools and excellent progress is being made in developing extended services in and through schools with 100% of schools now delivering the full core offer of extended services, thus meeting the national target for 2010.

**2.1.10** We have a clear vision to create a children's workforce that improves outcomes for children, contributes to social inclusion and community cohesion and is confident, well qualified and equipped to enable our community to develop and thrive. We are well advanced in developing a Children's Workforce plan focused on remodelling the workforce to better enable delivery of the ECM outcomes, with a particular focus on effective inter-agency working. We have an excellent record in staff CPD and supporting and enabling workforce reform.

2.1.11 The remodelled school estate post BSF investment will see all mainstream students attending self-governing schools. These schools will be part of a learning partnership that, through collaboration between all learning institutions, will enable students to follow learning pathways that are flexible and reflect individual needs and aptitudes. The experiences will reflect the specialisms and areas of expertise within individual schools that collaborative working will make available to all learners in Hartlepool. The local authority knows its strengths and has a clear appreciation of what it needs to do to improve further. We are confident that BSF investment can add further value to our efforts.

## **2.2 What added value will BSF investment provide to local educational outcomes?**

2.2.1 Building Schools for the Future will support us in transforming life chances for young people in Hartlepool. It is underpinned and integrated into our wider children's agenda and will help to raise the expectations and the aspirations of young people and the communities in which they live. It will help us to change lives.

As a result of BSF investment, educational outcomes will continue to improve and attainment gaps will narrow further as identified in SfC1 chart and our KPIs (Appendix \_\_\_). Personalisation of learning and exciting new curriculum developments such as Specialised Diplomas will improve performance significantly at Key Stages 3 and 4 and our aim is to ensure that performance in Hartlepool at least exceeds national averages. Our intention is to work with our partners to ensure that we make the most of the BSF investment opportunities and secure additional investment to integrate services and provision.

2.2.2 Our aspirations for BSF are that it will:

- promote a radical rethink in schools about learning and how teaching can best support these new ways of learning
- improve ICT systems that will support the development of individual learning pathways
- encourage an even stronger local view of the school as the natural centre of its community
- improve the quality of intervention for under-performing groups through the development of facilities for multi-agency support, counselling and mentoring
- drive forward improvements in choice, diversity and access for parents and children
- provide the opportunity to co-ordinate and align agendas and budgets across education and related public services into a single common vision
- promote close engagement with local employers and work based training providers

2.2.3 BSF will add value to our existing strategies and enable us to meet our aspirations by:

- establishing clear linkages with the Council's wider regeneration programmes by raising levels of aspiration, achievement, skills and employability across Hartlepool
- encouraging a dialogue with all learning providers on how learning can be transformed into the future to better meet the needs of each and every young person
- supporting the development of an agreed learning pathway to a personalised curriculum that offers young people learning opportunities that prepare them for life as an active citizen and for employment
- enabling the development of all of our secondary schools as fully extended schools that reflect the needs of their communities as centres of wider health, social and economic well-being
- improving choice, diversity and access for pupils and their parents by ensuring that performance at all of our schools is improved, extending the range of specialisms offered, increasing school self-governance through Foundation and Trust developments at all schools and guaranteeing access to a breadth of academic and vocational courses, including all 17 diploma lines, offered through strong collaborative partnerships
- building on the authority's success at developing fully inclusive learning opportunities for pupils with special and additional learning needs by facilitating the necessary social organisation changes, and capital investments, that will provide additional resourced provision and co-location options
- addressing issues of behaviour and attendance by extending access to the effective personalised support delivered by the PRU to a wider range of pupils with additional learning needs that might benefit from accessing a flexible, part-time/full-time curriculum offer, whilst remaining on the roll of their school. This will ensure that the number of pupils who are permanently excluded are minimised: the learning environment of the Pupil Referral Unit will be greatly enhanced, ensuring that these pupils have access

to a curriculum that is appropriate to their needs and which can support their reintegration into a mainstream learning environment.

- maximising the benefits of ICT for learning and information sharing, and extending the role of ICT in wider regeneration activities by enabling joined up planning, funding and service delivery between the school and wider community sectors
- facilitating the school organisation changes necessary to create a sustainable pattern of provision in the future ensuring the right number of pupil places are available in the right locations at the right time to serve local and borough wide community need and meet parental preferences
- promoting the development of collaborative working across and between our schools and other providers to maximise benefits of joined up planning, funding and service delivery including provision of specialist learning programmes, integrated children's services, health, sport, culture and leisure opportunities

2.2.4 To secure this added value, our priorities for BSF investment are to:

- create adaptive and adaptable school accommodation that can support different organisational models of learning provision into the future, enabling schools to adopt alternative models of organisation as they move along the transformation pathway for example moving from a traditional subject based accommodation arrangement to faculty, school within a school or project based curriculum arrangements
- secure access to a range of differentiated learning spaces that will support a range of teaching and learning styles including project team, research, seminars as well as traditional class-based arrangements
- develop consistently high quality ICT rich learning environments across all secondary schools providing pupils, staff and parents any where anytime access to a Borough wide learning platform through a range of mobile technologies as well as support assessment for learning and attendance strategies through the use of 'smart' technologies
- design schools and community facilities that are of the very highest quality, providing inspirational, safe and secure learning and social environments that will facilitate learning and personal development and promote high standards of behaviour
- provide accessible, zoned and appropriately designed spaces within all schools for the delivery of integrated children's and community services including health services, information advice and guidance, ensuring that partner agencies and user groups are fully engaged in the design of facilities
- provide enhanced facilities in each school's specialist curriculum area and planned future second specialisms
- develop accommodation, facilities and ICT in schools that complement those within the post 16 sector that enable the effective collaborative delivery of a highly accessible vocational offer including diplomas
- enhance sports and arts and culture facilities in school sites to ensure all exceed the government's expectations for 5 hours of physical activity per week and through strategic planning with our external partners, secure and prioritise additional investments to develop a number of sites as centres of excellence for individual sports and/or centres of community provision such as libraries
- identify priorities for investment, working in partnership with the PCT, for community health provision on strategically important sites, complementing the school based health provision for pupils
- create high performing schools of the right size in the right locations to meet the needs of local and borough wide communities
- develop all schools as sustainable schools, reducing the environmental impact of our secondary sector by ensuring that all new and remodelled buildings exceed BREEAM 'very good' standards, as well as creating an environment that promotes and enables sustainable working and lifestyle practices such as cycling and walking to school, recycling, reduced water usage and use of local food produce

2.2.5 The value added to educational provision and outcomes through BSF investment is reflected in the Key Performance Indicators that we will use to monitor the impact and progress of our BSF programme – see [Appendix \\_\\_\\_](#). These build upon the KPIs identified and agreed in SFC1 and address the issues identified in the previous section and signpost our aspirations for the future. As such, they reflect the specific areas that have been barriers to progress in Hartlepool and show where BSF investment can make a real difference.

2.2.6 The monitoring and evaluation of our KPIs will be undertaken in line with Corporate Performance Management procedures. Where KPIs have been identified in addition to current targets, they have

been incorporated into our Local Area Agreement, and are subject to annual review. The school level KPIs identified on our school chart will become part of schools' own performance management arrangements and, as such, school improvement planning for each school will now reflect both school and LA KPIs. These will be subject to annual review as part of the SEF process and part of the ongoing dialogue with School Improvement Partners.

## **2.3 How does the local authority propose to ensure choice, diversity and access for all parents and pupils in local schools?**

2.3.1 A key principle of our Strategy for Change is that all young people, and their families, will have access to an outstanding school. Each school will enable its learners to access a personalised learning pathway that will extend across Hartlepool's developing learning partnership to ensure that all learners have access to the appropriate learning experience that best suits their needs and talents.

2.3.2 Although Hartlepool currently offers a diverse range of schools, we will further increase the diversity in our school system through the greater involvement of external partners. To achieve greater external support, it is our intention that all secondary schools will become self-governing by 2009. Three community schools have already acquired foundation status and Catcote Special School is actively engaged in this process. The Authority is currently exploring models of Trust status with school leaders and all schools have already expressed an interest in exploring the acquisition of Trust school status. We are engaged with SSAT in supporting schools to develop Trust status. Discussions were held with OSC as part of our remit process and it was agreed that academies would not be pursued as the LA was already intending to take robust action to address school underperformance.

2.3.3 We have already begun the process of school reorganisation necessary to deliver our vision for the future, with Brierton Community School due to close in August 2009. Brierton was selected as the school to be proposed for closure because the rate of educational improvement was not as great as at other schools, it was projected to have the greatest surplus capacity and it had the most significant issues in terms of condition and suitability. In closing our least popular and least successful secondary school, while expanding our more popular and successful schools and investing significantly in them through BSF, we believe that we will be providing pupils, their families and the wider school communities with a choice of excellent provision, within the school day and beyond.

2.3.4 The faith-based needs of pupils and parents are successfully met through two voluntary aided schools, one Roman Catholic and one Church of England. There have been no representations regarding other types of faith school and because the existing minority ethnic population is very small and inward migration of people from minority ethnic backgrounds is not expected to rise significantly, this is not expected to change.

2.3.5 All secondary schools currently have at least one specialism. One school already has a second specialism and, through BSF investment, all others will achieve this. Our strategic management of this area, together with our excellent working relationship with schools, will ensure that all future specialisms are complementary and are linked to the diplomas, thus supporting Hartlepool's 14-19 curriculum offer for the future. Collaboration between schools and other learning institutions is good, with all schools part of local collaborative arrangements to support the 14-19 agenda and wider educational improvement through our recently established Education Improvement Partnership.

2.3.6 Extensive consultation was undertaken with all key stakeholders on our model for future schooling in Hartlepool. Every parent/carer in Hartlepool received details of our proposals and consultation meetings were held for all school communities (Appendix \_\_\_). Whilst much of the feedback related to our planned closure, the more general feedback was very supportive of our plans to ensure radical transformation of teaching and learning, supported by BSF capital investment.

2.3.7 In its role as coordinator of the schools admissions system, Hartlepool achieved 98% first preferences in autumn 2007. Oversubscription criteria for secondary admissions are currently based on geographical admission zones, although it is intended to change to a partner primary school system in September 2009. The Admissions Forum is well established, well attended, publishes an annual admissions report and supports and challenges all admission authorities in the Borough.

2.3.8 A focused PE and Sport Stakeholder group was established in August 2007 to ensure consultation with key stakeholders in this area. Membership of this group includes the Director of the Tees Valley County Sports Partnership and the Planning Manager for Sport England North East. The focus of the work undertaken to date has been in relation to:

- Challenging the schools to rethink the way in which PE and school sport is currently delivered in relation to the “transformation” agenda and the “five hour offer”.
- Marrying up the needs and aspirations for curricular delivery against community needs in relation to the “extended schools” agenda
- Consulting with the National Governing Bodies of Sport, Sport England, the Youth Sport Trust as well as other potential funding partners in order to be able to provide extended services on school sites.

The authority believes that the diversity of provision to be offered post BSF in such a compact borough will ensure a genuine choice for all parents and pupils.

## **2.4 How will the local authority ensure robust challenge to schools including strategies for early intervention in the case of underperforming or failing schools?**

2.4.1 The LA has a clear policy, shared with stakeholders, for categorising schools and identifying those causing concern. The effectiveness of our procedures is reflected in the fact that we currently have no schools in special measures and only one school has required a notice to improve (PRU) in the last 12 months.

2.4.2 A school is identified as a cause for concern to the Local Authority when:

- Ofsted considers that the school is inadequate and provides a judgement that the school requires either ‘Notice to Improve’ or ‘special measures’.
- Through the annual Classification of Schools (LA categories) process a school is identified as being in the red/inadequate category.
- School Improvement Partners evaluate that the school is at risk of failing.

At present we have no schools identified by the LA as causing concern.

2.4.3 Our school improvement strategy identifies schools requiring intervention and support and this is clearly differentiated in favour of those schools with greatest need. The support allocated to any school causing concern is managed by the Assistant Director: Performance and Achievement to ensure that support is appropriately aligned with National Secondary Strategy and School Improvement Partner programme. A close working partnership with DCSF and NS field force colleagues, and our robust monitoring procedures, ensure that we are able to intervene early where there are performance issues.

2.4.4 The LA has always taken robust action where underperformance has been identified over time. In summer 2007 two schools – Brierton Community School and Dyke House School - did not achieve 30%+ 5+A\*-C including English and maths. The Contextual Value Added (CVA) score for Brierton Community School, based on progress between Key Stage 2 and Key Stage 4, was also below expectations at 986.7. This school was, however, already subject to LA intervention because of performance concerns and will close on 31<sup>st</sup> August 2009.

2.4.5 At Dyke House, a robust action plan was put in place to improve performance in English and mathematics, supported by LA school improvement officers and monitored by the SIP. The improvements achieved through this intervention were acknowledged by Ofsted when the school was inspected in December 2007 and judged to be outstanding in all aspects. The school's CVA score, based on progress between Key Stage 2 and Key Stage 4, was 1038.9 in 2007. This represents a significant achievement for the school given that the area served is classed as one of the most deprived areas in the town, with 66.1% of Dyke House pupils living in the 10% most deprived Super Output Areas (See [Appendix 2](#) School Chart for further contextual information)

Because of the recent significant improvements made at Dyke House, the Headteacher at Dyke House was asked by the LA to take on the role of Executive Headteacher at Brierton as the school moves to closure. The leadership qualities of Dyke House School's headteacher were identified by Ofsted during its inspection of the school in December 2007: *The successful ethos of the school, the effectiveness of its care and support systems, the improvements in the school's performance, and the outstanding*

*achievements of its students, are to a large extent the result of the outstanding leadership of the headteacher.*

Dyke House achieved Foundation Status in April 2008 and is exploring with other schools and the LA the possibility of Trust status in the future as a mechanism for sustaining and further driving up standards. Dyke House has been identified as the LA's sample scheme in order to further sustain this improvement.

2.4.6 The LA has taken robust action to support improvement at the PRU since it received a Notice to Improve following inspection in February 2007. As part of the LA's improvement plan, a successful headteacher from within Hartlepool has worked closely with the PRU's leadership team to ensure that the improvement plan was successfully implemented. An Ofsted monitoring visit in autumn 2007 identified that satisfactory progress was being made and a SIP visit in March 2008 identified that significant progress was now being made against all areas in the Ofsted action plan.

2.4.7 The LA has reviewed the future of the PRU since the Ofsted inspection and discussions are currently ongoing about the possibility of co-locating the PRU onto the site of Hartlepool College of FE as part of our BSF plans. This will help to raise aspirations for those attending the PRU and give pupils access to a wider curriculum experience.

2.4.8 As part of our drive for sustainable improvement, we are building capacity within the schools' sector to enable schools to challenge, intervene and support each other. An Education Improvement Partnership, involving Hartlepool secondary schools, local colleges and the Local Authority, was established in September 2007 on the back of a very successful Excellence in Cities Partnership, where peer evaluation and support was a cornerstone of effective collaborative working. This will ensure that best practice will be identified and shared across the school system in Hartlepool.

2.4.9 Our internal monitoring of school performance, linked to judgements made in Ofsted inspections and NS monitoring visits, show that there are a number of strengths across our secondary system:

- Care, guidance and support
- Behaviour
- Curriculum
- Collaborative working

Across the secondary system the challenges and areas for further development are:

- improving boys' performance especially in functional literacy and English
- improving the performance of our looked after children at Key Stage 3 and Key Stage 4
- improving the performance of young people with special educational needs
- extending opportunities for children and young people at risk of disaffection and disengagement in order to prevent them becoming NEET

These are the groups of young people that we have identified as requiring additional support. An improved curriculum offer and more personalised services will improve the engagement and motivation of these pupils and thus support improved performance. S2.8 identifies in more detail how BSF investment will help us to achieve this improvement.

## **2.5 How will the local authority deliver personalised learning to ensure that every pupil is fully stretched and can access a broad curriculum that best suits their needs and talents?**

2.5.1 Personalised Learning is at the heart of our drive to improve outcomes for young people in Hartlepool. It presents an exciting opportunity to further challenge and stretch traditional models of learning and teaching as new and mobile technologies, extended schools, collaborative provision and developments in remote and informal learning radically change the context in which learning will take place.

2.5.2 We have a clear view of what personalised learning looks like in Hartlepool and this has been informed by the 2020 Gilbert Report. Personalised learning for us means taking a highly structured and responsive approach to each pupil's learning, so that all pupils are enabled to progress, achieve and participate. In Hartlepool we will therefore:



- engage all pupils and their parents as partners in learning through the effective use of ICT to improve parental access to pupil performance and progress information and to improve communications between schools and parents
- enable all pupils to understand themselves better as learners – including developing assessment for learning to enable students to set and review their own personal targets
- ensure all pupils are supported and challenged to meet their full potential through the development of curriculum pathways that reflect individual needs and aptitudes
- help pupils to become independent lifelong learners by ensuring that pupils are given the skills and opportunities to make judgements about how they learn as well as what they learn
- give pupils more choice about what, how and where they learn through innovation such as Learning Platforms, mobile technologies and a diverse and differentiated curriculum offer
- redesign our KS3 curriculum to ensure breadth and balance for all learners while responding to the requirements of the National Secondary Strategy
- extend activities outside of schools to better meet the needs of pupils and their families
- design our post BSF schools to ensure appropriate spaces are provided to allow a flexible approach to teaching and learning that can embrace a greater diversity in the size and age mix of pupil groupings (Our School SFCsw will develop this further to reflect the specialisms and expertise of each of our schools)

2.5.3 A curriculum that has maximum impact for learners needs to provide coherent themes to link learners' whole-school experiences. This includes their experiences in individual lessons, the learning approaches they encounter, the routines of the school day, school events, extracurricular activities and the school environment and ethos. We will make full use of the curriculum flexibilities at KS3 to develop these experiences, whilst ensuring full alignment with the national secondary strategy. Our curriculum model will enable learners to become leaders in developing their personal, learning and thinking skills; learning through projects, understanding how they learn, and reflecting upon their learning progress.

2.5.4 Personalisation underpins the recent developments made to support the 14-19 agenda and the 14-19 partnership has developed a Learner Entitlement that embraces all young people aged 13-19 (13-19 meets requirements of CYP and Ofsted LA Inspection Framework); this is being extended to ensure that curriculum entitlement is a central feature with a commitment to providing fair access to facilities, transport and impartial advice and guidance. Our 14-19 Strategic Board will ensure that the BSF capital build programme accelerates the development of the personalisation agenda and supports the 5 key outcomes to meet the 2020 vision. The personalisation agenda is being vigorously promoted by all partners and is a central theme in the Children and Young People's Plan and is a key indicator in the Local Area Agreement. Hartlepool has developed a VLE, which is available to all schools, colleges and work based training providers, and is being made available in other educational and voluntary settings to allow access for all. (See 2.6 for further detail)

2.5.5 The development and provision of ICT will be crucial to the delivery of the Personalised Learning agenda. ICT will enable greater collaboration between pupils and their teachers, improve access, develop greater creativity through the use of flexible learning spaces – both real and virtual – and enable all pupils to personalise their learning pathway to ensure that learning is meaningful and relevant. The effective deployment, training and use of ICT will play a central role in the successful implementation of the LA's BSF change management strategy by providing access to resources and services to facilitate teaching and learning, when and where required.

2.5.6 Hartlepool will become a learning town where the traditional constraints of time and place are removed from the learning process. We will further develop our use of Learning Platforms and a Virtual Learning Environment within our ICT Managed Service. In order to achieve learning anytime anywhere we have begun to install wireless connectivity as part of our Computers for Pupils strategy in the town and BSF investment will enable us to ensure that all learners have access to the full potential of ICT. Through greater access to ICT both within and outside the school, parents will enjoy easier access to information on how their children are performing, what they are learning and how they themselves can best support the learning experience for the young people. Parents and carers will be guided and supported to use this technology and their involvement is seen as paramount to successfully improving outcomes across all aspects of the Every Child Matters agenda, this is explained in more detail in Section 2.7.

2.5.7 At the heart of our vision for education in Hartlepool following BSF investment, is our understanding that no individual institution will be able to meet all the needs of all of its learners. We see collaboration between institutions, learners, staff and other partners as being at the very centre of our strategies. ICT is fundamental to making this possible, as learners will be able to access their own learning, regardless of their home institution, and schools will become the hubs for community, family and whole-life learning.

2.5.8 BSF will enable us to build on our already successful programme of inclusion. By doing so we will meet the needs of all pupils, including the most vulnerable children and young people, for example those with special educational needs and those who are looked after. We will design individual pathways that meet each learner's individual needs, for further detail see Section 2.8.

2.5.9 Personalisation is at the heart of our planning for transformation and BSF investment will act as a catalyst for change by giving us the opportunity to re-evaluate how and when learning takes place. Our change management planning, allied with the development of School SFCs, will ensure that the use of new and remodelled flexible learning spaces in the future fully support this transformational agenda.

## **2.6 How will the local authority ensure the effective delivery of the 14-19 entitlement in partnership with local LSCs and local FE providers?**

2.6.1 The LA will ensure the effective delivery of the 14-19 entitlement through effective collaboration with the local LSC, FE partners and other key stakeholders. This is facilitated through the Hartlepool 14-19 Strategic Board which has a wide range of stakeholders including the local authority, LSC, Connexions, University of Teesside, schools, colleges, work based learning providers, employers, education business partnership and representatives from the community and voluntary sector. The Board was developed through joint working for the Area Wide Inspection and the Joint Area Review to manage and co-ordinate 14-19 collaborative activities. The Hartlepool 14-19 Ofsted Inspection Survey in March 2008 judged the provision to be good with some outstanding features. The board oversees the work of the Task and Working Groups; it reviews, considers and allocates resources to operational plan activities to ensure the 14-19 curriculum is fully and effectively implemented. Hartlepool LA was graded Amber/Green overall in the progress check undertaken by GO NE in September 2007.

2.6.2 The Local Learning and Skills Council and Local Authority have consulted with local FE providers to ensure that the BSF capital build programme has synergy with the LSC Capital Build Programme. BSF capital funding will enable the development of a vocational skills centre within each school, with LSC capital funding enabling the development of a pre-16 centre at Hartlepool College of Further Education. The Planning process and the Capital Build Programme will ensure that in 2013 the Learner Entitlement will be available to all young people aged 14-19. Higher level strategic planning with adjacent local authorities has ensured that the capital build programmes will not lead to inappropriate duplication of resources or the development of facilities which will be under utilised. The Learning and Skills Council continually review FE and WBL provision via ongoing discussions with providers. Where a gap in provision is identified, the LSC will go out to OCT (open and competitive tender) to procure provision from the best available providers.

2.6.3 All 14-19 Further Education providers in Hartlepool are signatories to the Hartlepool 14-19 Strategic Plan, Hartlepool Skills Partnership, the Local Area Agreement and the Children and Young People's Plan and support the delivery of the key actions in the Hartlepool 14-19 Operational Plan, which has impacted on the increased post-16 staying on rates and has contributed to the NEET Reduction Strategy. The Local authority and all members of the 14-19 Partnership, including Further Education are fully involved in the development of the Area Prospectus and are working to support the development of Individual Learning Plans and the Common Application Framework. The process is designed to allow all young people choice and the opportunity to make appropriate decisions about access to post-16 education and training.

2.6.4 Hartlepool has an On-line Area 14-19 Prospectus ([www.pools14-19.net](http://www.pools14-19.net)) available to all students, parents and carers on which details of all courses and providers are available. News from all schools, colleges and work-based learning providers is regularly updated. Details of the application process are also outlined and it is envisaged that the Common Application Form will also be made available. Hartlepool has high ambitions and commitment for change and will deliver all aspects of 'Care Matters – Time for Change'.



2.6.5 In April 2007 the Local Authority took on the management of the local Connexions Service as part of the disaggregation of the Tees Valley Connexions Service. The service is now effectively managed as part of the Children's Service Department of the Local Authority. To ensure that all young people have access to impartial advice and guidance, the Connexions Management Team has supported the development of the Hartlepool 14-19 database, which has allowed them to plan the work of Connexions Personal Advisers in response to the needs of young people, including our vulnerable groups, ensuring that all have access to universal services, targeted and specialist provision. This database will enable all young people to access appropriate advice and guidance and it will support early identification and provide the opportunity for the monitoring of those young people who are not currently receiving support or have no designated workers to support them.

2.6.6 The Hartlepool 14-19 curriculum has been developed following an extensive consultation exercise, supported by a comprehensive mapping of the curriculum opportunities in Hartlepool. This process was cited as a model of good practice in the 2006 Joint Area Review and has enabled the partnership to plan and design the curriculum for young people aged 14-19. The plan has identified the necessary steps to fully implement the curriculum changes required to transform educational opportunities for all in Hartlepool. The curriculum plan includes the introduction of the Foundation Learning Tier, as part of the personalised learning programme, the development of the 17 specialised Diplomas, the International Baccalaureate and work based learning routes, including young and modern apprenticeships, as routes to higher education.

2.6.7 All diploma lines will be available for learners at all institutions by 2013 and the diploma lines and lead schools are closely aligned to existing school specialisms and to proposed future second specialisms, see [Appendix 1](#). BSF will enable us to further develop specialist facilities that complement the existing vocational facilities at Catcote (Business & Enterprise and vocational specialisms inc. Hair and Beauty, Catering and Land Based), Dyke House (Technology and Sport), English Martyrs (Art & Music and MFL), High Tunstall (Science and Humanities), Manor College (Technology and Raising Achievement) and St Hild's (Engineering and Performing Arts). These new and upgraded facilities, planned in collaboration with Further Education colleagues, will enhance learning opportunities and avoid unnecessary duplication.

2.6.8 Hartlepool has developed a Learner Entitlement for all young people aged 13-19; this is being extended to ensure that curriculum entitlement is a central feature with a commitment to providing fair access to facilities, transport and impartial advice and guidance. The 14-19 Strategic Board will ensure that the BSF capital build programme will accelerate the development of the personalisation agenda and support the 5 key outcomes to meet the 2020 vision. The personalisation agenda is being vigorously promoted by all partners and is a central theme in the Children and Young People's Plan and is a key indicator in the Local Area Agreement.

2.6.9 As well as ensuring that our young people are able to remotely access their e-portfolios and personal learning plans from any learning institution through the use of ICT solutions, we recognise the importance of ensuring compatibility between the Management Information Systems of schools and FE providers. This will allow registration information, performance data and target setting information to be accessible at any institution in the town. We are aware of the funding implications of this approach and will look to continue discussions with FE colleagues so that our ICT output specification reflects these requirements.

2.6.10 The Local Authority and Further Education providers collaborate to offer a wide range of initiatives designed to increase opportunities for young people and targets intervention strategies which support transition and promote progression from KS4 to KS5 for the most vulnerable groups (See also S2.4.9). Activities include working with Widening Participation Aimhigher cohort, young people identified as NEET, Looked After Children, young carers, teenage parents, young people with SLDD and youngsters with low aspirations and attainment.

2.6.11 Hartlepool 14-19 Partnership including the Local Authority and Further Education Providers manage a successful re-engagement programme aimed at young people who have a variety of barriers to their continued involvement in mainstream education at KS4. BSF, by the provision of new facilities, will support the re-engagement process allowing more young people choice, access and personalised

learning which will lead to improved progression rates from KS4 to KS5. The young people targeted may have low skill levels and evidence of limited educational progress, although in many cases will have the ability and aptitude to succeed; may have emotional and behavioural problems; disabilities; may be those who would benefit from vocational training; be from deprived backgrounds, perhaps with a history of family instability. All these young people are seen to be at risk of dissatisfaction or disengagement from school and, without early intervention, are those most likely to become NEET.

2.6.12 Post-16 rates for young people staying in education are improving year on year. The 14-19 progress checks indicate that sustained and co-ordinated activity is leading to improve rates at all levels including level 3 which is local priority target. BSF will support the aim of increased participation to 95% in 16-19 year olds by 2012, with a corresponding drop in the number of NEET from 9.5% in 2007 to a predicted 3% in 2017.

## **2.7 To what extent is the local authority ensuring effective integration of education and other services to support delivery of the Every Child Matters agenda and other relevant corporate priorities?**

2.7.1 The Council's strong track record in strategy development, service delivery, and partnership working (all recognised in a succession of performance assessments) makes it well placed to integrate education and other services via the BSF programme. BSF investment will also be integrated with other Council plans and strategies and this will ensure that the investment supports and adds value to our wider regeneration activities in Hartlepool. Our Regeneration Strategy will help to ensure that local communities have local services, with schools acting as community hubs for the delivery of many of these services. Close links with such agencies as the co-terminus Primary Care Trust, Hartlepool Police District and an active voluntary sector reinforce our approach. Consultation is currently underway with local communities to explore which additional services and facilities can be provided through our remodelled school estate.

2.7.2 Hartlepool's Children's Trust builds on excellent partnership work between stakeholders, as recognised in the recent JAR inspection: *The quality and extent of partnership working is outstanding. There is effective use of the community and voluntary sector.* The Children's Trust has developed a joint commissioning framework which enables effective service delivery to take place for children and families. The Trust's clear priority of developing preventative services is being delivered in collaboration with the schools through the Extended Schools and Children's Centre core offer.

Hartlepool's Parenting Strategy is also being implemented through the Extended Schools and Children's Centre core offer, having been developed by parents and other stakeholders, with the schools fully involved in the process. Similarly, our Play Strategy, developed by the Play Partnership, reflects the strong inputs of schools to the over-arching priority of ensuring all children and young people have high quality, safe, accessible places to play.

These child-focussed partnerships provide a strong infrastructure for joined up planning and delivery, but the BSF opportunity will be specifically developed via an Extended Service and Community workstream group comprising representatives of all relevant Council departments, the Police and Primary Care Trust. That group will be informed by a strong evidence base (see 2.7.5 below) and will build on existing practice of collaborative working on strategies and programmes (e.g. the recent Indoor Sports Facility Strategy) and major projects (e.g. Brierton Community Sports Centre, Lynfield Learning Centre). Networks already exist to draw in other agencies, e.g. the PE and Sport Stakeholder Group including Sport England and Governing Bodies, and a healthy Community Network.

2.7.3 The BSF programme is fully integrated within the Council's formal decision-making arrangements and within various informal corporate arrangements: it is a standing item for informal Cabinet briefings and the inter-departmental officer group which considers capital programme and asset management issues. These arrangements facilitate the identification of ways in which BSF can support relevant corporate priorities.

The current review of Hartlepool Sustainable Community Strategy and the preparation of a Core Strategy will both acknowledge the potential of BSF to contribute to thematic and spatial strategic priorities. Hartlepool also features a strong regeneration and neighbourhood renewal strategy, which is reviewed and delivered at the neighbourhood level by a set of Neighbourhood Action Plans (NAPs): the

potential for linking BSF with the identified priorities of the NAPs is being explored both within the NAP Forums and the workstream group. More specifically, the Indoor Sports Facility Strategy is informing the work of the relevant BSF workstream and stakeholder groups.

Hartlepool is committed to a vision of inclusive communities and schools' own SFCs will support our wider drive for community cohesion by ensuring that, at a local level, there is a recognition of the diversity of people's backgrounds and circumstances and the contribution that individuals can make to their own community,

2.7.4 The BSF programme supports priorities in Hartlepool's Children and Young People's Plan within each of the ECM outcome areas:

- enhanced extended services will support work to promote healthy lifestyles
- improvements in electronic data sharing will contribute to keeping pupils safe and improved school environments will help address bullying
- improved teaching and learning environments will add further to the rate of improvement in performance of all pupils and will help to target support for vulnerable groups
- new organisational systems will improve pupil participation further and help to keep exclusions to a minimum
- better engagement of pupils will raise aspirations and contribute to further reductions in the number of young people who are NEET.

2.7.5 The developing planning for extended school and community use provision is informed by a substantial evidence base of community needs and demands, which continues to be refined.

Consultation with children, parents, other stakeholders and the community at large is embedded in service planning and delivery. Such consultation takes a variety of forms;

- input to thematic strategies, eg the Childcare Sufficiency Assessment identifying parents' views, the extensive consultation with children and young people to inform the Play Strategy and extensive stakeholder and user consultation in a range of sport and recreation strategies, eg Multi-Use Games Area Strategy
- input to spatial strategies and their implementation, eg the Neighbourhood Action Plans are very obvious examples of "bottom-up" planning reflecting community views.
- ongoing purpose-designed consultation linked to BSF, eg the work of the PE and Sport Stakeholder Group relies heavily on extensive consultation with sport governing bodies, as varied as orienteering, table tennis and cricket, a series of school-based consultation events are being held to secure local community views on the extended services agenda; and the NAP Forums are specifically discussing the BSF opportunities.

Such consultation is helping to identify not only quantitative and physical needs but management and operational issues, e.g. addressing barriers to access. With sport, for example, the concept of sport specific Centres of Excellence at each school is receiving detailed discussion with the schools and governing bodies. The workstream and stakeholder groups will ensure that such consultation processes continue throughout the BSF process and beyond.

2.7.6 The Council already uses a number of funding streams that support the development and implementation of extended services. The Children's Centres and Extended Services, for example, already join up the Space for Sports and Arts developments with extended schools, thereby ensuring the future sustainability of services.

The Council is exploring ways of managing the allocation of Children's Centre Capital, Early Years Capital and Extended Service Capital to projects to align and "future proof" them with BSF plans.

More generally the Council has a strong track record of winning external funding from UK Government, European Union, National Lottery and other funding sources to deliver a wider range of regeneration programmes. We are continuing to build on that success with a view to the BSF process: current discussions with Sport England and Sports Governing Bodies about match funding and an intended review of the use of the Working Neighbourhoods Fund over 2009-11.

2.7.7 BSF investment in a robust ICT infrastructure will benefit schools, communities and multi-agency partners. It is our intention to provide ICT solutions that will support the delivery of the Every Child Matters agenda, allowing key partners such as the PCT and Police to access an integrated management information system that will facilitate information and data sharing and thus ensure that services are aligned with need and support early intervention.

Hartlepool has recently undertaken a Becta LA Self-Review and this has identified some strong areas of working with areas for improvement. These latter areas include the use of data being clearly linked through integrated data systems and technical support. The managed service provider must make provision for the integration of Management Information Systems across the department and with national initiatives such as Contact Point which will allow all Children's Services staff to access information from a variety of locations; this will ensure that we achieve our integrated children's services agenda.

2.7.8 We currently employ a Healthy Schools Co-ordinator to ensure that all schools are supported in gaining Healthy School Status and a Community Nutritionist to support the 'Healthy Eating' aspect of this work. Through the collaborative nature of this programme BSF will further impact on the success already achieved and enable us to provide improved kitchen and dining facilities, thus ensuring that a cooked meal will be available on a daily basis for those pupils who require this. We are in a strong position to provide the five hour offer of sport to all young people through strong links with schools and clubs. BSF will enhance and drive forward the PE & sport agenda through the partnership network already in place, see [Appendix \\_\\_\\_](#).

## **2.8 How does the local authority plan to champion the needs of all pupils, (including those with SEN)?**

2.8.1 The authority is committed to inclusion and our plans will ensure that all learners in Hartlepool have access to a broad and balanced curriculum, including the national curriculum. We also recognise that a choice for parents and pupils is central to this. The Joint Area Review in March 2007 noted the Council's "excellent policy for including pupils with special educational needs in mainstream schools" and identified that "parents have a real choice of schools for their children".

2.8.2 The attainment and achievement of vulnerable groups is improving but remains a key priority within Hartlepool's Children and Young People's Plan. Gaps in attainment between those children living in the most deprived areas of the local authority and the rest are narrowing but BSF investment will support us in further improving the outcomes for boys in literacy, looked after children, and those at risk of exclusion or non-attendance. BSF will enable the development of a broader and more personalised curriculum offer that will improve the motivation of pupils and support enhanced performance. The extended services that will be available to all pupils will support early intervention and help to remove barriers to learning. Our new and remodelled buildings will encourage innovation and allow schools to develop new approaches to learning that are not constrained by current building restrictions. The improved 14-19 facilities brought about through BSF investment will enable us to provide a universal offer which will enable all pupils to undertake appropriate pathways and this ensure engagement and participation throughout the school system and beyond.

2.8.3 Gifted and Talented pupils are also a key focus group within Hartlepool and emphasis is placed upon offering the best possible opportunities for those young people who demonstrate individual exceptional skill or ability. BSF investment will further support this range of opportunities through increased levels of cooperation between schools where schools' specialisms and expertise drive a range of activities to include master classes and subject specific events.

2.8.4 Through BSF investment we will significantly improve the physical environment for teaching and learning, provide state of the art ICT infrastructure and equipment and focus on the needs of each individual student. Our change management processes will ensure that all staff are fully prepared to embrace the new and exciting opportunities that BSF will bring. BSF investment will therefore enable us to bring about significant improvement in the performance of all learners in Hartlepool.

2.8.5 BSF investment will allow us to build on the significant progress we have already made in promoting inclusion for all vulnerable groups of pupils and in ensuring all pupils can make the best

possible educational progress and have access to universal extended services based around their local school. BSF investment will allow us to ensure buildings can offer community facilities both for use by extended services before and after the school day, which are fully accessible to all pupils, and which provide appropriate settings for use by various professionals who may need to work with individual pupils. Groups such as children who are looked after and traveller children will particularly benefit from extended services which allow homework and other assignments to be completed on site, and at times best suited to the learner as well as off-site opportunities through the Learning Platform.

2.8.6 All Hartlepool Secondary Schools are part of an established Behaviour and Attendance Partnership. The Partnership Board successfully oversees the Fair Access Protocol, Managed Moved Protocol and support for excluded pupils. BSF investment will enable the partnership to enhance existing provision through flexible facilities for multi-agency support and safe and secure learning environments, both within each school and the re-located LA PRU.

Four Hartlepool secondary schools were part of the government Behaviour Improvement Programme (BIP). Successful off-site provision for excluded pupils was established and is now available in all secondary schools. BSF investment will enable purpose built facilities based on existing models of good practice. The reduction in exclusions has had a positive impact on crime reduction during school hours. Improved multi-agency working and flexible use of purpose built resources will build on this success.

2.8.7 BSF investment will ensure access to appropriate provision for vulnerable pupils; through the Borough wide learning platform, partnership working and a fit for purpose PRU facility to allow a continuum of learning provision for permanently excluded pupils and successful reintegration to mainstream schools.

2.8.8 In Hartlepool we recognise the benefits of maintaining first class specialist provision while at the same time trying to ensure that every child could have their needs met in a mainstream school if parents prefer this. Our vision for inclusive schooling in Hartlepool includes the development of a campus which will provide a centre of excellence for primary and secondary special education. The development of this campus will build upon the successes already achieved and provide a truly leading edge model for pupils with special needs.

To achieve this, we intend to co-locate Catcote Secondary Special School with Springwell Primary Special School on the site currently occupied by Brierton Community School. We will maintain two separate institutions as we believe that children with Special Educational Needs have a right of transition between the primary and secondary phases of education. We will, initially, create a hard federation as our governance model and move towards an over-arching Trust over time, with a single executive headteacher.

We believe that bringing these two schools together in a new build, co-location will be cost effective in both capital and revenue terms and will ensure that our young people in these schools have the high quality specialist facilities that their individual learning needs require. Subject to formal Council approval, proceeds of sale from the disposal of the existing Springwell and Catcote sites will complement existing BSF investment. If, however, we are unable to secure the necessary funding to achieve all elements of our special campus, we will reluctantly reduce the scope to ensure that the school re-locations will at least take place as this is an agreed LA priority.

2.8.9 One of the most significant features of Hartlepool's inclusion practice has been the in-reach and outreach support provided by our special schools. This will continue with outreach support provided by both specialist teaching assistants and teachers. Pupils will continue to be dual registered at both mainstream and special schools as is appropriate to their needs. Two mainstream secondary schools will be additionally resourced and will provide out-reach to pupils with significant learning difficulties and disabilities in other mainstream schools. Manor College of Technology is developing specialist provision for pupils with Autistic Spectrum Disorders and High Tunstall College of Science has additionally resourced facilities for pupils with physical and medical difficulties. BSF investment will allow further enhancement of these facilities.

2.8.10 Catcote School already works in partnership with Hartlepool College of Further Education to provide for students up to the age of 25, currently through a franchise agreement. Although the College

is due for significant capital investment and will be fully accessible to those with mobility issues, Catcote will support those students between the ages of 19 and 25 who have the most profound specialist needs, thus ensuring genuine access to the 14-19 curriculum for all learners. Catcote School's specialist staff will provide in-reach and out-reach support to the school's post-19 students, so that as many as possible can spend some or all of their student life in the college setting.

2.8.11 Catcote School has business and enterprise status and BSF investment will allow us to build on this. We will develop opportunities for young people to make the transition from formal education to the world of work through the innovative provision of business start-up and enterprise opportunities through incubator units that will operate within the nurtured environment of the special campus. In the true spirit of inclusion, these facilities will be fully accessible to all our young people. We are hoping to create a Staff Development Centre on the special campus, as well as relocating our City Learning Centre from its existing site. These developments would provide high quality training and meeting spaces which we will fund from the disposal of our existing facilities. Catcote School will run this facility for us as part of their Business and Enterprise specialist status, thus enabling pupils to be part of an enterprise activity where they will be able to develop and use their skills in a real-life learning context, supported by the latest ICT infrastructure.

2.8.12 BSF investment on this site will add further value to our integrated services approach as Hartlepool Primary Care Trust has indicated that it would like to develop a GP practice on the site as there is a significant deficit in that part of the town. The PCT has indicated that such a development would be likely to generate commercial interest in the development of a Pharmacy on the same site.

2.8.13 Consultation on these proposals has taken place as part of BSF consultation process and our plan to locate our primary special with our secondary special received overwhelming support. Our plans for these schools, and our wider vision for inclusion, have the full support of our NS/DCSF Regional Adviser.

2.8.14 We believe that inclusion not only means ensuring all pupils who can benefit from mainstream education have access to it, but also that those young people with the most complex needs are educated within Hartlepool. This is already an area in which Hartlepool has made good progress and only a very small number of children are placed outside the authority in independent and non-maintained schools. In 2007 there were only four such pupils which, in terms of the total cost per 0 – 19 population, places Hartlepool as the third lowest LA nationally. BSF investment in building access, classroom facilities and ICT, supported by a comprehensive change management programme, will allow us to continue this drive towards ensuring that all pupils can have their needs met within Hartlepool.

2.8.15 Investment in ICT will further support our inclusive practices. All members of the children's workforce will be able to access the information they require at an access point in every school. ICT will ensure that individual pupil progress is tracked. This will support target setting and continuous monitoring of progress so that PEPs for LAC and IEPs for pupils with SEN can be kept fully up to date. Improvements which facilitate data sharing across establishments and organisations will improve outcomes for vulnerable pupils, many of whom are more likely to be mobile. The opportunities for personalised and remote learning will allow pupils to continue to access their 'home' school should they be unable to attend whether for health or social reasons. Modern ICT facilities will provide new ways of supporting children to ensure they reach their full potential across the curriculum. Improved pupil tracking will enhance current systems for scrutinising the progress of vulnerable groups so that the local authority can offer challenge and support where there is evidence that they are failing to make expected progress or showing higher rates of absence or exclusion than the majority of pupils.

2.8.16 BSF investment will ensure that all our mainstream secondary schools are fully physically accessible and will also allow the incorporation of systems which make classrooms visually and acoustically supportive. Such environments do not just benefit pupils with recognised special educational needs. The physical environment which is suitable for wheelchair users will also benefit other users as wide corridors and easily supervised spaces are environments that will help reduce bullying as well.

2.8.17 Strong partnership working is apparent at all levels in Hartlepool. This ensures cross-cutting issues are tackled collectively and will ensure that BSF proposals reflect the requirements of



Hartlepool's crime, disorder and substance misuse strategy. Strategy objectives aiming to improve safety in neighbourhoods and prevent offending, focusing particularly on young people, are also included in the Local Area Agreement. The Police District Commander is a member of the Children's Trust, as well as being vice-chair of the Safer Hartlepool Partnership (the local CDRP), which ensures policy development in this area supports local need.

2.8.18 At neighbourhood level, schools are key members of decision making groups for selecting young people to attend youth crime prevention programmes, and problem solving groups involving the community, neighbourhood police officers and other partners tackling anti-social behaviour, alcohol misuse and youth nuisance. The wider community engagement with schools that BSF will promote, plus the enhanced ability of locality-based services in and around schools to intervene earlier through more effective information sharing, will further support this agenda.

2.8.19 Co-location of neighbourhood police officers with the council's neighbourhood manager and anti-social behaviour staff, to improve access and engagement with communities, provide reassurance and encourage cohesiveness, also links to the crime, disorder and substance misuse strategy. Co-location has already been achieved in one secondary school and this is inevitably contributing to reductions in crime and anti-social behaviour seen recently in Hartlepool. Building on this success, BSF investment will enable similar co-location sites in our other secondary schools.

## **2.9 What is the local authority's change management strategy for achieving transformation through BSF (including Continuous Professional Development and Workforce Reform)?**

2.9.1 Change management will enable us to achieve the innovative and ambitious plans we have for transformation in Hartlepool. We recognise that, to deliver a transformation in learning outcomes, we need to transform the way our schools work and how learning is delivered. We recognise that this means challenging long held assumptions that lie at the heart of current educational organisation and delivery but the LA is well placed to support the change that these transformational challenges will bring.

Our Change Management Strategy ([Appendix 1](#)) highlights how we will respond to the challenges and opportunities of our transformational agenda. It identifies target areas for support and intervention and is based on the needs identified throughout our SFC2. It will enable us to remove barriers to progress through the identification of "change steps" that will make realistic our ambitions for the future. It will allow us to effect both the organisational and cultural change necessary if change is to be successfully managed. Supporting our strategy is a change management plan that shows how we will achieve this change over time. This strategy embraces our current support for change and will underpin the long-term nature of this work, not only through SFC, but into OBC and beyond.

2.9.2 The LA has in place a Children's Services workforce development team that takes a strategic lead on the Children's Workforce Strategy and the Children's Plan workforce action plan. This incorporates workforce reform and modernisation of the whole school workforce, in respect of which we have a strong record of supporting and challenging schools. We also have a strong record of working in partnership with external agencies such as the TDA to support this.

Workforce remodelling and its associated change process has been embraced by schools and the development of new support staff roles continues to enable teachers to increase their focus on teaching and learning activities that require their professional expertise.

2.9.3 Support for the development of the whole school workforce needs to encompass a variety of flexible methods and bespoke school specific development programmes. Hartlepool has consistently had a strong record of successfully addressing this high-frequency rate of change and is currently taking the lead on a TDA regional project to develop the leadership of CPD in schools and further detailed work is planned on impact evaluation of CPD; we are piloting an ambitious coaching and mentoring project for secondary schools in association with CUREE (Centre for Research and Excellence in Education); and we are working closely with the NCSL on succession planning for schools. There are well established networks of school CPD leaders who work collaboratively with the local authority, schools, clusters, and external partners such as diocesan authorities, TDA, SSAT, NASEN, FINE (Facilitating Inclusion North-East) and the Teacher Learning Academy.

2.9.4 Transformation will be enabled through the development of innovative and flexible learning spaces. As part of our support for changing how space is used in our schools, and in advance of BSF investment, we will develop, in collaboration with schools and the Dioceses, a Classroom of the Future initiative at St Hild's C of E School. Using existing LA, school and voluntary aided capital funding streams, we intend to create a suite of learning spaces that can be flexibly reconfigured where staff and pupils can experience working in an environment that will enable and support a range of different teaching and learning styles. The facility will be equipped with a full range of the latest technologies. Leading practitioners and expert consultants will help us to design, develop and maintain this facility and it will become a test-bed for developing future practice. We have selected St Hild's to host our Classroom of the Future initiative because it does not require significant new build or remodel and this means that the facility can be operational by September 2009.

This initiative will enable us to begin the process of changing how teaching and learning takes place in our schools and thus ensure that we get maximum value from our BSF investment by enabling staff and pupils to experience the future in a supported and supportive environment.

2.9.5 As well as the development of a LA Change Management Strategy and associated plan, each school is also developing a Change Management plan as part of its School Strategy for Change (SSfC). The SSfCs are aligned with the LA's SFC to ensure the local delivery of the LA's strategy across the various policy areas. The SSfC KPIs are linked to the LA's KPIs and the schools' change management plans will be linked to the delivery of the respective KPIs, thus enabling the LA to monitor and evaluate the impact of its BSF investment.

The schools' Change Management plans are aligned with the LA's Change Management strategy and plan and show how, at an individual school level, the vision for the future will be turned into reality. They have, in turn, informed the LA's Change Management plan. Each school has established a transformation team to address this process and schools have been supported in this through the deployment of additional LA resources. Schools are using existing funding streams and development opportunities to align with the BSF process.

2.9.6 Our intention is to build capacity in schools that will enable them to address the short term programme-led demands of BSF but also to meet the longer term demands of innovation and transformational leadership that BSF investment will generate. The leadership strand of our change management plan is specifically designed to support our senior leaders in schools through this process. We are confident that this will ensure that schools are prepared for change and do not suffer any blight in performance due to the BSF process.

## **2.10 How will the local authority harness the opportunity of BSF to drive down carbon emissions from schools and promote sustainable behaviours among pupils and their communities?**

2.10.1 Hartlepool Borough Council is fully supportive and proactively encouraging local schools to work towards the Government's Sustainable schools initiative. In 2007 we were successful in gaining funding to employ a Schools Environmental Action officer to deliver a Schools Environmental Action Initiative (SEAI) that will help to embed the concept of environmental sustainability in schools. The continued support of the Schools Environmental Action Officer will enable the schools involved in the BSF programme to deliver sustainable outcomes beyond that of better buildings, but will work as a catalyst to embed sustainability fully into school life and beyond.

As part of our wider support for sustainability, each of the schools involved in the SEA are working towards the highest 'Green Flag' Eco schools standard and all schools in Hartlepool will be encouraged to adopt the standards by 2012.

2.10.2 All BSF new-build schools will be designed to meet the BREEAM energy efficiency standards and we will achieve the 60% carbon reduction target through design and the introduction of low/zero carbon technologies in new build schools. Future schools will also incorporate technologies such as movement sensors, time out switches and temperature controls to decrease energy use. The Energy Performance of Buildings Directive is a cornerstone of our BSF programme and making a building's energy performance and carbon dioxide emissions transparent will raise the priority of energy efficiency and energy management systems.



We wish to explore ICT systems that have the lowest energy and heat consumption. Within our ICT Output Specification we will specify low energy use ICT equipment where possible and practicable.

The Head of Procurement, Property and Public Protection is currently developing a Carbon Reduction Strategy and Action Plan for the Authority. The strategy will include:

- Energy Use in Buildings – minimisation of energy use, carbon emissions, renewable fuels, energy management systems and energy efficiency ratings.
- Street Lighting – energy procurement and equipment.
- Waste
- Transport – commuting, business travel, fleet efficiency and alternative ways of working (reduced journeys).
- Procurement – corporate strategy, green purchasing, construction design
- Planning
- Education and awareness raising
- Low carbon Hartlepool

2.10.3 In addition to technological changes the SEAL is educating and encouraging sustainable behaviour and self responsibility by actively encouraging the manual switching off of electrical equipment, water sources and involving students in the collection and management of recycled waste. SEAL also includes students in the collection and interpretation of energy data in order that they can evaluate and be involved in decisions on how to reduce energy use. The BSF programme will further enable the development of these extended learning opportunities.

2.10.4 In planning the future needs of schools, we consider sustainable energy and water management as a high priority. From 2009, schools will display an energy performance certificate and will be supported by the LA in order to develop approaches to manage energy and water consumption and thereby reduce utilisation. Further support will be provided to better understand sustainable learning by raising awareness through organised energy activities and events.

2.10.5 A local area agreement (Local Priority) target has been set to reduce the usage of energy and water within the SEAL schools through awareness raising and behavioural changes. All energy usage is displayed in the entrance of the schools and a plan showing areas where lights and equipment are left on is displayed in order to encourage the manual switching off of electrical equipment. £17k external funding has been gained to fund an outdoor 'eco classroom' in the SEAL secondary school which will be powered by sustainable sources. The regional Schools Climate Change Officer plans to have 2 Hartlepool schools as lead schools during 2008-09 at KS2 and KS3 to research into how Climate change fits into the curriculum for each subject area.

2.10.6 Five schools have their own travel plans and we will develop school routes which are conducive to safe, sustainable methods of transport especially walking and cycling. We have submitted a bid to the Government for 'Cycling Town' status which if successful will bring in significant (approx £2 million) additional funding for cycle network expansion, promotion and specific work within schools.

2.10.7 The design process will look at whole life costs in order to prioritise areas which may be vulnerable, and to produce quality, future-proof buildings which will be able to withstand the long term climatic changes which will be experienced. The Local Strategic Partnership Climate Change Action Plan 2008/9 has an action for the Climate Change Steering Group to support the 'future-proofing' of schools in order for them to adapt to a changing climate.

2.10.8 Designing and incorporating new and sustainable technologies and practices into the building and grounds of schools will enable pupils to experience first hand the opportunities to develop a more self sufficient and sustainable everyday way of life. The introduction of comprehensive waste management schemes, renewable technologies, energy efficient designs, grey water and rain collection systems, bio-diverse school grounds with areas for food production and by eating healthy, local foods, will introduce new ideas to schools and their wider communities.

2.10.9 The healthy eating programme will support this work by introducing 'Let's Get Cooking' clubs to introduce cooking skills to pupils, parents and the wider community. The SEAL is to introduce the 'Food for Life' initiative into the pilot schools. This is a 5-year lottery funded project to transform school and community food culture to give communities access to the skills and opportunities to grow, prepare and enjoy own grown seasonal produce.

2.10.10 Redefining the learning environment to extend beyond the classroom and to create the opportunity for more 'creative' and 'hands on' delivery of the curriculum will increase the opportunities for delivering the teaching of sustainable learning. The SEAL already has a pilot 'school grounds' project to try to enhance and protect these valuable green spaces and to offer a new learning environment for students.

By increasing the range of experiences and encouraging sustainable behaviours in our young people, we are confident that we will further improve local environmental quality and the overall quality of life for our young people and the wider community of Hartlepool as a whole.

### **3. Addressing Key Estate Priorities and Project Planning**

#### **3.0 Introduction**

Hartlepool's BSF programme is driven by the aim of transforming education and improving outcomes for its young people. The BSF programme will provide new and remodelled schools which will support learning through a variety of organisational models. The new accommodation will be flexible and adaptable to ensure that it can be remodelled easily to allow for future changes. A key to this is the careful integration of ICT into the structures to ensure that the school buildings can adapt to the rapid changes in ICT throughout their life. A success of BSF will be the extended use of school facilities as they become hubs for the community, and the designs will create welcoming environments which will encourage the community to make use of the facilities and services on site.

Hartlepool is committed to good design as part of the BSF process and we welcome the involvement of CABE in helping to achieve this. We will work closely with our PfS Design Manager and our CABE enabler to ensure that each BSF design is inspirational and functional but, most importantly, supports us in achieving our educational priorities.

If our school designs do not enable the transformation that we wish to see for our young people, then BSF will have failed in Hartlepool. We are confident that this will not be the case because of the process we have put in place that links our transformational objectives closely to the design process.

The LA's key strategic objectives that were identified in SfC1 reflected national priorities and were used as the basis for the template that was developed for our School Strategies for Change (SSfCs). The development work around the SSfCs has been supported by additional LA resource to enable the LA to monitor regularly the development of the SSfCs. This is ensuring that there is alignment between the LA's SfC and SSfCs across all policy areas, and allowing corrective action to be taken where this is not the case.

As part of the ongoing development of SSfCs, schools have been asked to identify how design could support the delivery of each objective. This information will feed into the preparation of the OBC and will enable the LA's design team to show how options for each school will support the delivery of the school's key objectives, thus ensuring that the new and remodelled buildings support transformational outcomes. We will develop a summary sheet for each school that has a design narrative linked to a transformational narrative in order to ensure that bidders "design in" transformation.

#### **3.1 Procurement strategy**

3.1.1 It has been agreed by PfS that we will follow a non-LEP route in the delivery of our BSF programme. Our proposals on how we will achieve our aims and objectives through a non-LEP procurement can be found in our Procurement Business Case, which has been approved by Partnerships for Schools (see Appendix [...](#))

3.1.2 We will procure our BSF programme through the National Framework for Design and Build, the following documentation will be used;

- PITT
- ITT including building contract.

We will appoint our ICT partner using the OJEU competitive dialogue process. We will select our preferred ICT provider prior to issuing the ITT for the Design and Build partner. The BSF standard documentation will be utilised and adapted as appropriate to our scheme. This will include;

- ICT output specification
- ICT draft agreement (as adapted by PfS for non-LEP schemes)
- ICT payment mechanism
- ITPD standard form documentation
- ITCD standard form documentation

3.1.3 Initial soft market testing has provoked interest in our scheme from key ICT providers and four of the six construction companies listed on the National Framework for Design and Build. Over the next few months we will be providing opportunities for the Design and Build companies to visit Hartlepool and meet our Schools Transformation Team in order for them to fully understand the Hartlepool project. We are also planning to undertake soft market testing for ICT providers in September 2008, prior to issuing OJEU in January 2009.

3.1.4 We recognise that high quality, high performing, well designed and well maintained school premises can be a positive and direct contributor to the teaching and learning process. It is also important to protect and manage the public investment being planned for our schools, ensuring that effective and regular maintenance regimes are in place to support and deliver this priority.

In line with the LA's policy of continuing improvement, we will seek to enhance our mixed provision of FM through private partners and in-house provision and we are moving forward successfully with our plans to continue service integration through the provision of bespoke FM packages. These plans have the support of schools in general and they are looking forward to the development of modernised FM arrangements that are demonstrably cost-effective and customer focused supporting the delivery of educational programmes and services for all school users that will protect the asset.

## **3.2 Assessment of existing asset base and pupil projections**

### *Existing asset base*

3.2.1 Hartlepool's existing secondary school estate comprises six mainstream comprehensive schools, one special school and a Pupil Referral Unit. One of the mainstream schools (St Hild's Church of England) was completely rebuilt in 2004 and will not be part of the construction element of the project. The other schools are a mixture of construction types mainly from the 1950s / 1960s period. Dyke House school is the exception as it was built in the 1930s, the main building is generally robust although needing significant modernisation through extensive remodelling.

Schools have been extended and developed in a piecemeal fashion with maintenance and efficiency of use being a significant challenge to delivering the secondary national curriculum whilst carefully using delegated funding effectively. Significant investment is now required to deal with a number of deficiencies, serious suitability, sufficiency and condition problems together with the many major concerns around DDA requirements.

Whilst schools have invested prudently over recent times in their respective fixtures, services and fittings, the overall standards and quality of the buildings and environment is often poor and sub-standard for 21<sup>st</sup> Century learning. Energy usage is inefficient and most of the internal infrastructures are lacking in flexibility. These are key areas for the LA as it moves forward in its planning and will therefore be priorities to be addressed through the BSF programme.

We will also consider schools' existing poor external play areas together with opportunities to improve access and egress, taking careful consideration in the process of the implications arising from schools' and the LA's forward thinking Travel Plans, including safer routes to school strategies.

The LA is intent on addressing issues related to climate changes and will use the BSF Programme to deliver sustainable school buildings that will contribute to a reduction in the Council's Carbon Footprint.

3.2.2 In preparation for the BSF Project, we have already completed a borough-wide review of our future secondary school needs and during the autumn term of 2007 concluded the statutory processes necessary to close Brierton Secondary School and review the capacity of the remaining schools. Arrangements to transfer existing pupils to other schools are now in hand and the two stage closure process will conclude in August 2009. The Brierton school site may be considered as part of the temporary accommodation requirements that emerge through further project planning work carried out during the development of the Outline Business Case later this year. As reflected in other parts of this document, the long term considerations for the Brierton site are in their early stages. It is the stated position of the LA however to turn the area into multi-functional school, training and community centres, including our relocated secondary and primary special schools.

3.2.3 The remainder of the mainstream secondary estate, with the exception of St Hild's CE School, will be rebuilt, remodelled or refurbished, thus providing a 21<sup>st</sup> Century learning environment for our young people.

As mentioned in Section 2.8, we propose to rebuild Catcote secondary special school on a new site, co-located with Springwell primary special school. All statutory processes relating to the reorganisation of our secondary school estate are now complete.

3.2.4 The LA's Asset Management Plan (AMP) data is maintained and updated on a regular basis by a specialist in-house team of property professionals working closely with appropriate senior officers within the Children Service's Department. All initial options and assessments were considered alongside the data held in our AMP. Community participation and facilities data has been utilised to support this process.

3.2.5 In addition, further work has been undertaken by Gleeds who have carried out their own high level sites visits to each school to confirm the information provided in the Asset Management Plans (AMP). They have worked in and with each school and cross referenced samples of AMP data. Their reports and findings have led to the planned project scope which forms the basis of agreed control options. A summary of the AMP data is included in [Appendix \\_\\_\\_\\_](#).

3.2.6 Hartlepool secondary schools have been visited on several occasions by the PfS Design Manager and he supports the choice of Dyke House school as our sample scheme. He also confirmed the LA's view that both High Tunstall and Manor schools were in serious need of major investment and, without this, would otherwise not be able to support the required transformation pathway.

3.2.7 The Local Learning and Skills Council and Local Authority have consulted with local FE providers to ensure that the BSF capital build programme has synergy with the LSC Capital Build Programme. For further details see Section 2.6.2.

#### *Pupil Place Planning*

3.2.8 In making the decision to close Brierton School ahead of the BSF investment, the Council has guaranteed the sustainability of the secondary school estate. The remaining mainstream schools will have increased pupil numbers as a result, and with the proposed surplus capacity of each school being carefully managed, the long term viability of the schools is seen as very strong.

3.2.9 In May 2007 there were 6,318 pupils aged 11-16 and 253 post-16 pupils on roll in Hartlepool mainstream secondary schools. Demographic projections, calculated by the Tees Valley Joint Strategy Unit, estimate that in 2011/12 there will be 5,564 pupils aged 11-16, falling to 5,355 in 2017/18. Our planning for future years is to align pupils and places as closely as possible to achieve a maximum surplus of around 7%. Our pupil projection methodology and figures were discussed and agreed with PfS in our Strategy for Change Part One submission. A paper outlining our methodology and pupil projection figures can be found in [Appendix \\_\\_\\_\\_](#).

### **3.3 Prioritisation of BSF investment**

3.3.1 The Hartlepool programme is a single wave and all schools remaining after the closure of Brierton school will be eligible and will therefore benefit from the investment period which is a fairly short period of time.

3.3.2 The capital investment from BSF will be targeted at the 4 eligible mainstream schools and the secondary special school. We will explore the quality of ICT infrastructure at St Hild's School, which was rebuilt in 2004, to ensure that wireless connectivity is accessible.

3.3.3 Dyke House School has been identified as the sample scheme on the basis of educational, asset management and opportunity to deliver transformation criteria. The school community and the LA's Schools Transformation Project Board have recognised the importance of this scheme as a critical method of evaluating and benchmarking bidders' abilities to deliver very high quality, innovative value for money projects with a high emphasis not just on learning environments but also on increasing use and involvement of all wider communities in the life of our schools. Elected members and the LA Section 151 Officer have approved the proposals in principle and further development work will continue through to OBC.

3.3.4 The Council sees the BSF Programme as a once in a generation opportunity to invest not just in buildings that act as a catalyst for change and transformation but also in the process to create landmark buildings that not only the school and wider community will be proud to use and support, but as a means to be at the centre of local priorities and ambitions for generations to come. In its planning processes, the LA has placed high priority on engagement with the wider stakeholder community including the local Primary Care Trust, Sports England and Neighbourhood Area Groups, see section 2.7. We are planning to invest significant effort and time in design requirement workshops delivered through both our Client Design Advisor and Technical Advisors, allowing schools to understand the benefits of good design and encourage their ability to express their needs and vision through the use DQI /FAVE. Particular emphasis is being placed on multi-purpose adaptable areas that encourage and support new opportunities for teaching and learning. A pupil brief is almost complete and has been developed in liaison with the Sorrell Foundation and all secondary schools, further detail is available in 3.7.3.

3.3.5 In developing our proposals for programming the development works amongst each of the five schools, we are mindful of the impact this will have on schools. The LA will ensure that all stakeholders are kept apprised of progress made in the BSF programme. We aim to begin building work on Dyke House School (sample school) in summer 2010 and to complete construction at all school sites by the end of 2012/beginning 2013. This shortened timeframe will minimise disruption, support economies of scale and avoid planning blight.

3.3.6 The proposals contained within this submission and considered in the Options Appraisal, are for all mainstream schools to remain on their current sites, no site acquisitions will be required. These proposals are not reliant on any external land transactions, either to facilitate the development works, or to help fund the programme. However, we recognise that our plans to co-locate our primary and secondary school will require additional funding for the primary element; all proposals for the secondary school estate are deliverable within the PFS FAM

### **3.4 Estate options**

3.4.1 To develop the options at each of the five sites, Gleeds carried out initial site visits and utilised information already compiled by the LA, including the Asset Management Plans, Asbestos Surveys and suitability surveys held for each school. From this a number of proposed options were developed for consideration under four headings, Do Nothing, Do Minimum, Refurbishment and New Build. The majority of the options considered were developed using a combination of new-build with refurbishment in varying proportions.

3.4.2 The criteria used to appraise the options under consideration were developed by Gleeds and representatives from the LA. Each option has been individually scored and costed to provide a joint quantitative and qualitative appraisal of each site. Those options scoring most favourably were chosen for further development as control options for each site. The options of Do Nothing and Do Minimum (Backlog Maintenance) were not pursued as part of the appraisal, as neither option meets either the aspirations of the LA or the Schools. At this stage a further check was made to ensure that the overall

effect of the control options remained within the restrictions of the FAM. A summary of the option appraisal process is included within **Appendix \_\_**.

As part of the development of the Control Options, a set of plans for each site has been produced indicating the proposed location of the development works. These plans reflect the transformational objectives identified by each school in their SSfC. We will continue to establish the exact nature of the works and to fully ascertain any additional abnormalities which the developments may require. The LA and its advisors will liaise with Partnerships for Schools Project Director and Design Manager during the OBC preparation to agree the required level of further abnormal costs.

3.4.3 As part of our strategy for the delivery of SEN at primary, secondary and post 16, we are exploring the development of a campus site, see section 2.8. The basis of this campus site proposal is the relocation of Catcote secondary special school, which would be funded from the BSF Programme. The school would be constructed as a complete new build.

3.4.4 A large proportion of the Dyke House site is dominated by a 1930's building which is in relatively good condition. There are some works that are required to it, particularly with regards to the building services and drainage, but it is proposed to refresh, remodel and refurbish the majority of this building. The science building on the site is in poor condition and is not well integrated with the remainder of the school. It is proposed to demolish this building and replace it with a more flexible and efficient space. We believe that a high quality construction partner will be able to help us transform teaching and learning at Dyke House School, through innovative use of existing indoor and outdoor spaces, while retaining the core of this iconic building. We have selected Dyke House as our sample school in order to stimulate the best possible transformation solution for this community.

3.4.5 English Martyrs Roman Catholic Secondary School has recently constructed a new sixth form block. The condition of its existing 11-16 facilities vary and as such the proposals to refresh and refurbish the majority of the school has been adopted as the control option. Due to the inefficiency of the retained facilities an area of new build has been included in proposals, which will be developed with the LA and the school as part of the more detailed proposals to be developed later in the process. We intend to integrate as fully as possible new build with existing facilities and challenge our construction partners to ensure that this remodelled school is enabled to achieve transformation of teaching and learning as fully as a school that is substantially new build.

3.4.6 A substantial re-build of High Tunstall has been identified as the control option. The general condition and suitability of the existing facilities is poor and so demolition and a rebuild of the majority of the facilities is favoured. A small minority of the existing buildings, that are suitable for refreshing and minor refurbishment, are to be retained. The current proposals are for the new facilities to be constructed within the same area as the existing buildings, possibly on areas of hard play to reduce the amount of disruption to the running of the school and the need for temporary accommodation. It would also mean that the retained facilities would remain adjacent to the new school buildings.

3.4.7 Manor College of Technology will be substantially re-built due to the poor condition and layout of its existing facilities. It is proposed that the existing sports hall and learning centre should be retained and have minor refurbishment works, with the rest of the school being replaced.

3.4.8 The proposals for the PRU facilities are currently being developed in consultation with the secondary schools and Hartlepool College of Further Education. Firm proposals will be concluded and incorporated into the Outline Business Case.

### **3.5 ICT managed service**

3.5.1 Some of the main drivers in Sfc2 have been the four key concepts within the Harnessing Technology Delivery Plan which states that... "appropriate and effective procurement, deployment and use of ICT has major benefits in four key areas; it:

- leads to greater efficiency and cost saving across the system
- increases productive time for teaching
- increases learner choice and opportunity improving the quality of learner's experience
- raises standards"

Hartlepool is hoping to achieve those aims by procuring an ICT managed service provider to deliver ICT systems and service to its BSF school estate, thus reducing some of the time devoted by schools in managing ICT and allowing them to instead concentrate on the core business of learning.

3.5.2 Hartlepool is committed to the development of an effective managed service for ICT. We are able to state that consultation with all stakeholders has reached a position of agreement to adopt an ICT managed service and common learning platform.

3.5.3 At a high level we see the ICT managed service provider as having six main areas of responsibility as described in the ICT Output Specification:

Section 1a:	Design and Installation Requirements; Learning Platform
Section 1b:	Design and Installation Requirements; Infrastructure and Equipment
Section 2a:	Transition and Implementation; Change Management and Communications
Section 2b:	Transition and Implementation; Staff Training and Continuing Professional Development
Section 3:	Operational Requirements
Section 4:	Finance and Management Requirements

Hartlepool has already invested in, and is developing, a Virtual Learning Environment (VLE) (NetMedia). We will wish to explore whether we wish to retain NetMedia as our VLE or move to a product advised by the ICT managed service provider. In either scenario we envisage that the managed service provider will be responsible for all aspects of the delivery, on-going development and maintenance of the learning platform. This will include responsibility for the integration of the VLE with the MIS system (SIMS).

We expect the managed service provider to be responsible for Sections 1a+b, 3 and 4 largely in their entirety. Sections 2a and 2b however offer opportunities for local collaborative and partnership working to continue and the managed service provider will be expected to operate in synergy with, and with sympathy to, the already successful City Learning Centre (CLC), Beacon and Leading Edge Schools, Children's Services Administration (e.g. for MIS), Specialist Schools and ICT Teaching and Learning Support Team (ICTTLST). With this in mind, we will discuss with the managed service provider how best they can work in partnership with our already successful teams to deliver CPD and staff training to support our change management plans.

3.5.4 In particular, it is envisaged that the City Learning Centre will continue to be used in its role for innovation and best-practice. We are currently developing a Classrooms of the Future annex at St Hild's School and we intend this to be integrated with the CLC, currently located at Dyke House School, but likely to move to the site of Hartlepool Community Campus, subject to available capital funding. The managed service provider will be expected to work alongside and support the City Learning Centre and to allow it to fulfil this crucial Becta function.

3.5.5 We have yet to determine the optimal arrangement for the WAN and broadband connectivity. Hartlepool is a contributory member of the Regional Broadband Consortium, Northern Grid for Learning and the Director of Children's Services sits on the Board of Directors. Northern Grid for Learning offers services and support to Hartlepool, which includes a safe connection to the National Education Network (NEN). We are exploring ways in which these or higher levels of service may be obtained through other provision. Where services offered by the managed service provider are deemed higher levels of service and better value for money than Northern Grid, then this will be explored. We would be particularly keen to ensure that we were, for example, not paying twice for our connection to the NEN.

3.5.6 The managed service provider will need to ensure and provide secure ways of logging onto networks including systems that will enable cashless catering and library borrowing. Secure network access must be provided and always be maintained to ensure a safe environment for children which is free from harassment, bullying or grooming.

3.5.7 Provision by the managed service provider must include opportunities for children and all schools to exploit Web2.0 technologies, pod-casting, e-broadcasting, multimedia-rich, communicative and future emerging technologies to the full.



3.5.8 We will require the ICT managed service provider to support the buildings contractor in developing a “smart building” environment where ICT can be used effectively to manage space and infrastructures leading towards a “zero-emission” school. Pupils will be able to contribute to the management of the built environment through the use of integrated ICT systems as a learning tool. We expect that the buildings will make extensive use of integrated environmental management systems that include sensors, ventilation, CCTV, Video-conferencing, Cashless Catering Systems, VOIP, sensory opportunities and sound and presentation solutions that are all fully flexible in their use.

#### Transition

3.5.9 Currently the levels of ICT expertise and internal infrastructures within schools are variable across Hartlepool's schools. We see BSF investment as a catalyst for change that will allow Hartlepool to develop a step-changing, robust, secure, personalised and adaptable ICT infrastructure that will enable transformational learning to occur. Pupils will access learning from various providers across the town whilst remaining a member of a core “home” school. Teachers will deliver learning in more than their host school. We are seeking a truly portable, mobile, personalised and transformed approach to education facilitated through open-ended and ever-changing, adaptable technology that instils and promotes innovation.

3.5.6 For ICT to develop and expand to its full potential, our approach will encompass all learners from early years to higher education and beyond. New technologies will be accessible from homes, schools, and public access areas such as libraries, youth centres and cafes. Hartlepool will use BSF investment to raise expectations and aspirations.

3.5.7 Success in these goals will be dependent on a rigorous and robust change management plan that acknowledges the shift in emphasis from teaching to learning and responsibility for learning from the teacher to the learner. We plan to begin this journey through the on-going work of our CLC and via the soon to be established Classrooms of the Future at St. Hild's School. We will expect the ICT managed service to contribute to the transformational agenda and to use it as an opportunity to grow and nurture excellence whilst providing a robust backbone of services on which such expansions can thrive.

3.5.8 Hartlepool schools already make good use of the Becta Self-Review Framework (SRF) and as part of their BSF preparations are planning for enhanced opportunities through innovative uses of ICT. The managed service provider will be expected to support this practice and all schools will be expected to use the expertise developed through the Becta SRF to achieve the ICT Mark for excellence in ICT.

3.5.9 We have worked with our colleagues in schools to ensure that stakeholders have appropriate and positive expectations of the ICT managed service. This has included the active involvement of strategic leaders and heads of ICT from an early stage in work on the ICT Output Specification and the need to think in terms of desired outcomes. This is only the starting point and regular consultations and visioning will continue up to and beyond OBC and the creation of the managed service ICT output specification. We will continue our work with stakeholders to identify and evaluate options and in developing the ICT Output Specification and the OBC, we will clarify the LA and school enhancements to the standard form. In particular, we are working closely with all our secondary schools, to identify common requirements for a learning platform.

3.5.10 It will also be important to help schools to make whatever cultural shifts are necessary to make a smooth transition to the managed service. We are therefore also examining with schools the different ways in which technical support can be arranged. In part, this will reassure them about the quality and availability of the support they can expect and about potential roles for current support staff. Currently, schools procure ICT equipment and technical support from a range of sources and the majority of secondary schools directly employ one or more technical staff. It is partly because of this tradition of autonomy and diversity that we are taking steps to explain the benefits to those who may feel sceptical or threatened by the prospect of an external managed service. It is already clear that some staff with a technical role contribute significantly to the life of the school beyond their technical remit. Some are used in teaching and others in direct classroom support. Schools will need to clarify how these additional roles will be discharged and how staff will be redeployed. Where technical staff continue fully in a technical role, TUPE arrangements may be appropriate.



3.5.11 Where schools and the LA already have contracts in place that could impact on the ICT managed service provision, these will not be extended beyond the commencement of the BSF managed service. The only exception to this may be the LA-wide VLE. Where contracts for current service provision, such as broadband, expire beyond the start of BSF, consideration will be given as to the future and timely provision of these services.

3.5.12 Beyond this, our future strategy will be to work on transition issues with the provider from financial close, so that staff and students are in a strong position to exploit the new service as their remodelled and rebuilt schools become operational.

#### Scalability

3.5.13 Scalability will be essential. It is likely that entry to the full managed service will be phased to accommodate the build programme. However we will expect the ICT managed service provider to offer certain core services to all BSF schools from Day 1 (e.g. broadband connectivity, learning platform). As a school receiving only ICT investment within BSF, St. Hild's School is well-placed to be the first recipient of the full managed service, and together with the CLC could be used by the ICT service provider to trial and establish systems before their delivery to other schools as they open following the build programme.

3.5.14 The LA will also wish to explore the expansion of the ICT managed service provision beyond the secondary phase into the Primary, FE and community sectors.

#### Flexibility

3.5.15 The fundamental requirement will be for a high quality, robust managed service that is accessed by all BSF schools. However bidders will also be required to identify and quote for a catalogue of enhanced services; this will have a number of benefits. In particular, it will enable stakeholders to understand the affordability and added value of a range of options, comparing their current expenditure on ICT with future possibilities. It will also contribute to schools' sense of ownership of the procurement process, with opportunities for them to make decisions about the level of provision they require to meet their own strategic priorities relating to learning and teaching. It will also support our strategy of attracting bidders by creating additional income opportunities.

#### Fit with wider-LA initiatives

3.5.16 We have already begun to develop a borough wide wireless infrastructure as described in paragraph 2.1.2. This was initiated in response to the challenge of placing ICT and connectivity into the homes of some of the most deprived and mobile members of our learning community. We would expect this to continue to be developed and completed through BSF investment, so that Learning Anytime Anywhere and by Anyone becomes a lived reality in our town.

Primary Capital Programme investment will take place alongside BSF investment and we would seek to maximise the benefits of aligning these programmes to ensure ICT solutions are not limited to any single phase of the lifelong learning experience.

Our plans for a Community Campus on the site currently occupied by Brierton School will be greatly enhanced by fully integrated ICT systems and we would seek to explore with our potential managed service provider how we can make best use of all ICT investment opportunities.

### **3.6 Affordability**

3.6.1 We have worked closely with Gleeds to ensure that the parameters of the FAM issued by Partnerships for Schools in March 2008 are fully understood whilst compiling the Option Appraisal proposals and so the Control Options, chosen for each school. Project Board members, Section 151 Officer and secondary schools approve the funding strategy in principle.

3.6.2 All schools have agreed in principle to a strategic shared approach to Devolved Formula Capital allocations in the lead up to BSF capital investment.

3.6.3 The Control Options for each site have been selected as the conclusion to the high level option appraisal process undertaken by the LA and Gleeds. This process is described in greater detail in section 3.4.

3.6.4 Gleeds has provided estimated costs for each of the Control Options which are represented in the Option Appraisal summary page included in [Appendix \\_\\_\\_](#).

3.6.5 The LA confirms that these options meet their aspirations for educational transformation at each learning facility. Using the rates provided by PFS in their FAM, Gleeds have confirmed that they believe the proposals are practical, affordable and offer a firm platform from which to develop firm proposals required for the Outline Business Case.

3.6.6 We have an agreement in principle with our schools to procure an ICT managed service and schools have acknowledged that annual costs will be around £120 per pupil. Details still need to be resolved in terms of the complexity and scope of the managed service provision but all schools recognise the benefits of such facilities.

### **3.7 Consultation**

3.7.1 We are committed to ensuring that all our stakeholders are involved in the development and delivery of our Schools Transformation programme. Young people, parents and the wider community want to have their say in the way our secondary schools are designed, built and used in the future. We are eager to take on board any suggestions, comments or ideas these key groups might have and have therefore organised a series of meetings and events to encourage this dialogue. Our Communications Strategy and Plan can be found in [Appendix \\_\\_\\_](#).

3.7.2 Significant consultation with regard to secondary reorganisation has been held over the previous year in order to ensure our readiness to deliver the BSF project within Hartlepool. The outcome of the three stages of consultation was the publication, in September 2007, of a Statutory Notice and subsequent agreement by Cabinet to close Brierton Community School.

3.7.3 We have established a successful consultation programme to involve and engage the young people of Hartlepool in the BSF project. We have commissioned The Sorrell Foundation to deliver a series of workshops to encourage and challenge pupils to create a design brief for their future schools. This has enabled BSF to become the focus of assemblies, to generate discussion at School Council meetings and to provide the impetus for a series of pupil questionnaires around design and future visioning. The young people involved in the Sorrell Foundation process have become the Student Design Champions for their respective schools, and will be the driving force in maintaining and increasing the enthusiasm for new design in each school, see the PID in [Appendix \\_\\_\\_](#).

3.7.4 In our Corporate Performance Assessment in March 2007 we are identified as having "Excellent consultation and engagement with local people," (Para 8, Page 6). We aim to maintain this reputation by holding regular community consultation events to ensure that our new, remodelled schools become the hubs of their local communities. We have already held a series of events at each of our secondary schools to inform local people of their neighbouring schools vision for the future and to give residents, parents, pupils an opportunity to voice their ideas and aspirations for future community provision within schools. Consultation schedule and outcomes attached as [Appendix \\_\\_\\_](#).

3.7.5 Meetings are regularly held with the Dioceses, chaired by the Director of Children's Services. The Schools Transformation Project Director provides a BSF update as a regular agenda item at such meetings. Representatives from the Dioceses are also members of the Schools Transformation Project Board.

3.7.6 Hartlepool FE College, Hartlepool Sixth Form College and the LSC are all members of the 14-19 Strategic Partnership, and all have been involved in the development of the Strategy for Change. Representatives from each of the organisations are members of the Schools Transformation Project Board. As the programme progresses, each key partner will continue to be consulted and involved in the design development phase.

3.7.7 Communication with representatives from the PCT and Police is ongoing with regard to the potential inclusion of such services on future school sites.

3.7.8 A seminar has been organised for local businesses and employers through the Council's Employment Relations Adviser; details can be found in the consultation plan in [Appendix \\_\\_](#). This will support schools in further developing the links with the local business community.

3.7.9 We will continue to update neighbouring authorities on the progress of our BSF programme and future plans. We are part of the BSF North East Network Group chaired by 4ps, which enables local authorities to share best practice, offer advice and provide regular feedback on local issues.

3.7.10 In January Hartlepool hosted a regional meeting for the National Governing Bodies of Sport. This has enabled our PE and Sport Stakeholder Group to further develop our plans with key partners with the potential of identifying further funding streams. Sport England is represented on our PE and Sport Stakeholder Group, and the authority's Sport and Recreation Manager has regular meetings with local sport providers and community sport networks, see Section 2.3.8.

3.7.11 BSF is fully embedded within the Council's strategic planning and is seen as a corporate priority. The Schools Transformation Project Director attends Corporate Management Team meetings, Cabinet meetings and Mayor's briefing to ensure that BSF remains high on the local agenda. The intended changes to the membership of the Project Board referenced in our Strategy for Change (Part One) have now been implemented, the Schools Transformation Project Board includes the Portfolio Holder for Children's Services, the elected Mayor, Deputy Mayor and other elected members, Chief Officers from Children's Services, Corporate Finance, Neighbourhood Services, Chief Executives Department and Regeneration & Planning. A full membership list and Terms of Reference can be found in the PID, [Appendix \\_\\_](#). This demonstrates a high level of corporate commitment to the programme and ensures that BSF feeds into all other corporate initiatives.

### **3.8 Managing the process**

3.8.1 We are determined that through the opportunity that BSF provides for our young people, we will deliver school design solutions that are of high quality, support educational transformation and push the boundaries of 21<sup>st</sup> Century design. We have worked with our PfS Design Manager and CABE enabler to identify the key roles and responsibilities in the design process. Schools have been engaged in the design element as part of visioning sessions supported by SMC Hickton Madeley architects, design partners to our Technical Advisers (Gleeds). We have recently engaged [?????](#) as our Client Design Adviser, and we are developing plans for further engagement with schools over the next few months. The Mayor has appointed Councillor [????????](#) as the Schools Transformation Design Champion, supported by the Local Authority's Design Champion, who is Head of Procurement and Property Services.

3.8.2 The PID is attached as [Appendix \\_\\_](#) and includes our project plan, communications strategy, project budget, risk register.

3.8.3 Project Team: Following the submission of SfC 1 in December 2007, the BSF Core Project Team has undergone a restructure in response to delivering the BSF and Primary Capital Programmes. A revised structure of the Schools Transformation Project Team is attached as [Appendix \\_\\_](#). The team has been further enhanced by the appointment of Technical Advisers (Gleeds), ICT Education Advisers (Tribal), Legal Advisers (Ward Hadaway) and a Client Design Adviser (????). Financial Advisers will be appointed shortly. We believe we have made good progress to date in ensuring that we have the necessary guidance and support to deliver the project effectively and efficiently. Additional capacity has also been obtained for education support, a Deputy Headteacher from one of our secondary schools has been appointed as education consultant. His role is to support the local authority and schools in the development of their respective SfCs, and to maintain continuity and cohesion between all strategy documents. Further support has been accessed through the Participation Workers who are working closely with our young people through The Sorrell Foundation programme. Their work has been fundamental in engaging the ideas, enthusiasm and motivation of our young people, we believe that their involvement will drive the design process forward and encourage other partners to participate further.

Project Budget: The Council has committed approximately £2 million to support the implementation and delivery of the programme, as in line with the 4ps LA resource guidance. The Project budget is reviewed on a monthly basis and is regularly reported to the Council's Chief Financial Officer.

3.8.4 The restructure of the Core Project Team, with the additional support from the Extended Project Team and external advisers, provides the Council with the expertise and capacity to deliver a highly successful and transformational programme. All our external advisers are managed by the Schools Transformation Project Manager and provide knowledge and experience of previous BSF projects. The Schools Transformation Project Director and Project Manager both have experience of working on delivering major capital projects in previous roles.

3.8.5 We recognise the importance of ensuring our readiness to deliver the BSF programme and therefore we undertook a Gateway 0 Review in preparation for our launch as a Wave 5 authority. We have acknowledged and implemented the recommendations from the Gateway Report, and welcome future Gateway Reviews to assess our progress.

3.8.6 Project Governance arrangements were detailed in our SfC 1 submission. Membership details and Terms of Reference for the Schools Transformation Project Board and the Schools Transformation Stakeholder Board can be found in the PID, [Appendix\\_\\_](#).

3.8.7 The Schools Transformation Project Team maintains a Risk Register and shares key risks with the Schools Transformation Project Board on a regular basis. A Risk Management workshop is planned for the beginning of May with key council personnel and representatives from PFS. This will further support the Procurement Business Case and support the ongoing review of our comprehensive Risk Register.

3.8.8 Our Change Management vision can be found in Section 2.9, see [Appendix\\_\\_](#) for our Change Management Plan.

3.8.9 We believe that our Strategy for Change submission demonstrates that we have the enthusiasm and capacity to deliver transformation for our young people through the BSF programme. We have a well established team with excellent leadership, a forward thinking and evolving change management programme, all of which is underpinned by significant collaboration and cooperation with all of our schools.

3.8.10 In Hartlepool we are excited by the opportunities that significant BSF capital and ICT investment present. We have prepared thoroughly over an extended period of time, we are aspirational, keen to innovate and totally committed to the transformation of teaching and learning supported by ICT.

## **CABINET REPORT**

28<sup>th</sup> April 2008



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

**Subject:** APPLICATIONS TO THE COMMUNITY ASSET  
TRANSFER FUND – HAVELOCK CENTRE  
AND HARTLEPOOL PEOPLE CENTRE

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

The report provides members with an update on the applications in respect of the Hartlepool People Centre and the Havelock Centre.

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

Cabinet agreed in December 2007 to support the Government's Community Asset Transfer Fund proposal with two applications for the Hartlepool People Centre and the Havelock Centre. The report provides an update on the bidding process and identifies the possible impact on future service provision.

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

The report provides an update on the transfer of Council assets.

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

Non key.

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

Cabinet 28<sup>th</sup> April 2008.

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

Cabinet are requested to:-

- i) Note the outcomes of the applications to the Community Asset Transfer Fund.

- ii) Approve commencement of negotiations with Hartlepool People and the Custodian Authorities for the disposal and development of the People Centre.
- iii) That a further report on the impact of the outcomes be presented to a future meeting.

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

**Subject:** APPLICATIONS TO THE COMMUNITY ASSET  
TRANSFER FUND – HAVELOCK CENTRE  
AND HARTLEPOOL PEOPLE CENTRE

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**1. PURPOSE OF REPORT**

- 1.1 The report provides members with an update on the Government's Community Asset Transfer Fund applications in respect of the Hartlepool People Centre and the Havelock Centre.

**2. COMMUNITY ASSET TRANSFER**

- 2.1 The Government's Quirk Review of community ownership and management of public assets was previously reported to the Finance and Efficiency Portfolio Holder. The review demonstrated the real opportunity for community empowerment offered by asset transfer. It also showed that this worked best as part of a wider strategy of good partnership working between communities, the third sector, and local government.
- 2.2 The Government has made a £30 million Community Asset Transfer Fund available for refurbishment so that properties can be put into a condition suitable for transfer. The fund cannot be used for the purchase of an asset.

**3. BACKGROUND**

- 3.1 Cabinet agreed at the meeting in December 2007 to support applications to the Fund by Hartlepool People in respect of the People Centre and the Healthy Community and Independent Living for Life (HCILL) in respect of the Havelock Centre. A decision was expected on 31<sup>st</sup> March 2008 as to the funding options available to assist with the asset transfers of both schemes.

**4. OUTCOMES OF APPLICATIONS**

- 4.1 The proposal for the Hartlepool Peoples Centre was **approved**.
- 4.2 The proposal for the Havelock Centre was **rejected**.

4.3 In order to progress the People Centre outcome it will be necessary to conclude negotiations with the Custodian Authorities and Hartlepool People. In addition, proposals for refurbishment in which the Council will be involved need developing.

4.4 A further report will be submitted to Cabinet.

## **5. IMPACT ON SERVICE PROVISION – HAVELOCK CENTRE**

5.1 The Council are required to pursue, with the support of local people, the development of a Centre for Independent Living by 2010. A strategy to deliver this requirement will now be developed. This will include the consideration of the Havelock Centre.

5.2 Officers have raised the issues of substantial outstanding maintenance in a building conditions survey which will impact on both service provision and the budget over the next several years.

5.3 A further report will be submitted to Cabinet.

## **6. RECOMMENDATIONS**

Cabinet are requested to:-

- i) Note the outcomes of the applications to the Community Asset Transfer Fund.
- ii) Approve commencement of negotiations with Hartlepool People and the custodian authorities for the disposal and development of the People Centre.
- iii) That a further report on the impact of the outcomes be presented to a future meeting.



# CABINET REPORT

28 April 2008



**Report of:** Regeneration and Planning Services Scrutiny Forum

**Subject:** FINAL REPORT – THE AVAILABILITY OF GOOD  
QUALITY AFFORDABLE RENTED SOCIAL  
ACCOMMODATION IN HARTLEPOOL

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the findings and conclusions of the Regeneration and Planning Services Scrutiny Forum's investigation into the availability of good quality affordable rented social accommodation in Hartlepool.

### 2. SUMMARY OF CONTENTS

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

### 3. RELEVANCE TO CABINET

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

### 4. TYPE OF DECISION

- 4.1 This is a Non-key decision.

### 5. DECISION MAKING ROUTE

- 5.1 The final report was approved by Scrutiny Co-ordinating Committee on 8 February 2007. Cabinet is requested to consider, and approve, the report at today's meeting.

**6. DECISION(S) REQUIRED**

- 6.1 Cabinet is requested to approve the recommendations outlined in section 18.1 of the bound report, which is attached to the back of the papers for this meeting.



# REGENERATION AND PLANNING SERVICES SCRUTINY FORUM

## FINAL REPORT – THE AVAILABILITY OF GOOD QUALITY AFFORDABLE RENTED SOCIAL ACCOMMODATION IN HARTLEPOOL

JANUARY 2008

# CABINET

28 April 2008



**Report of:               Regeneration and Planning Services Scrutiny Forum**

**Subject:                FINAL REPORT – THE AVAILABILITY OF GOOD QUALITY AFFORDABLE RENTED SOCIAL ACCOMMODATION IN HARTLEPOOL**

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## **1       PURPOSE OF REPORT**

- 1.1       To present the Regeneration and Planning Services Scrutiny Forum's findings following completion of its investigation into 'The Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool'.

## **2       SETTING THE SCENE**

- 2.1       The Regeneration and Planning Services Scrutiny Forum, at its meeting on the 14 June 2007, established its annual work programme for the 2007/08 municipal year. During the course of this meeting, concerns were raised regarding the effect of increasing pressure on the current housing market in Hartlepool and the problems which this had created in terms of:-

- (i) Demand exceeding supply in most areas;
- (ii) A considerable uplift in house prices in the last 5 years;
- (iii) Strong demand for private rented accommodation, and
- (iv) Limited capacity in the social rented sector with long waiting lists, low vacancy rates and reducing stock.

- 2.2       Issues of particular concern for the Forum were the availability of good quality affordable accommodation in Hartlepool and, in relation to the provision of 'social' accommodation, the increasing length of housing waiting lists held by the town's Registered Social Landlords. With this in mind, the Forum was of the view that Scrutiny has a key role to play in the identification of a way forward to address the issues and selected 'The Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool' as its first investigation for 2007/08.

- 2.3 The selection of the investigation reflected the strength of public feeling regarding this issue. It was also seen by the Forum to be a logical follow-on from the work already undertaken by the Neighbourhood Services Scrutiny Forum during its 2006/07 investigation into 'The Performance and Operation of Private Rented Accommodation and Landlords'.

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

- 3.1 The overall aim of the Scrutiny investigation was to establish the extent of demand for and availability of, good quality affordable rented social accommodation in Hartlepool and recommend options for increasing availability.



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

- 4.1 The Terms of Reference for the Scrutiny investigation were to:-

- (a) To consider and agree a definition of good quality affordable rented social accommodation for the purpose of the investigation;
- (b) To gain an understanding of national and local policy / guidance, and best practice elsewhere, in relation to the provision of good quality affordable social accommodation, with particular reference to the social rented sector;
- (c) To gain an understanding of how affordable social rented housing is currently provided in Hartlepool and the issues affecting its provision;
- (d) To explore the extent of demand for, and availability of, good quality affordable social rented accommodation in Hartlepool;
- (e) To consider the work already being undertaken by the Council and other agencies to increase the supply of good quality affordable social rented accommodation in Hartlepool, having regard for the differing sectors of need, including the elderly, young people and those with disabilities;
- (f) To explore viable ways of increasing, and maintaining, the availability of good quality affordable social rented accommodation in Hartlepool to go some way to meeting unmet demand, having regard for the differing sectors of need, including the elderly, young people and those with disabilities; and
- (g) To seek the views of residents, including people from minority communities of interest, regarding the availability of good quality affordable social rented accommodation in Hartlepool.

## **5 MEMBERSHIP OF THE REGENERATION AND PLANNING SERVICES SCRUTINY FORUM**

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

Councillors Alison, R W Cook, S Cook, Cranney, Gibbon, Johnson, Laffey, London, A Marshall, Worthy and Wright.

Resident Representatives Ted Jackson, Robert Steele and Iris Ryder.

## **6 METHODS OF INVESTIGATION**

6.1 Members of the Regeneration and Planning Services Scrutiny Forum met formally from July 2007 to January 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 town's Member of Parliament;
- (b) Evidence from the Authority's Cabinet Member with Portfolio Holder for Neighbourhoods and Communities;
- (c) Evidence from the Director of Regeneration and Planning Services and other relevant Hartlepool Borough Council Officers;
- (d) Evidence on the role / activities of the Housing Corporation;
- (e) The views of local residents and tenants, including representatives of minority groups/communities of interest to supplement existing research;
- (f) The views of the Neighbourhood Consultative Forums;
- (g) Evidence from Registered Social Landlords with properties in Hartlepool;
- (h) Evidence of best practice in other local authorities; and
- (i) The views of Ward Councillors.

## **FINDINGS**

### **7 DEFINITIONS OF 'AFFORDABLE' AND 'SOCIAL RENTED' ACCOMMODATION**

7.1 As a starting point for the Scrutiny process, the Forum found it beneficial to establish clear definitions of the terms 'affordable' housing and 'social rented' housing for the purpose of the investigation. Members noted the difference

between the terms 'affordability' (as a measure of housing affordable to certain groups of households) and 'affordable housing' (particular products outside the housing market) and agreed the following definitions:-

- 7.2 **'Affordable Housing'** is social rented and intermediate housing provided to specified eligible households whose needs are not met by the market, with the purpose of:
- Meeting the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and
  - Including the provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.<sup>(x)</sup>
- 7.3 **'Social Rented Accommodation'** is rented housing owned by Registered Social Landlords (RSL's), for whom guideline target rents are determined through the national rent regime.<sup>(x)</sup>
- 7.4 The Forum noted with interest that the general definition of 'affordable housing' includes both 'social rented' and 'intermediate' housing. Intermediate housing being housing at prices and rents above those of social rent but below market price and rents (including shared equity products, other low cost homes for sale and intermediate rent). The Forum also learned that homes provided by private sector bodies, or without grant funding, can also be classified as 'affordable housing' for planning (providing they meet the above definition).
- 7.5 Taking into consideration the general definition provided in Section 7.4, the Forum chose to continue to focus its investigation on the provision of 'social rented' housing. Members, however, acknowledged the importance of private sector bodies and the provision of intermediate housing schemes as an integral part of the wider housing market in Hartlepool.

## **8 GOVERNMENT POLICY RELATING TO THE PROVISION OF AFFORDABLE ACCOMMODATION**

- 8.1 Members considered evidence in relation to national / regional policy and best practice in terms of the provision on affordable accommodation. It was apparent to Members from the information provided below, that the wider issue of provision of affordable accommodation, and Councils' strategic housing role in providing it, are key elements of Central Government's agenda for achieving 'Sustainable Communities', with emphasis on the provision of successful, safe, and thriving neighbourhoods where people want to live. The Forum was also pleased to learn that the 'Barker Review of Housing Supply' <sup>(ii)</sup> had recommended that there should be an increase in the provision of social rented housing to deal primarily with increasing house

prices, resulting in a growth in need for social housing, and the consequences of the loss of stock through Right to Buy.

## National Policy

8.2 **‘Homes for the Future: More Affordable, More Sustainable’ Housing Green Paper (July 2007)** set out plans to work with partners for the provision of more homes to meet growing demand; well-designed greener homes, linked to good schools, transport and healthcare and more affordable homes to buy or rent. These plans required:-

- (i) A collaborative effort involving local communities, local authorities and their delivery partners; the home building industry, regional bodies, and Government and its agencies;
- (ii) A new target of delivering 2 million homes by 2016 including 20,000 on surplus public sector land;
- (iii) More affordable homes to be supplied to help young people and families - a target of 70,000 more affordable homes a year by 2010-11;
- (iv) Local authorities to identify enough land to deliver the homes needed in their area over the next 15 years by rapidly implementing new planning policy for housing;
- (v) Intensive assessment of housing land availability; and
- (vi) The exploration of new methods of funding/providing social housing.

8.3 The Forum welcomed the proposals contained within the Green Paper and the views expressed by Members during the investigation contributed to the formulation of a consultation response to the document.

8.4 **North East Regional Spatial Strategy (RSS) Consultation Draft May 2007** set out proposals that:-

- (i) Affordable housing should meet local aspirations and be situated in locations where it is needed;
- (ii) Local Planning Authorities will need to demonstrate that housing need exists and that mechanisms to retain the affordability of the housing in perpetuity are clearly established; and
- (iii) Encourages the use of planning obligations to achieve affordable housing.

8.5 **“Housing” Planning Policy Statement 3 (PPS3) DCLG (November 2006)** highlighted the need to provide a variety of housing in terms of tenure, price and a mix of different households such as families with children, single person households and older people. The PPS3 required the local authority to produce a Strategic Housing Market Assessment (details of which are outlined in Sections 11.4 and 11.5 of this report) and required that the local planning authority:-

- (i) Set separate targets for social-rented and intermediate housing;



- (ii) Specify the size and type of affordable housing likely to be needed in particular locations;
- (iii) Set out a range of circumstances in which affordable housing would be required; and
- (iv) Set out the approach to seeking developer contributions to facilitate the provision of affordable houses.

8.6 **'Delivering Affordable Housing' (November 2006)** set out guidelines for:-

- (i) More high quality affordable housing within mixed sustainable communities to widen the opportunities for home ownership and offer greater quality, flexibility and choice to those who rent;
- (ii) An increase in the provision of social rented housing;
- (iii) Encouraged the best possible use of planning obligations and other tools to improve delivery and to set ambitious but realistic affordable housing targets and thresholds that do not jeopardise the viability of sites; and
- (iv) Creative use of their own resources for example by giving planning permission or other support including land or money to new providers.

**Local Policy**

8.7 **Hartlepool's Housing Strategy (2006)** complements the key themes within the overall Community Strategy for the town, focusing on:-

- (i) Addressing the housing regeneration challenge and dealing with issues of housing market imbalance and problems caused by low and changing demand for housing;
- (ii) Meeting and surpassing the national targets for Decent Homes standards; and
- (iii) Ensuring the housing and support needs of the most vulnerable in our town are met.

8.8 Members noted that the Housing Strategy (2006) had been developed to complement the key themes contained within the towns overall Community Strategy, whilst also making the necessary links to a range of other regional, sub regional and other local policies and plans.

8.9 From the information provided, the Forum learned that Hartlepool's policy, including the towns Local Plan, did not include specific provision for the provision of affordable housing. During exploration of the reason for this the Forum noted that the statutory plans process extended over a number of years and that until very recently housing affordability had not been a major issue sub-regionally. However, changes to the wider housing market, as outlined in Section 11.11 onwards of the report, now meant that increasing the supply of new and high quality affordable homes was a strategic priority, not just for Hartlepool but, for the Tees Valley as a whole. In light of this, Members welcomed indications that work to include affordable housing within local planning policy was now underway through the Local

Development Framework (LDF) to reflect the rapid changes being experience in town's housing market.

### **Best Practice in another Local Authority**

- 8.10 In terms of 'best practice' the Forum noted the activities of Harrogate District Council and Darlington Borough Council. Particular attention was drawn to the Harrogate's success in terms of the good number of planning developments which include requirements for the provision of affordable housing. It was, however, noted that sites in Harrogate are expensive and that the knock on effect of this had been to deter developers.
- 8.11 In terms of Darlington Borough Council, attention was drawn to the inclusion of a specific 'Affordable Housing Plan' within the Councils overall 'Housing Plan'. Members noted that work was also underway for the inclusion in planning developments of a requirement for the provision of social housing and the authorities support for shared equity schemes as a way of improving levels of affordable social housing across all tenures of property.

## **9 THE HOUSING MARKET IN HARTLEPOOL**

- 9.1 Prior to focusing its investigation on the provision of affordable social rented accommodation, the Forum found it useful to gain an understanding of the composition of the wider housing market in Hartlepool and explored perceptions of its affordability.

### **Composition of Hartlepool's Overall Housing Market**

- 9.2 Members learned that the housing market in Hartlepool had historically been self-contained in terms of tenant numbers. However, this situation had changed over the last five years with an in-migration of residents from elsewhere in the North East increasing the number of households in Hartlepool from 34,300 in 1981 to 40,000 in 2006, with a projected figure for 2021 of 44,200. This increase alongside demographic changes, including an increasing elderly population, had been a significant factor in increasing demand over supply in most areas across Hartlepool. In turn, escalating house prices and intensifying demand for private and social rented accommodation from those unable to afford to buy their own homes, further details of which were outlined in Section 12 of this report.
- 9.3 Whilst in positive terms the Members acknowledged that the in-migration of residents reflected the increasing quality of housing on offer in the town, particularly the peripheral new build estates in western areas of the town, continuing concern was expressed regarding the type of homes being provided. The Forum highlighted the need for more realistically affordable family homes as part of new developments and, given the upward trend in the elderly population (expected to continue until 2029), suitable accommodation for elderly and disabled residents.

- 9.4 In terms of the composition of the market in Hartlepool, the Forum was aware of the towns' affluent / buoyant western and suburban areas, its relatively deprived town centre core and thriving new market areas. Members noted the existence of a longstanding imbalance within Hartlepool in terms of the types of property available, with a much higher proportion of older / smaller 2 and 3 bedroom terraced properties than detached and semi-detached (family) homes. Evidence showed that in 2001, 41% of Hartlepool's market consisted of such terraced property (compared to 32% in the Tees Valley and 26% for England and Wales as a whole) and Members were concerned regarding the significant affect this had on availability and demand across all sectors of the market (Social rented, private rented and owner occupiers) and many areas of the community.

### Affordability of the Housing Market in Hartlepool

- 9.5 Members were surprised to learn that on a comparative basis average wages in Hartlepool were in fact relatively high and dwelling prices cheaper than in any of the other Tees Valley districts (82% of the Tees Valley average and 52% of the national average).<sup>(xi)</sup> A combination of these factors had in turn created a housing market in Hartlepool which was perceived by regional and national bodies as being in reality relatively affordable. A comparison of house prices to earnings is shown in **Table 1** to help illustrate this.

**Table 1 - House Prices to Earnings (4th Quarter 2006)**

	Mean House Prices All property types (2006) - £	Average Earnings of Full Time Employees (2005) - £ (per annum)
Darlington	137,000	22,400
Hartlepool	108,500	24,400
Middlesbrough	120,700	21,500
Redcar & C'land	132,800	22,400
Stockton-on-Tees	149,700	25,100
<b>Tees Valley</b>	<b>132,800</b>	<b>23,400</b>
North East	139,600	23,900
England & Wales	207,600	29,900

*Source: Land Registry/ASHE*

- 9.6 Whilst Members acknowledged the basis for the national and regional perception of Hartlepool's housing market, they strongly supported the reality for many of their residents that good quality housing, whether it be rented or bought, was either beyond their means or simply in too short a supply.

## 10 HOW AFFORDABLE RENTED SOCIAL HOUSING MARKET IN HARTLEPOOL

- 10.1 As part of its investigation the Forum gained an understanding of how Rented Social Housing was provided in Hartlepool. Members learned that Hartlepool's housing market had always, and continued to consist of a relatively high percentage of social housing. This was illustrated by current figures which showed that 25% of the town's stock (a total of 10,000

properties) was currently provided through social housing. Whilst this was higher than the national average of 20%, the Forum learned that this figure had decreased from over 28% in 2001, a primary factor in which had been the effects of the Right to Buy (RTB) scheme. Further details of RTB issues were discussed in Section 11.7 of this report.

- 10.2 The Forum noted with interest that the 10,000 social rented properties available in Hartlepool were currently provided, and managed, by a total of 15 RSL's, all of which had been invited to participate in this investigation. The majority of these properties (70%) were, however, provided by one organisation, Housing Hartlepool, whose stock consists predominantly of former "Council houses" transferred to them by the local authority in 2004.
- 10.3 Members expressed support for the work being undertaken by the town's RSL's and welcomed assurances, from the Chief Executive of Housing Hartlepool, that all RSL's let their properties for 'affordable' rents with no benefit gap. Members also welcomed confirmation that the Social Rented Housing Sector was tightly regulated by the Housing Corporation, Audit Commission and Charity Commission, with emphasis on the provision of good standards of management. Whilst this was in contrast with the relatively poor management controls for the private rented sector, it was recognised by the Forum that the private rented sector also had a significant role to play in Hartlepool's housing market, with the desirability (or otherwise) of accommodation in this sector impacting on the demand for affordable social housing.

## **11 ISSUES AFFECTING THE PROVISION OF GOOD QUALITY AFFORDABLE RENTED SOCIAL ACCOMMODATION IN HARTLEPOOL**

- 11.1 Based upon the evidence provided, the Forum established that several key issues had, and continued to, impact upon the provision of good quality affordable rented social accommodation in Hartlepool. These included:-
- (i) Housing Needs / Demand;
  - (ii) Levels of Existing Stock (Availability);
  - (iii) Housing Market Changes;
  - (iv) Housing Market Renewal;
  - (v) Land Supply;
  - (vi) New Build; and
  - (vii) Planning Policy.

### **Housing Need / Demand**

- 11.2 In relation to housing need, the Forum noted that whilst the social housing sector in Hartlepool had experienced some issues with difficult to let dwellings, there had been no widespread issue with under use / abandonment of social housing or poor design. Problems in Hartlepool had tended to relate to an inability to invest in stock, some obsolete housing stock and past estate design issues.

- 11.3 The Forum learned that today's social housing market was far removed from that of 2002, where demand was static or falling and waiting lists were short or non-existent. In today's market, demand for affordable social housing has been driven up in the main by sharp increases in house prices, with other contributory factors being:-
- (i) Reducing social rented housing stock over time through Right to Buy;
  - (ii) Increased household formation;
  - (iii) Increasing in-migration into Hartlepool; and
  - (iv) Localised pressures associated with the ongoing housing regeneration programme.
- 11.4 Whilst the Forum noted that the availability of 'affordable' housing was recognised as a national problem, Members were concerned that the results of the recently completed 'Housing Needs Assessment' had shown that the problem in Hartlepool equated to an annual affordable housing shortfall of 393 properties. Although there were similar high levels of need across the sub-region, and the region, Members were alarmed to learn that Hartlepool's shortfall equated to the average annual number of all housing completions in the town over last decade. On this basis, Members acknowledged the need to be realistic regarding the Council's ability to address this shortfall in that it may well be possible to reduce a proportion of the figure through the actions outlined later in report (Section 12 of the report refers).
- 11.5 Members welcomed indications that increasing the supply of new and high quality affordable housing was now a key strategic priority, both in Hartlepool and across the wider Tees Valley. The Forum was encouraged to learn that a Strategic Housing Market Assessment had already been undertaken within Hartlepool, the results of which confirmed:-
- (i) A significant level of unmet housing need in Hartlepool today, with 3,700 residents on housing register, 3,000, of which were not currently social renters; and
  - (ii) The limited level of capacity remaining within the social rented sector, its low vacancy rates and long waiting lists with unmet need highest for larger (3+ bedrooms) family housing (75%), followed by bungalows and supported accommodation (19%).
- 11.6 In considering these results, the Forum noted the statistical evidence in relation to relatively low level of demand for the provision of bungalows and supported accommodation in comparison to other types of property in Hartlepool. There was, however, evidence that Hartlepool's population is ageing, as outlined in Section 9.3 of the report, a view which was supported by the number of concerns raised with Members. In view of this, Members felt strongly that the provision of accommodation for elderly and disabled residents should be accommodated within new developments where possible and suggested that a minimum of two bedrooms should be provided to enable support providers to stay over. It was, however, also recognised that ways in which this accommodation was provided needed to be viewed

more innovatively. This could include the use of other one level accommodation e.g. ground floor flats.

## Levels of Existing Stock

- 11.7 Evidence provided by the Director of Regeneration and Planning Services, showed that the number of authority social properties had reduced significantly over recent years, from approximately 12,000 to 7,000. Members noted with concern the significant role which Right to Buy (RTB) had played in this, with 1425 properties bought over the last 10 years, most notably in 'traditional' type property i.e. 2 and 3 bedrooms family houses. This situation had been further compounded by housing policy changes in the 1980s which had prevented local authorities in England from building new social stock in any significant numbers (for example the last new build Council homes in Hartlepool were completed in the mid 1980s).
- 11.8 Although RTB demand had been strong across the town, the Forum noted peaks in areas including Clavering, Throston Grange, large parts of Owton Manor and Rossmere, where 90% of housing stock had been lost via RTB over the last 20 years. On a more positive note, although 40% of the original housing stock had been lost, 12% of which had been over the last 10 years, the Forum welcomed indications that the trend for RTB's was now decreasing towards much lower numbers of approximately 50 per year. Details of this are illustrated in **Table 2** below.

**Table 2 - Hartlepool Right to Buy Sales 1998-2007**

Time Period		Number of Dwellings Sold
April 1998	March 1999	57
April 1999	March 2000	75
April 2000	March 2001	105
April 2001	March 2002	171
April 2002	March 2003	257
April 2003	March 2004	273
April 2004	March 2005	259
April 2005	March 2006	113
April 2006	March 2007	95
April 2007	To date	20 (full year equivalent 53)
<b>Total</b>		<b>1425</b>

Source: Scoping Report – 6 September 2007

- 11.9 The Forum was reminded that the RTB scheme was only accessible for former Council tenants, with 5 years occupancy and the level of any investment for refurbishment taken into account when calculating the RTB

price. For those who were not former Council tenants 'Right to Acquire' rules provided a similar scheme, however, Members were reassured to learn that this was not expected to have the same impact on stock levels as RTB. Assurances were also welcomed that RSL's in Hartlepool were endeavouring to increase supply to meet increasing demand through the process identified later in the report.

- 11.10 The Forum noted that the standard of social housing stock in Hartlepool was high and that historically there had been significant investment in the sector by the Council through housing or regeneration programmes. The Forum also recognised the impact on stock turnover of Hartlepool Housings' success in terms stock management, and delivery of its Decent Homes Modernisation scheme, with the Strategic Housing Market Assessment showing that 80% of the 393 property annual shortfall relate to social rented accommodation.

### **Housing Market Changes**

- 11.11 In exploring issues around the effect of housing market changes on the provision of affordable social accommodation, Members noted the implications of rapid house price inflation on resident's ability to buy homes and in turn demand for affordable social housing. The Forum learned that dwelling prices of all properties types across Hartlepool had risen by 43%, between 2004 / 06, a figure which added further to Members scepticism regarding the affordability of housing in Hartlepool.
- 11.12 The Forum also learned that house price inflation had created a knock on effect for land prices, resulting in instances where RSL's had made the maximum allowance for land likely to be acceptable to the Housing Corporation's, only to be 'gazumped' by a private developer. This was recognised by the Forum as being a little known, but significant, factor in preventing the delivery of new social housing stock.

### **Housing Market Renewal**

- 11.13 Confirmation of housing market changes in Hartlepool came as no surprise to Members who were receiving housing availability complaints from their Constituents on a regular basis. Members noted with interest, the implications of housing market renewal and the changing nature of housing demand on the provision of affordable social rented accommodation, particularly in some older private terraced housing areas to the west and north of the town centre. Whilst the Forum recognised that this situation had worsened in Hartlepool over recent years, for example in terms of high levels of dwelling vacancy and associated issues related to market failure in several areas of older housing, Members were encouraged to learn that the Council had given priority within its Housing Strategies, and the Local Development Plan / Planning Policy Framework, to deal effectively with these issues. A key factor in this being the identification of ways to deal with the situation in a sensitive, coherent and managed fashion, through a

combination of selective demolition, clearance and redevelopment, and housing improvement.

- 11.14 Members recognised that a significant programme of redevelopment within older housing areas had already begun. However, some concern was expressed that the demolition of older properties may not always be the best course of action given the shortage of good quality affordable housing in the town. On the other hand the need to meet modern housing aspirations and improve housing quality was acknowledged. Whilst it was acknowledged that some residents could be reluctant to move away from homes within communities they were familiar, it was recognised that the programme was developed and delivered in a sensitive fashion and in consultation with communities. Members recognised that the refurbishment of older properties to the required standards and modern aspirations was not always economically viable.
- 11.15 With this in mind, the Forum supported the suggestion that the most appropriate way forward was to replace older housing areas through a process of gradual renewal, working with the communities affected. The Forum also recognised the importance of :-
- (i) Increasing availability of modern new dwellings meeting modern aspirations across the housing market as a means of opening up alternative housing options for existing social rented tenants, thus freeing up social rented accommodation for other tenants; and
  - (ii) Improved performance and operation within the private rented sector (management through regulation) to make it more attractive to tenants, reducing pressure on social rented accommodation. This view had also been expressed by the Neighbourhood Services Scrutiny Forum during its investigation into 'The Performance and Operation of Private Sector Landlords in Hartlepool'.

## **Land Supply**

- 11.16 Members noted with interest the requirement for local authorities to demonstrate at least a 5 year land supply for housing. The Forum was concerned to learn that this was viewed as somewhat problematic for Hartlepool, in that the Council had insufficient large scale landholdings of publicly owned land within the Hartlepool boundary appropriate for housing development. In looking at ways of dealing with this, Members were encouraged to learn that considerable work was being undertaken through the Council's '3-5 Year Land Disposal Strategy' to identify a way forward. This included exploration of the feasibility of the use of smaller plots and the possible need to consider the release of greenfield land and review business allocations within the local plan.



11.17 The Forum was pleased to learn that work so far had resulted in the identification of 25 possible sites, but noted that many of these presented policy difficulties. These sites are:-

- (i) 20 small sites - all under 1 hectare which generally accommodates 40-50 dwellings;

*(3 in the East Central Area, including the Reed Street site and the very small site at Crown House, 10 involving both the total or partial loss of green space and 6 previously developed land now possibly classed as amenity open space)*

- (ii) 2 large sites under consideration within the Building Schools for the Future Review; and

- (iii) 3 remaining larger sites.

*(1 greenfield site, requiring the loss of employment land, 1 site already allocated in the draft Local Plan and 1 backland site)*

11.18 Members acknowledged that a contributory factor to the viability of sites for social housing was the price at which land was disposed of, details of which are discussed further in Section 11.22 of the report. Members noted that success in the bidding process to the Housing Corporation was effectively dependent on the provision of subsidised land. The Forum learned that Section 123 Local Government Act 1972 currently required the Council to sell all land for the best possible consideration, i.e. achieving the highest possible value from any sale. However, the Forum learned that there were routes through which sites could be disposed of below market value. These included:-

- (i) The submission of an application for the use of General Disposal Consent (GDC) should they wish to dispose of land at less than market value; and
- (ii) In instances where it was considered disposal of land would improve social and economic well-being of an area or residents land could be sold at less than market value without GDC. It was considered that sale of land for social housing could be covered within this consent.

11.19 In considering the feasibility for disposal of land in this way to make it more economically viable for the provision of social housing, the Forum recognised that there are competing priorities with the Council's need to achieve capital receipts to fund capital projects. The Forum acknowledged that this was a very difficult subject, but recognised that the provision of land at less than market value could well be the only way to make the building of new affordable homes financially viable for registered social landlords, enabling them to succeed in securing funding from the Housing Corporation.

- 11.20 As such, in order to demonstrate the local authority's commitment to providing good quality affordable social rented housing, Members expressed support for the implementation of a criterion based policy indicating in principle that the local authority was prepared to sell its land to RSL's at below market value, subject to certain criteria with each case being considered on its merits.

## **New Build**

- 11.21 It was evident to Members that whilst development rates for housing in Hartlepool had been relatively high, with about 300 dwellings per year for the last 15 years, new build of social housing purposes had been relatively low since 1998. A contributor factor to this had, and continued to be, the availability of building plots with no large bank of Council owned land suitable for this purpose.
- 11.22 Members found that in addition to conventional rented social properties, a smaller number of shared ownership properties were also being provided, with more in the pipeline through new development schemes in the town centre housing regeneration areas. Concentrating on the provision of rented accommodation, Members learned that RSL's submit bids to the Housing Corporation for funding to build new properties every 2 years, although this years bid was for a three year period.
- 11.23 The Forum learned that each bid was required to meet regional priorities, as set by the local authority as the Strategic Housing Authority, and be deliverable in terms of site assembly and planning. It was noted that grants paid had on average last year been at around £61,000 per unit, however, indications were that the subsidy regime was being tightened with levels per unit this year expected to be in the region of £50,000 per dwelling. This reduced subsidy, combined with the factor that the Housing Corporation would not accept paying market value for local authority land, placed pressure of the economic viability of new housing sites for RSL's. With Unit costs consisting of construction costs, land cost and fees, RSL's in assessing the viability of sites go consider if the rents that could be charged would cover the gap between the overall cost of the unit and the subsidy provided.
- 11.24 Whilst Members acknowledged that the Housing Corporations main driver was the provision of as many new dwellings as possible for each pound of subsidy, concern was expressed that decreasing level of subsidy were placing pressure upon RSL's to borrow against their assets to fund developments and secure land at below market value. Members also recognised the importance of the Council's 'enabling' role in working with RSL's to develop schemes and support bids for funding from the Housing Corporation. The Forum was encouraged to lean that the provision of new supported housing for vulnerable groups was to continue to be a high priority, with the need for more 'general needs' affordable housing identified in the Housing Needs Assessment 2007.

- 11.25 In terms of the Housing Market Assessment, the Forum supported the sentiment expressed within it that 'given the high level of housing need identified across the Borough it was essential that the Council explore all opportunities to increase the supply of affordable homes'. Members noted that this could include:-
- (i) Considering disposing of local authority owned land for affordable housing (Section 11.18 to 11.20 refers);
  - (ii) Setting affordable housing targets of (at a percentage to be defined), for which x% should be for social rented housing and y% for intermediate tenure (splits to be defined); and
  - (iii) Setting site thresholds for affordable housing (in line with PPS3) recognising the capacity of the market.
- 11.26 In identifying possible sites, the Forum noted that whilst there was some flexibility in the interpretation of the requirements of the Spatial Strategy, there continued to be strong emphasis on the use of brownfield land, especially given that in preparation for the Local Plan a number of housing sites had been deleted by the inspector. Members, however, found that where brownfield sites were marginally viable in financial terms, additional cost to support site remediation and infrastructure often made new social housing schemes either unviable or requiring levels of public subsidy. In these instances affordable housing provision would probably need to be on commercial land terms. In addition to this, the Forum noted that whilst there had been a number of windfall and conversion schemes with regeneration benefits, there would continue to be increasing pressure to make efficient use of land, increase densities and look at modern methods of construction.

## **Planning Policy**

- 11.27 Members were frustrated to find that there was currently no requirement within planning policy for the provision of affordable rented housing, neither was there any capacity for the Council to influence the 6000 existing planning permissions in Hartlepool to include affordable rented accommodation. The Forum was, however, pleased to find that in terms of the Victoria Harbour development, whilst there was no requirement in the planning approval for affordable housing negotiations were being undertaken with the Regeneration Company and owner of this site in relation to the mix of housing. Although, Members noted that should the Victoria Harbour not come on stream as soon as expected the Council could be forced to look at other areas, including greenfield sites and the possible re-designation of some unused business sites.
- 11.28 In terms of the Local Plan, Members noted that it did not currently contain sites identified for the provision of affordable rented housing. In terms of the use of greenfield sites, Members noted that central Government had indicated that greenfield sites should not be identified where practicable and that emphasis should be given to brownfield sites. This did not, however,

help in addressing the Councils shortage of land for affordable housing and the Forum acknowledged that with a review of the Local Plan currently taking place it might be necessary to examine the use of greenfield sites in the future. Members also noted that allocations of business land would also be looked at, the other opportunities may arise from the Building Schools for the Future programme, and that there could be a need to look at other vacant private sites.

11.29 The Forum was encouraged to find that a review of planning policy was now underway, although timescales for the implementation of a new Planning Policy Framework were expected to be approximately 4 years. Members learned that planning policy to assist in the delivery of affordable housing was to take the form of:-

- (i) **Core Strategy Planning Development Document.** A policy for the delivery of a long term spatial vision for the Borough and general locations for spatial development, including potentially requirements for affordable housing in new housing developments.
- (ii) **Housing Allocation Planning Development Document.** Relates to the strategic vision and is scheduled for adoption in March 2010.
- (iii) **Planning Obligations Supplementary Planning Document.** Primarily related to the formalisation of general developer contributions, but could include the use of Section 106 Agreements and the setting of specific criteria on housing sites coming forward, e.g. specifying levels of affordable housing within new developments, including potentially affordable rented housing. Not part of statutory development plans, with possible formal adoption in spring / summer 2008.
- (iv) **Affordable Housing Development Plan.** Could take the form of a single issue development plan document looking solely at affordable housing. Timescale for implementation being 18 months to 2 years, with formal adoption possible in 2009 onwards.

11.30 Taking this into consideration, Members welcomed indications that in order to provide a route for action, sooner rather than later, work was underway to implement the Planning Obligations Supplementary Planning Document to enable the inclusion of a requirement for developers to include provision of affordable housing within new developments.

11.31 Members emphasised the need to influence Government Policy and the effects this has on planning policy. Attention was also drawn to the need to reconcile aspirations with planning permissions, in that whilst there is a strong preference for housing in terms of social accommodation, 36% of planning permissions relate to flat / apartment developments.

**12 ACTIVITIES BEING UNDERTAKEN TO INCREASE AND MAINTAIN THE SUPPLY OF GOOD QUALITY AFFORDABLE RENTED SOCIAL ACCOMMODATION IN HARTLEPOOL**

12.1 In exploring work already being undertaken, the Forum noted that various developments were already being undertaken to deal with this issue of availability of affordable social rented housing. These included:-

- (i) Strategic discussions with the Housing Corporation and several RSL's with local connections regarding potential bids to the 2008-11 'Affordable Homes Programme';
- (ii) The establishment of a partnering protocol with the Housing Corporation and RSL's in order to support a more efficient, sub-regional approach toward to increasing the supply of affordable housing in the future;
- (iii) Consideration to whether the Council should get more involved directly in funding or developing new social housing, through prudential borrowing and joint ventures;
- (v) Reporting the findings of the Hartlepool Local Housing Assessment to Cabinet and using them to inform policy including the new statutory Local Development Framework which is currently under preparation;
- (vi) Preparation of the Sub-regional Housing Strategy, with consideration to be given to the need to revise elements of the Hartlepool Housing Strategy;
- (vii) Contributing to the development of the sub-regional HMR Strategy and supporting work, as one of the core local authority partners within the Tees Valley Living Initiative and the sub-regional housing market restructuring partnership for Tees Valley;
- (viii) The preparation of a list of potential development sites (both Council and privately owned) that may be suitable for new affordable housing;
- (ix) The preparation of a Supplementary Planning Document on Developer Contributions expanding on policy GEP9 of the Local Plan, including proposals for a requirement for developers to provide a certain level of affordable housing on new housing sites using legal agreements.
- (x) Developing a strategic view in partnership with RSLs who want to develop and deliver good quality affordable rented social accommodation in Hartlepool. Discussions were ongoing with the Housing Corporation through the Northern Housing Challenge to facilitate this; and

- (xi) Undertaking of its enabling role, mainly with the Registered Social Landlords, on the development of schemes for affordable housing and in the preparation of bids for capital to the Housing Corporation.
- (xii) The Hartfields development at Middle Warren aimed at providing accommodation for the older population in the town. Members were aware of his development and the collaboration between the Council, the Health Service and Joseph Rowntree for its provision. However, whilst Members supported the creation of accommodation for the elderly as one of the key areas for increased provision in the town, concern was expressed as to the accessibility of the development in terms of cost. The Forum emphasised the need to provide 'affordable rented' accommodation for the elderly across Hartlepool.

### **13 METHODS OF INCREASING AND MAINTAINING, THE AVAILABILITY OF GOOD QUALITY AFFORDABLE SOCIAL RENTED ACCOMMODATION IN HARTLEPOOL**

- 13.1 Following receipt of the evidence provided, and taking into consideration the work being undertaken, as outlined in Section 12 of the report, the Forum summarised the primary difficulties being experienced in terms of the provision of affordable rented social housing as being:-
  - (j) The availability of suitable land;
  - (ii) Planning Policy; and
  - (iii) Funding in terms of the level of subsidies available and price of land.
- 13.2 In term of the way forward in increasing and maintaining the provision of good quality affordable social rented accommodation, the Forum drew attention to:
  - (i) The importance of continuing to develop a strategic view of housing provision in Hartlepool, with the Housing Corporation and RSL's in the town;
  - (ii) The need to explore and identify potentially suitable sites for the provision of this accommodation; and
  - (iii) The importance of engaging with the RSL sector and supporting them in the submission of this years bids to the Housing Corporation for grant funding.

### **14 EVIDENCE FROM THE TOWN'S MEMBER OF PARLIAMENT**

- 14.1 The Member of Parliament (MP) for Hartlepool welcomed the opportunity to comment on this matter and, at the meeting of the Forum on the 6

September 2007, commended the Forum on the selection of this issue as its first topic for 2007/08.

- 14.2 It came as no surprise to the Forum that housing, and in particular the lack of good quality affordable accommodation, in Hartlepool constituted 50% to 60% of the issues raised with the MP during his Ward Surgeries. Members were themselves receiving large numbers of resident representations regarding the issue during their Ward Surgeries.
- 14.3 The Forum supported the MP's observation that housing in Hartlepool need to be developed to accommodate demographic changes within the market, with increased provision for the elderly, families and young / single residents. The Forum also shared the MP's view that the major challenges facing the Council in terms of the provision of good quality affordable accommodation are:-
- (i) Achieving the target of Zero Carbon by 2016;
  - (ii) Ensuring residents were able to stay in or close to the community they were familiar with;
  - (iii) Partnership arrangements were already strong in terms of potential joint ventures and this should be further explored; and
  - (iv) The availability of land and the problem of developers retaining land.
- 14.4 The MP welcomed the report produced to initiate the Scrutiny process and praised the quality of analysis. The MP also advised the Forum of his particular concern regarding the detrimental effect of poor quality housing and overcrowding on the long term life chances of Hartlepool's residents, and in particular the town's children. The MP further indicated that Housing Hartlepool should be commended on the services they provide for residents of Hartlepool, the success of which had contributed to increased demand and a low turnover of tenants.
- 14.5 With the need for the provision of increased social housing foremost in their minds, Members supported the MP's view that ways of removing or reducing barriers to new build, in terms of the availability of land and the inclusion of affordable accommodation within the planning process, needed to be a priority for the Council. Members also shared the MP's frustration regarding the practice of 'Land Banking' and the fact that existing planning permissions could not be changed to require the inclusion of affordable housing within new developments.
- 14.6 Members noted with interest the MP's support for the implementation of a dual approach to dealing with the housing shortfall through investment in new housing and housing market renewal, as the appropriate way to meet future aspirations and create a stock of quality housing to meet needs and aspirations. The MP felt strongly that whilst in doing this Hartlepool needed to be viewed as a series of communities and that emphasis must be placed

upon the provision of the types of homes people want in the areas they want to live. Whilst it was recognised by the MP that in some homes are not economically viable to refurbish to the required Decent Homes standards, i.e. some older housing particularly around the town centre, emphasis was placed upon the importance of making provision as far as is practicable for residents to stay in or close to the communities that they are familiar with.

- 14.7 In terms of the provision of new developments, whilst it was suggested that the development at Victoria Harbour would be a key opportunity to address the lack of affordable, and social, housing in Hartlepool, the Forum acknowledged that emphasis needed to be placed on the provision on the right types of properties to meet the housing shortfall. With this in mind, Members supported the MP's suggestion that in terms of future provision the results of the 'Housing Needs Assessment' needed to be rigorously analysed and refined to determine future developments and requirements of the town, including the level and need for flats.

**15 EVIDENCE FROM THE AUTHORITY'S CABINET MEMBER WITH PORTFOLIO HOLDER FOR NEIGHBOURHOODS AND COMMUNITIES AND THE TOWN'S MP**

- 15.1 The Forum welcomed the views of the Portfolio Holder for Neighbourhoods and Communities at its meeting on the 6 September 2007. During the course of discussions, Members received confirmation of the Portfolio Holder's support for the provision of improved levels of affordable rented social accommodation in Hartlepool and the for the use of a dual approach through investment in new housing and housing market renewal to achieve it.
- 15.2 Members learned that the Portfolio Holder viewed the primary challenges to the Council in terms of this issue as being:
- (i) The identification of suitable sites for affordable social housing;
  - (ii) The need to look at how Hartlepool could be developed in partnership with the RSL sector;
  - (iii) Proposals for the development of Victoria Harbour; and
  - (iv) The development of a framework in relation to Choice Based Lettings and the involvement of private landlords.
- 15.3 The Forums noted the Portfolio Holder's recognition of the pressure being placed upon the social rented sector by the Council's current regeneration programme and his acceptance that in some instances the improvement of properties, e.g. terraced properties in the town centre was not economically viable.



- 15.4 In terms of new build, and a way forward for the future, the Portfolio Holder advised the Forum that it was unlikely that any changes in legislation would result in the Council initiating its own building programme as the authority no longer has the necessary infrastructure to effectively build and manage such properties. As such, the Portfolio Holder emphasised the importance of the Council's role in identifying suitable land and developing partnership arrangements with Housing Hartlepool, and other RSL's, for their management as a way forward for the future.
- 15.5 In relation to Council policy in terms of the use / disposal of Council land below market value to encourage new social housing developments the Portfolio Holder assured the Forum that any recommendations made in relation to this issue, and the need for changes to the Local Plan, would be welcomed by Cabinet.

## **16 COMMUNITY ENGAGEMENT – THE VIEWS OF RESIDENTS, INCLUDING PEOPLE FROM MINORITY COMMUNITIES OF INTEREST**

- 16.1 Members of the Forum were keen to engage with residents, including people from minority communities of interest as part of the investigation. In order for this to occur, a formal invitation through the local press and radio for residents to attend the meeting of the residents to attend the meeting of the Forum on the 27 September 2007 to put their views on the availability of affordable social rented accommodation in Hartlepool. Formal invitations were also extended to the Hartlepool 50+ Forum, Hartlepool Carers and the Hartlepool Access Group to attend this meeting.
- 16.2 In addition to this, input was sought directly from the following sources and the issues / concerns raised fed back to the Forum at its meeting on the 27 September 2007.

### **The North, South and Central Neighbourhood Consultative Forums**

- 16.3 The Chair of the Forum attended each of the Neighbourhood Consultative Forums in August and relayed back to the Forum residents concerns / views in relation to:-
- (i) The demolition and improvement of street houses;
  - (ii) Concerns regarding the shortage of bungalows and the surplus of flats in the town;
  - (iii) The need for affordable housing, especially for first time buyers who are being priced out of the rented and owner occupier housing market;
  - (iv) The levels of empty properties in the North area of the town,
  - (v) Concerns that the 'tin houses' in the central area of the town would not be replaced by sufficient new housing;
  - (vi) Concerns that new houses were not being built quick enough to meet demand; and

- (vii) Concerns that tenants were being moved out of street houses when they didn't want to be and that the views of tenants and not landlords needed to be taken into account.

### **Minority / Diversity Groups in Hartlepool**

16.4 In an effort to incorporate more fully diversity into the investigation the Scrutiny Support Officer, in September 2007, attended meetings of the following groups to seek their views on the availability of affordable rented social accommodation in Hartlepool:-

- (i) Talking with Communities;
- (ii) The All Ability Forum; and
- (iii) The Lesbian, Gay, Bisexual and Transgender (LGBT) group;

16.5 The Forum noted that the issues / concerns raised at by each of these groups mirrored those expressed by the wider community, with emphasis on:-

- (i) Real shortage of affordable housing for all sections of the community, in particular single people, elderly / disabled residents and larger families; and
- (ii) The need for the provision of suitable "affordable housing" to be viewed by the local authority as a high priority.

## **17 CONCLUSIONS**

17.1 The Regeneration and Planning Services Scrutiny Forum concluded:-

- (a) That in addition to the provision of 'social rented' housing, the importance of joint working with private sector bodies and provision of intermediate housing schemes should be recognised as an integral part of the provision of affordable housing in Hartlepool;
- (b) That it is important that in the rented sector has an element of choice for all elements of the community in terms of tenure, price range and location;
- (c) That the need for the Council to consider the sale of land at below market value is a crucial issue for RSL's, with a knock on effect in terms of the viability of their bids to the Housing Corporation for grant funding and future new social rented housing provision;
- (d) That in recognition of the local authority's commitment to providing good quality affordable social rented housing, a criterion based policy supporting in principle the disposal of land to RSL's at below market value should be implemented, with each case considered against a set criteria on its own merits;

- (e) That the main challenges for the provision of good quality affordable rented accommodation are:-
  - (i) Achieving the target of Zero Carbon by 2016;
  - (ii) Ensuring residents were able to stay in the community they were familiar with;
  - (iii) Partnership arrangements were already strong in terms of potential joint ventures and this should be further explored; and
  - (iv) The availability of land and the problem of developers retaining land.
- (f) That emphasis needs to be placed on the provision of the right types of properties to meet the housing shortfall and in order to do this the results of the 'Housing Needs Assessment' needs to be rigorously analysed, tested and refined to determine future developments and requirements of the town, including the provision of flats;
- (g) That ways of working more closely in partnership with Housing Hartlepool and other RSL's for the provision of affordable rented social accommodation in the town, and the development of opportunities contained within the Green Paper, need to be fully explored;
- (h) That with limited Council owned land suitable for the provision of new housing, every effort needs to be made to make best use of available sites available, and work undertaken to identify additional sites wherever possible;
- (i) That all new housing developments should be required to include the provision of good quality affordable housing, including rented social housing and provision for elderly / disabled and younger residents of Hartlepool, whilst recognising the findings of the Housing Needs Assessment;
- (j) That the provision of housing for elderly / disabled residents in Hartlepool needs to be explored in innovative way, to make the provision of accommodation on one level viable on sites where conventionally large building plots required for bungalows are not available;
- (k) That the Councils Local Plan needs to be amended / updated to include provision for affordable accommodation, and in particular social rented accommodation;
- (l) That the revision of local planning policy through the Local Development Framework, to respond to recent rapid changes within the housing market and in particular the need for affordable rented social accommodation, should be supported and progressed as swiftly as practicable;

- (m) That in view of the timescale involved in the revision local planning policy, progress should continue with the preparation of the Planning Obligations Supplementary Planning Document, to enable the inclusion of a requirement for developers to include provision of affordable housing within new developments;
- (n) That as a means of provisionally identifying additional land for the provision of affordable social rented accommodation, a review of some unused business allocations and greenfield sites should be undertaken in addition to brownfield sites;
- (o) That it should be recognised that the local authority may only be able to address a part of the overall shortfall in provision of affordable housing in Hartlepool with the tools available to it; and
- (p) That Housing Hartlepool should be commended on the way in which they provide and manage their services for residents of Hartlepool.

## **18 RECOMMENDATIONS**

18.1 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 a review of land availability, including brownfield and greenfield sites, be undertaken with the aim of identifying possible additional sites for affordable rented social housing;
- (b) That as part of the review of the local planning policy additional provision be made for the identification of suitable sites for the provision of affordable housing;
- (c) That a criterion based policy supporting in principle the disposal of Council land to Registered Social Landlords at below market value be created, with the requirement that each case be considered, against a set criteria, on its own merits whilst taking into consideration the possible impact on capital receipts;
- (d) That a rigorous analysis be undertaken of the results of the 'Housing Needs Assessment' together with testing and refinement to determine future developments and requirements of the town, including the provision of flats;
- (e) That ways of working more closely in partnership with Registered Social Landlords for the provision of affordable rented social accommodation in the town, and the development of opportunities contained within the Green Paper, be explored;

- (f) That the provision of housing for elderly / disabled residents in Hartlepool needs to be explored in innovative ways, for example by considering possible provision of accommodation on one level on sites where conventionally large building plots required for bungalows are not available;
- (g) That local planning policy be revised, through the Local Development Framework, to require the provision within all new housing developments of good quality affordable housing, including social rented housing and accommodation for elderly / disabled and young / single residents; and
- (h) That the Council's local planning policy be amended / updated to include provision for affordable accommodation and, in particular, social rented accommodation recognising the housing needs assessment recommendations.

## **ACKNOWLEDGEMENTS**

The Forum 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 MP, Iain Wright;

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

Councillor Peter Jackson – The Portfolio Holder for Neighbourhoods and Communities;

Peter Scott, Director of Regeneration and Planning;

Stuart Green, Assistant Director (Planning and Economic Development);

Mark Dutton, Housing and Regeneration Co-ordinator; and

Derek Gouldbum, Urban Policy Manager.

### External Representatives:

Cath Purdy, Housing Hartlepool;

Representatives from the All Ability Forum, Talking to Communities and the LGBT; and

Mr Carruthers-Watt, the 50+ Forum.

**COUNCILLOR S COOK  
CHAIR OF THEREGENERATION AND PLANNING SERVICES SCRUTINY  
FORUM**

**January 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](http://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.);
- (vii) <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.);
- (viii) Hansard Speech by Iain Wright on the 18 June 2007 (and Ministerial response);
- (ix) Hartlepool Housing Needs Assessment (2007);
- (x) Planning Policy Statement 3 (PPS3) Housing 2006; and
- (xi) 'Homes for the Future: More Affordable, More Sustainable' Housing Green Paper (July 2007).

# CABINET REPORT

28<sup>th</sup> April 2008



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

**Subject:** SCRUTINY INVESTIGATION INTO THE  
AVAILABILITY OF GOOD QUALITY AFFORDABLE  
RENTED SOCIAL ACCOMMODATION IN  
HARTLEPOOL – ACTION PLAN

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the availability of good quality affordable rented social accommodation in Hartlepool.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the 'Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool' Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

### 3. RELEVANCE TO CABINET

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

**4. TYPE OF DECISION**

4.1 Non-Key.

**5. DECISION MAKING ROUTE**

5.1 The Action Plan and the progress of its implementation will be reported to the Regeneration and Planning Services Scrutiny Forum on 19<sup>th</sup> June 2008 (subject to availability of the appropriate Portfolio Holder(s)).

**6. DECISION REQUIRED**

6.1 That Members of the Cabinet approve the Action Plan (**Appendix A** refers) in response to the recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the availability of good quality affordable rented social accommodation in Hartlepool.



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

**Subject:** SCRUTINY INVESTIGATION INTO THE  
AVAILABILITY OF GOOD QUALITY AFFORDABLE  
RENTED SOCIAL ACCOMMODATION IN  
HARTLEPOOL – ACTION PLAN

---

**1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the availability of good quality affordable rented social accommodation in Hartlepool.

**2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the availability of good quality affordable rented social accommodation in Hartlepool., attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).
- 2.2 The overall aim of the investigation was to establish the extent of demand for and availability of, good quality affordable rented social accommodation in Hartlepool and recommend options for increasing availability.

**3. ACTION PLAN**

- 3.1 As a result of the Regeneration and Planning Services Scrutiny Forum's investigation into the availability of good quality affordable rented social accommodation in Hartlepool, the following recommendations have been made:-
- (a) That a review of land availability, including brownfield and greenfield sites, be undertaken with the aim of identifying possible additional sites for affordable rented social housing;

- (b) That as part of the review of the local planning policy additional provision be made for the identification of suitable sites for the provision of affordable housing;
  - (c) That a criterion based policy supporting in principle the disposal of Council land to Registered Social Landlords at below market value be created, with the requirement that each case be considered, against a set criteria, on its own merits whilst taking into consideration the possible impact on capital receipts;
  - (d) That a rigorous analysis be undertaken of the results of the 'Housing Needs Assessment' together with testing and refinement to determine future developments and requirements of the town, including the provision of flats;
  - (e) That ways of working more closely in partnership with Registered Social Landlords for the provision of affordable rented social accommodation in the town, and the development of opportunities contained within the Green Paper, be explored;
  - (f) That the provision of housing for elderly / disabled residents in Hartlepool needs to be explored in innovative ways, for example by considering possible provision of accommodation on one level on sites where conventionally large building plots required for bungalows are not available;
  - (g) That local planning policy be revised, through the Local Development Framework, to require the provision within all new housing developments of good quality affordable housing, including social rented housing and accommodation for elderly / disabled and young / single residents; and
  - (h) That the Council's local planning policy be amended / updated to include provision for affordable accommodation and, in particular, social rented accommodation recognising the housing needs assessment recommendations.
- 3.2 An Action-Plan in response to these recommendations has now been produced in consultation with the appropriate Portfolio Holder(s) and is attached at **Appendix A** which is to be submitted to the Regeneration and Planning Services Scrutiny Forum on 19<sup>th</sup> June 2008 (subject to the availability of appropriate Portfolio Holder(s)).

#### 4. RECOMMENDATION

- 4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the availability of good quality affordable rented social accommodation in Hartlepool.

# OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

## 8.1 (b) APPENDIX A

**NAME OF FORUM:** Regeneration and Planning Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** The Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** January 2008

RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	LEAD OFFICER	DELIVERY TIMESCALE
(a)	<b>That a review of land availability, including brownfield and greenfield sites, be undertaken with the aim of identifying possible additional sites for affordable rented social housing;</b>	Local Plan Policy Team to undertake assessment involving:- <ul style="list-style-type: none"> <li>• Identification of sites</li> <li>• Individual site assessment</li> <li>• Discussions with delivery partners</li> <li>• Assessment and monitoring of private sector windfall opportunities.</li> </ul>	Richard Waldmeyer	October 2008
(b)	<b>That as part of the review of the local planning policy, provision be made for the identification of suitable sites for the provision of affordable housing;</b>	Via the Local Development Framework (LDF) process develop the housing allocations Development Plan Document (DPD) which will allocate new market housing sites in the borough within which an element of affordable housing will be provided through the Affordable Housing Development Plan Document (see recommendation G). In accordance with LDF procedure this will follow on from the Core Strategy. The affordable housing Development Plan Document will seek to ensure appropriate provision of affordable housing on	Richard Waldmeyer	Housing Allocations Issues and Options- Feb 2009  Housing Allocations Preferred Options- September 2009  Housing Allocations Submission-

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

**NAME OF FORUM:** Regeneration and Planning Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** The Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** January 2008

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	LEAD OFFICER	DELIVERY TIMESCALE
	individual sites. See recommendation (G) Note In bringing forward sites for Affordable Housing it will be necessary to take account of Government Guidance which seeks to create mixed and sustainable communities.		March 2010
(c)	<b>That a criterion based policy supporting in principle the disposal of Council land to RSL's at below market value be created, with the requirement that each case be considered, against a set criteria, on its own merits whilst taking into consideration the possible impact on capital receipts;</b>	Graham Frankland	June 2008
(d)	<b>That a rigorous analysis be undertaken of the results of the 'Housing Needs Assessment' together with testing and</b>	Tom Britcliffe	Tees Valley Strategic Housing Market Assessment to be completed by

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

**NAME OF FORUM:** Regeneration and Planning Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** The Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** January 2008

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	LEAD OFFICER	DELIVERY TIMESCALE
	<p>Assessment that was conducted in 2007</p> <p>Performance needs to match with needs identified by the housing needs assessment, therefore:-</p> <ul style="list-style-type: none"> <li>• A rigorous process of monitoring is currently in place to monitor development requirements and housing needs. This should continue with continuous quarterly updates.</li> <li>• A review report on the progress of this monitoring will be taken to Portfolio Holder to flag up any issues raised during the monitoring.</li> </ul>		<p>August 2008</p> <p>Review report- March 2009</p>
(e)	<p>Establish a more structured and proactive approach to half yearly review and update meetings with RSL's to tie in with Housing Corporation bidding rounds.</p> <p>Report to members on the Housing Green</p>	Penny Garner-Carpenter	October 2008 (as appropriate thereafter to fit in with bidding round)

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

**NAME OF FORUM:** Regeneration and Planning Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** The Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** January 2008

RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	LEAD OFFICER	DELIVERY TIMESCALE
	<b>Green Paper, be explored;</b>	Paper for example on the impact of Local Housing Companies		Report on Green Paper- September 2008
(f)	<b>That the provision of housing for elderly / disabled residents in Hartlepool needs to be explored in innovative ways to, for example explore possible provision of accommodation on one level on sites where conventionally large building plots required for bungalows are not available;</b>	On advice of lead Supporting People officer it is proposed to change the wording of the recommendation, removing 'elderly/disabled residents' and replacing with 'vulnerable people with support needs'.  Continued close working with the Supporting People Team and implementation of the Older Persons Housing Strategy is done by assessing and exploring examples of best practice and also actively encourage Registered Social Landlords (RSL's) to include suitable properties in developments where possible.	Penny Garner-Carpenter	March 2009
(g)	<b>That local planning policy be revised, through the Local Development Framework, to require the provision within all new</b>	This recommendation can be achieved through the production of an Affordable Housing Development Plan Document which will provide a coherent policy basis	Amy Waters	December 2008 – Submission of the Development Plan Document.

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

**NAME OF FORUM:** Regeneration and Planning Services Scrutiny Forum

**NAME OF SCRUTINY ENQUIRY:** The Availability of Good Quality Affordable Rented Social Accommodation in Hartlepool

**DECISION MAKING DATE OF FINAL REPORT:** January 2008

RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	LEAD OFFICER	DELIVERY TIMESCALE
	housing developments of good quality affordable housing, including rented social housing and accommodation for elderly / disabled and young / single residents; and	<p>for negotiating affordable housing provision on new market housing developments. The Affordable Housing Development Plan Document has been brought forward to support the scrutiny process. It is currently at Issues &amp; Options stage.</p> <p>The key stages of preparation will be prepared throughout 2008 with the final submission document prepared for consultation. It is one document within the Planning Local Development Framework (LDF)</p>		
(h)	That the Councils local planning policy be amended / updated to include provision for affordable accommodation, and in particular social rented accommodation.	This recommendation will be addressed through the response to recommendation (G), through the preparation of the Affordable Housing DPD.	Amy Waters	December 2008 – Submission of the Development Plan Document.

# **CABINET REPORT**

**28 April 2008**



**Report of:** Scrutiny Co-ordinating Committee

**Subject:** Interim Report into Hartlepool Borough Council's CCTV Provision Scrutiny Referral

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## **SUMMARY**

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

- 1.1 To provide the Interim Report of the Scrutiny Co-ordinating Committee into Hartlepool Borough Council's CCTV Provision, as formally referred to Scrutiny by Cabinet on 22 January 2008.

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

- 2.1 The Interim Report outlines the overall aim of the scrutiny referral, terms of reference, findings, conclusions and proposed recommendations for the Cabinet's consideration.

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

- 3.1 Cabinet are requested to consider the Interim Report of the Scrutiny Co-ordinating Committee into Hartlepool Borough Council CCTV Provision.

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

- 4.1 Not applicable in this instance.

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

- 5.1 Cabinet meeting of 28 April 2008 only.

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

- 6.1 It is recommended that the Cabinet considers the Interim Report of the Scrutiny Co-ordinating Committee which has been previously circulated under separate cover in advance of this meeting.



**Report of:** Scrutiny Co-ordinating Committee

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

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**1. PURPOSE OF REPORT**

- 1.1 To inform the Cabinet that the Scrutiny Co-ordinating Committee's Interim Report into Hartlepool Borough Council's CCTV Scrutiny Referral will be circulated to Members in advance of and for consideration during this meeting.

**2. BACKGROUND INFORMATION**

- 2.1 By way of background information, the issue of the 'Hartlepool Borough Council's CCTV Provision' was accepted by the Scrutiny Co-ordinating Committee on 8 February 2008 as a formal referral from Cabinet.
- 2.2 Due to 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. Furthermore, it was also agreed that the recommendations of the Scrutiny Co-ordinating Committee will form the basis of a more in-depth enquiry by the Regeneration and Planning Scrutiny Forum during the Municipal Year 2008/09.
- 2.3 In accordance with the Authority's Access to Information Rules, it has not been possible to include the Scrutiny Co-ordinating Committee's Interim Report within the statutory requirements for the despatch of the agenda and papers for this Cabinet meeting, as the Committee meet on the afternoon of 18 April 2008 to approve the Interim Report. Although, arrangements have been made for the Committee's Interim Report to be circulated under separate cover and in advance of this meeting.

**3. RECOMMENDATIONS**

- 3.1 It is recommended that the Cabinet:
- (a) notes the content of this report; and
  - (b) considers the content of the Scrutiny Co-ordinating Committee's Interim Report into Hartlepool Borough Council's CCTV Provision, which has

been previously circulated under separate cover in advance of this meeting.

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## **BACKGROUND PAPERS**

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

## **Cabinet**

**28 April 2008**



**Report of: Scrutiny Co-ordinating Committee**

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

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### **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 New burn 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. TERM S 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.