

SCRUTINY CO-ORDINATING COMMITTEE AGENDA



7th October, 2005

at 2.00 p.m.

in Committee Room “B”

MEMBERS: SCRUTINY CO-ORDINATING COMMITTEE:

Councillors Cambridge, Clouth, Cook, Cranney, Flintoff, Hall, Hargreaves, James, Kaiser, Lilley, A Marshall, J Marshall, Preece, Richardson, Shaw and Wright.

Resident Representatives:

Evelyn Leck, 2 Vacancies

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

3.1 To confirm the minutes of the meeting held on 30th September 2005 (to follow)

4. RESPONSES FROM THE COUNCIL, THE EXECUTIVE OR COMMITTEES OF THE COUNCIL TO REPORTS OF THE SCRUTINY COORDINATING COMMITTEE

No Items

5. CONSIDERATION OF REQUEST FOR SCRUTINY REVIEWS FROM COUNCIL, EXECUTIVE MEMBERS AND NON EXECUTIVE MEMBERS

5.1 Trincomalee – Referral from Council

6. FORWARD PLAN

No Item

7. ITEMS FOR DISCUSSION

7.1 Scrutiny Forum/Committee Progress Reports:

- (i) Scrutiny Co-ordinating Committee (*Chair of Scrutiny Co-ordinating Committee*)
- (ii) Neighbourhood Services Scrutiny Forum (*Chair of Neighbourhood Services Scrutiny Forum*)
- (iii) Regeneration and Planning Scrutiny Forum (*Chair of Regeneration and Planning Scrutiny Forum*)
- (iv) Adult and Community Services and Health Scrutiny Forum (*Chair of Adult and Community Services and Health Scrutiny Forum*)
- (v) Children's Services Scrutiny Forum (*Chair of Children's Services Scrutiny Forum*)

7.2 Additional Powers for Community Wardens – Consultation Results (*Scrutiny Support Officer*)

7.3 Ongoing Review into the Authority's Reserves - Additional Information Requested at the Last Meeting (*Scrutiny Manager*)

7.4 Alcohol Abuse and Young People – Final Report of the Adult and Community Services and Health Scrutiny Forum

8. CALL-IN REQUESTS

No Items

9. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT

SCRUTINY CO-ORDINATING COMMITTEE

MINUTES

30th September 2005

Present:

Councillor Marjorie James (In the Chair)

Councillors: Harry Clouth, Rob Cook, Gerard Hall, Pamela Hargreaves, Geoff Lilley, Ann Marshall, Carl Richardson, Jane Shaw and Edna Wright.

Resident

Reps: Evelyn Leck

Officers: Mike Ward, Chief Financial Officer
Chris Little, Assistant Chief Financial Officer
Graham Frankland, Head of Property and Procurement Services
Peter Frost, Traffic Team Leader
Charlotte Burnham, Scrutiny Manager
Angela Hunter, Principal Democratic Services Officer

27. Apologies for absence

Apologies for absence were received from Councillors John Cambridge, Kevin Cranney and Stan Kaiser.

28. Declarations of interest by members

None.

29. Confirmation of the minutes.

The minutes of the 5th August were confirmed. The minutes of the 2nd September 2005 were deferred until the next meeting. The minutes of the Resources Scrutiny Forum on 22nd July 2005 were noted.

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

None.

31. Scrutiny Topic Referral from South Neighbourhood Consultative Forum – '20 MPH Speed Limit Zones Outside of Schools' (Scrutiny Manager)

The Scrutiny Manager submitted a report a report which detailed a referral made by the South Consultative Neighbourhood Consultative Forum on 12th August 2005 regarding 20mph speed limit zones outside of schools.

The Scrutiny Manager indicated that this Committee had the discretion to consider the appropriateness of undertaking a scrutiny enquiry into this matter together with re-directing this issue to the relevant Scrutiny Forum.

The Traffic Team Leader outlined the current proposals for restricted 20mph speed limit zones around schools. These included areas around Rift House, Clavering and Kinglsey Primary Schools. He also added that a Government directive indicated that these zones should be self-enforcing by way of traffic calming measures.

The Traffic Team Leader further informed the Committee that some local authorities had already established speed limit zones around schools and Members subsequently felt that it may be useful to contact them to find out how these 20 mph zones were achieved.

All Members agreed that it was imperative that accidents were prevented and that even though the figures were lower than anticipated for casualties around schools, one casualty would be one too many.

It was agreed that further information be sought with regard to what other local authorities measures had been taken, in order to decide if this was a viable scrutiny inquiry and if so, which Forum it should be re-directed to.

Decision

That a further report be received which provides details of a selection of local authorities who have enforced 20 mph speed limit zones outside of schools, to ascertain if this referral would be an area worthy of further investigation and if so, which Scrutiny Forum it should be re-directed to.

32. Forward Plan: October 2005 – January 2006 (*Scrutiny Manager*)

As part of this Committee's remit in terms of holding the Executive to account, a report of the Scrutiny Manager was submitted which identified the most recent entries to the Executive's Forward Plan.

The purpose of the report was to provide Members the opportunity to consider whether any item within the Plan should be considered by this Committee or referred to a particular Scrutiny Forum, in advance of the decision being made.

Decision

That although the information contained within the Forward Plan was limited, the content of the Forward Plan was noted.

33. Setting the Scene – The Council's Financial Reserves – Presentation by the Chief Financial Officer and the Assistant Chief Financial Officer

A comprehensive and detailed presentation was given by the Chief Financial Officer and the Assistant Financial Officer showing a review of the Council's financial reserves. The information in the presentation was supplemented with a detailed schedule of reserves, which was circulated with the papers considered under item 34 of these minutes.

The presentation showed the reasons the Council had reserves (savings) and how they were established from both an individual point of view and the Council's point of view. It was summarised that reserves were required to:

- Protect services from unanticipated events that would otherwise require temporary cuts
- Manage risks.

It was shown that reserves could be established in the following ways:

- Spending less than current income
- Reducing ongoing expenditure commitments
- Selling assets
- One-off windfalls, ie housing stock transfer

The Local Authority had to adhere to various statutory responsibilities and they were detailed in the presentation covering both the Chief Financial Officer and the Council.

The presentation provided a detailed overview of the Council's reserves,

which at 31st March 2005 totalled £35m, and the strategy for using reserves to support ongoing services and one off commitments. The presentation advised Members that the 9 largest reserves account for £24.8M (i.e.70%) of the value of the Councils reserves.

The Chief Financial Officer explained the relationship between the sustainability of the Council's medium term financial position, the use of balances, council tax levels and council tax capping. It was emphasised that these issues needed careful management to protect the Council's medium term financial position. The use of balances to support ongoing expenditure needed careful management to ensure the Council could manage the withdrawal of this temporary support that would have a de-stabilising effect on the Council's financial position.

It was also emphasised that the re-introduction of council tax capping had a significant impact on the use the Council makes of balances to reduce council tax levels. The capping rules removed local flexibility to vary Council tax to reflect local circumstances and the ability to recover from a low/temporary reduction in the level of council tax. Therefore, when capping limits were determined, most Council's would set their council tax at that limit in order to protect the ongoing level of council tax income and minimise cuts in services. If the council tax was set beyond the capping limit, the Government would impose the capping limit, and all residents would have to be re-billed. The costs of rebilling would have to be borne by the Council from within the capped budget, so greater cuts would be needed to cover these costs and set a budget within the capping limit.

A Member asked if the Council had the powers to charge for other services and therefore increase its income, for example congestion charges. The Chief Financial Officer indicated that Councils had been given a greater power to levy charges, although a congestion charge could only be levied if it would alleviate congestion, not solely for an increase in income.

A discussion followed regarding the Council's long term borrowing. The Chief Financial Officer indicated that Councils were only allowed to borrow in sterling denominations and this was mainly from the Public Works Loans Board and occasionally banks and building societies. The possible sale of Briarfields was discussed and the Chief Financial Officer indicated that the funding that would be released from such a sale, was committed to supporting the capital programme for 2003/4. If this sale did not go ahead, the Council may need to look at rescheduling the capital programme, further prudential borrowing or the sale of another asset.

Members agreed that the Chief Financial Officer's presentation had been very useful and accepted that they now had a better understanding of the position of the Council's reserves.

Decision

The Chief Financial Officer and Assistant Chief Financial Officer were thanked for their informative presentation the content of which was noted.

34. Review into the Authority's Financial Reserves – Scoping Report (*Scrutiny Manager*)

The Scrutiny Manager submitted a report which made proposals to Members of the Committee for their review into the Authority's Financial Reserves.

Detailed within the report were the proposed Terms of Reference for the Scrutiny Review, key areas of enquiry, proposed timetable for the review and key sources of evidence as outlined below:-

Overall Aim of the Scrutiny Investigation – The proposed overall aim of the scrutiny review is to increase this Committee's understanding of the Authority's Reserves.

Proposed Terms of Reference –

- (a) To determine why the Authority requires Reserves?
- (b) To determine the Authority's and Chief Financial Officer's statutory responsibilities for Reserves?
- (c) To examine how Reserves are established?
- (d) To gain an understanding of the Authority's Specific Reserves and General Fund Balances?
- (e) To examine the links between the Authority's Reserves, the Authority's Budget and Council Tax levels?

Key Areas of Enquiry - To assist this Committee in this review, arrangements have been made for the following key personnel to be in attendance at this meeting:-

- (a) Chief Financial Officer; and
- (b) Assistant Chief Financial Officer.

District Audit (the Authority's external auditors) is in the process of undertaking a review into the Authority's Reserves and anticipates presenting its findings to the Authority this autumn. At this point, the Committee may feel it appropriate to receive such report and meet with the District Auditors.

Proposed Timetable for the Scrutiny Review - The proposed timetable for the undertaking of this review is as outlined below:-

30 September 2005 – Scrutiny Co-ordinating Committee - ‘Setting the Scene’ - Presentation by the Chief Financial Officer and the Assistant Chief Financial Officer in relation to the Authority’s Reserves.

7 October 2005 - Scrutiny Co-ordinating Committee - Evidence to be determined.

21 October 2005 – Scrutiny Co-ordinating Committee – Consideration Of Draft Final Report.

7 November 2005 – Cabinet – Consideration of the Final Report of This Committee into the Authority’s Reserves.

Attached by way of appendices were a summary of the Authority’s Specific Reserves and General Fund Balances as at 31 March 2005 together with a copy of the Authority’s Annual Audit and Inspection Letter for 2004.

Decision

That the Terms of Reference and timetable outlined within the report be agreed and that at the next meeting of this Committee on 7 October 2005, detailed consideration be given to Appendices A and B (Authority’s Specific Reserves and General Fund Balances as at 31 March 2005) within the submitted report.

35. Outturn 2004/2005 (*Chief Financial Officer*)

The Assistant Chief Financial Officer presented the report which provided details of the Council’s overall Revenue and Capital outturns for 2004/2005 and the outturns for the Accountable Body Spending Programme the Council was responsible for, as reported to Cabinet on 5th August 2005, which was attached by way of an Appendix.

The report detailed the following areas:

- Revenue Outturn
- NRF Outturn
- Capital Outturn
- Accountable Body Programme Outturn

A discussion followed regarding the departmental outturns which reflected a number of contributions towards capital expenditure schemes including the Friarage Demolition and the St Hilds New Build.

Decision

Members noted the report.

36. Revenue Budget Monitoring Report 2005-2006 (*Chief Financial Officer*)

The Chief Financial Officer presented a report which detailed progress made against the Council's overall Revenue budget for 2005/2006. A separate report had not been prepared as a detailed and comprehensive report was submitted to Cabinet on 22nd August 2005 and was attached by way of an Appendix. It was noted that there was a typographical error on Appendix 5 of this report in para 2.2, the anticipated expenditure referred to should read £767,300.

The Chief Financial Officer indicated that there had been changes in accounting good practice in 2004/2005. To ensure compliance with these requirements changes would be made to future monitoring reports. These changes would contribute towards demonstrating that the Council had robust internal control procedures. This procedures formed part of the Statement of Internal Control, which needed to be signed off by the Mayor, the Chief Executive, the Chief Financial Officer and the General Purposes Committee.

Members were concerned that they may not have enough time to consider this document fully and it was acknowledged that the time-scales were extremely tight.

Decision

Members noted the report.

37. NRF, Capital and Accountable Body Programme Monitoring Report – 2005-2006 (*Chief Financial Officer*)

The Assistant Chief Financial Officer provided a detailed report of the progress against the Council's overall capital budget for 2005/2006 and progress made against the Spending Programme where the Council acted as the Accountable Body and NRF. A separate report had not been prepared as a detailed and comprehensive report had been submitted to Cabinet on 22nd August 2005 and was attached by way of an Appendix.

Members agreed that there was nothing unexpected within this report and it was noted.

Decision

Members noted the report.

38. Scrutiny Co-ordinating Committee Progress Reports
(*Chair of Scrutiny Co-ordinating Committee*)

In line with good practice, the Chair presented the first report which informed the Members of the Scrutiny Co-ordinating Committee of the progress made to date. All Scrutiny Chairs would present reports on the progress of their Forum to enable Members to be kept up to date on the work of individual scrutiny forums throughout the current municipal year. Attached by way of an appendix was a matrix that detailed the finalised Work Programme for the Overview and Scrutiny Function for 2005/2006.

At the Cabinet meeting on 22nd August 2005, consideration was given to the following reports from the former Resources Scrutiny Forum:

- Final Report Recruitment and Retention Strategy
- Parking Permit Users' Consultative Group.

The following areas were highlighted as general overview and scrutiny issues:

- Scrutiny Forum Chairs Informal Meetings
- Scrutiny Training Programme for 2005/2006
- Fortnightly Meetings with Scrutiny Support Team
- Resident Representatives serving on Scrutiny

The Scrutiny Training Programme for 2005/2005 was highlighted by Members. The Scrutiny Manager indicated that a training session for both the Executive and Scrutiny Managers was currently being looked at. Members agreed that joint training was a good idea.

The Chair indicated that informal regular meetings were taking place with all Scrutiny Forum Chairs to ensure that the workload and remits of the individual Forums were managed correctly.

Decision

Members noted the information provided.

39. Neighbourhood Services Scrutiny Forum Progress Reports
(*Chair of Neighbourhood Services Scrutiny Forum*)

In the absence of the Chair of Neighbourhood Services Scrutiny Forum, the Scrutiny Manager presented the report.

The following issues were currently being considered by this Forum:

- Hartlepool's Bus Service Provision
- Capital Maintenance Programme 2005/2006 to 2007/2008 – final report to be presented later in this meeting.

It was highlighted that discussions were ongoing regarding Hartlepool's Bus Service and the outcome looked positive. The Local Strategic Partnership had also become involved.

Decision

Members noted the report.

40. Regeneration and Planning Services Scrutiny Forum Progress Reports (*Chair of Regeneration and Planning Services Scrutiny Forum*)

The Chair of the Regeneration and Planning Services Scrutiny Forum presented the report.

The following issues were currently being considered by this Forum:

- The Local Plan
- New Deal Housing Strategy and the North Central Hartlepool Neighbourhood Renewal Masterplan
- Updates received on flooding issues from Northumbria Water
- UPVC Windows.

It was highlighted that the scoping of the Scrutiny investigation into uPVC windows had been deferred as the Mayor and the Planning Department were currently examining this. Once their report had been prepared, the Forum would consider their recommendations.

The Forum had recently undertaken the scoping of partnerships and were taking this forward also.

Decision

Members noted the report.

41. Adult and Community Services and Health Scrutiny Forum (*Chair of Adult and Community Services and Health Scrutiny Forum*)

The Chair of Adult and Community Services and Health Scrutiny Forum

presented the report.

The following issues were currently being considered by this Forum:

- Membership had been established on the Tees Valley Health Scrutiny Joint Committee.
- Alcohol Abuse and Young People – information received, final report being drafted.
- Tees Review and Commissioning – information received.
- Tees and North East Yorkshire Ambulance Trust (TENYAS) – further meeting requested.
- Formation of a Joint Forum to conduct a scrutiny inquiry into the Commissioning of Services.

It was highlighted that consultation was currently being undertaken regarding Commissioning and the Tees Review. There was to be three seminars held in this area.

Decision

Members noted the report.

42. Childrens' Services Scrutiny Forum Progress Reports *(Chair of Children's Services Scrutiny Forum)*

The Chair of Children's Services Scrutiny Forum presented the report.

The following issues were currently being considered by this Forum:

- Adult Learning
- Formation of a Joint Forum to conduct a scrutiny inquiry into the Commissioning of Services.

Decision

Members noted the report.

45. Final Report – Civic Centre – Capital Maintenance Programme 2005-2006 – 2007-2008 *(Neighbourhood Services Scrutiny Forum)*

In the absence of the Chair of Neighbourhood Services Scrutiny Forum, the Scrutiny Manager presented the findings of the Forum's investigation into the Civic Centre Capital Maintenance Programme 2005-2006 to 2007-08 (Cabinet referral on 22 July 2005).

The Committee considered the following recommendations of the Forum:

After full consideration of the works in Schedule 2, the Forum approved the list as it stood. Members also made the following recommendations in relation to these priorities:

- (a) All works in Schedule 2 appear essential;
- (b) Accessibility to the Civic Centre for the public, including an audio conference facility upgrade be considered as a high priority;
- (c) Access groups and the Council's Access Officer must be involved; and
- (d) Additional funding opportunities should be explored, ie possible NRF funding.

Decision

Members agreed that the findings and recommendations of the Neighbourhood Services Scrutiny Forum be approved and referred to the Cabinet on 24 October 2005.

46. Call-In Requests

It was confirmed that no requests had been received to call-in a decision.

MARJORIE JAMES

CHAIRMAN

SCRUTINY CO-ORDINATING COMMITTEE

7 October 2005



Report of: Chair of the Scrutiny Co-ordinating Committee

Subject: SCRUTINY CO-ORDINATING COMMITTEE –
PROGRESS REPORT

1. PURPOSE OF REPORT

- 1.1 To inform the Members of the Scrutiny Co-ordinating Committee of the progress made to date, since my last progress report to this Committee on 30 September 2005.

2. PROGRESS ON THE SCRUTINY WORK PROGRAMME 2005/06

- 2.1 As you are aware, additional meetings of this Committee have been arranged to allow consideration of the Initial Budget Consultation Report, the Draft Budget and Policy Framework Report, and the Corporate Performance Plan. Finalised dates of these additional meetings are as outlined below:-

<u>Additional Meeting Date</u>	<u>Issue / Report to be Considered</u>
Friday 21 October 2005 – 2.00 pm	Initial Budget Consultation Report
Tuesday 20 December 2005 – 4.30 pm	Draft Budget and Policy Framework Report
Friday 24 February 2006 – 2.00 pm	Corporate Performance Plan (Section I only 'Strategic Improvement Priorities')
Friday 10 March 2006 – 2.00 pm (Ordinary meeting already scheduled)	Corporate Performance Plan (Section I only 'Strategic Improvement Priorities')
Friday 19 May 2006 – 2.00 pm	Corporate Performance Plan (Section 2 'Performance Indicators')

- 2.2 In addition to the above, it should be noted that the Scrutiny Co-ordinating Committee to be held 25 November 2005, will now be held at the earlier time of 12 noon.
- 2.3 Should Members of this Committee not of already done so, I shall be grateful if Members would kindly note the above-mentioned dates/amendments to meetings in their diaries.
- 2.4 Scrutiny Final Reports to Cabinet: At the Cabinet meeting held on 23 September 2005, Cabinet noted this Committee's Final Report into the Enquiry into the Use of Overview and Scrutiny Procedure Rule 18'.
- 2.5 Final Reports currently awaiting consideration by the Cabinet are as outlined below:-
- (a) Final Report of the Adult and Community Services and Health Scrutiny Forum entitled 'Alcohol Abuse and Young People' (To be considered by Cabinet on 10 October 2005); and
 - (b) Final Report of the Neighbourhood Services Scrutiny Forum entitled 'Civic Centre Capital Maintenance Programme 2005/06 to 2007/08' (To be considered by Cabinet on 24 October 2005).
- 2.6 In line with good practice, could I encourage individual Scrutiny Chairs to present their Final Reports to Cabinet. Should the relevant Scrutiny Chair be unavailable to attend Cabinet due to unforeseen circumstances, arrangements should then be made for the Vice Chair to present the report.

3. GENERAL OVERVIEW AND SCRUTINY ISSUES

- 3.1 Scrutiny Forum Chairs Informal Meetings: The last informal meeting of the Scrutiny Formal Chairs was held on 5 October 2005 and any matters of specific interest to this Committee will be reported verbally during the presentation of this report.
- 3.2 Scrutiny Training Programme for 2005/06: I am pleased to advise that the first of the four Scrutiny training sessions was held on the evening of Wednesday 21 September 2005. The event had an overwhelming turnout, with approximately 40 Members and Resident Representatives (serving on Scrutiny) in attendance.
- 3.3 The event was most successful, allowing individual Members the opportunity to evaluate their own scrutiny practice, with a view to establishing a tailor-made Scrutiny Training and Development Programme for 2005/06.
- 3.4 To assist in this process, could I encourage all those who attended the first training session, if they have not already done so, to complete and return the questionnaire provided to the Scrutiny Support Team as soon as possible please.

- 3.5 Fortnightly Meetings with the Scrutiny Support Team: In my role as Chair of this Committee, I continue to meet with the Scrutiny Support Team on a regular basis to discuss key issues relating to the Overview and Scrutiny Function.

4. RECOMMENDATION

- 4.1 It is recommended that the Scrutiny Co-ordinating Committee notes the content of this report together with the additional meetings of this Committee over the forthcoming months, as outlined in paragraphs 2.1 and 2.2 earlier.

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

BACKGROUND PAPERS

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

SCRUTINY CO-ORDINATING COMMITTEE

7th October 2005



Report of: Chair of the Neighbourhood Services Scrutiny Forum

Subject: PROGRESS REPORT

1. PURPOSE OF THE REPORT

- 1.1 To inform the Members of the Scrutiny Co-ordinating Committee of the progress made to date by the Neighbourhood Services Scrutiny Forum.

2. PROGRESS OF THE FORUM

- 2.1 Since the Forum's last progress report was presented to Co-ordinating Committee on 2nd September 2005 (deferred to 30th September 2005) the Neighbourhood Services Scrutiny Forum has:-
- Continued its inquiry into Hartlepool's Bus Service Provision. At the meeting of the Forum on the 5th September 2005 the following items were presented to the Forum:
 - a) *Role of the Local Authority in Providing Bus Services* - Presentation - Director of Neighbourhood Services
 - b) *The Provision of Bus Services in Hartlepool - A View From Stagecoach* - Operations Manager Stagecoach in Hartlepool
 - It is hoped that the Portfolio Holder for Culture, Housing and Transportation will attend the next meeting of the Forum on 14th October 2005 to provide evidence in relation to Hartlepool's Bus Service Provision.
 - Responded to Cabinet's referral on the Civic Centre – Capital Maintenance Programme 2005-6 to 2007-8. A draft final report on this item was agreed by the Forum at its meeting on 5th September 2005, and was due to be presented to Scrutiny Co-ordinating Committee on 30th September 2005 (following the deadline for papers for this meeting).

3. RECOMMENDATION

It is recommended that the Scrutiny Co-ordinating Committee notes the progress of the Neighbourhood Services Scrutiny Forum.

COUNCILLOR KEVIN CRANNEY

CHAIR OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM

BACKGROUND PAPERS

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

SCRUTINY CO-ORDINATING COMMITTEE

7th October 2005



Report of: Chair of the Regeneration and Planning Services
Scrutiny Forum

Subject: PROGRESS REPORT

1. PURPOSE OF THE REPORT

- 1.1 To inform the Members of the Scrutiny Co-ordinating Committee of the progress made to date by the Regeneration and Planning Services Scrutiny Forum.

2. PROGRESS OF THE FORUM

- 2.1 Since the last meeting of Scrutiny Co-ordinating Committee the Regeneration and Planning Services Scrutiny Forum has:-

- (a) Approved its recommendations in relation to the Local Plan. Having initially considered the Local Plan at its meeting on the 28th July 2005 Members of the Forum requested that the Assistant Director (Planning & Economic Development) update the Forum once the Plan had been considered at the Neighbourhood Forum meetings. This update was received on the 26th August 2005 and Members then proceeded to finalise the Forums views in relation to the Local Plan.
- (b) In order to increase understanding of the various regeneration initiatives in operation throughout the Town, Members received a presentation on the New Deal Housing Strategy and the North Central Hartlepool Neighbourhood Renewal Masterplan.
- (c) The Forum scoped its inquiry into the use of UPVC Windows in Conservation Areas. In order to prevent duplication the Forum resolved to defer its inquiry into UPVC Windows until the Portfolio Holders appraisal of the issue was complete. In light of this, the Forum resolved to Scrutinise the next topic in its work programme, namely Partnerships.
- (d) The Director of Regeneration and Planning presented the Forum with a comprehensive presentation around the partnership arrangements that the Council is involved in. The Forum was keen to Scrutinise an area where it could have the most impact and therefore resolved to focus the Scrutiny of Partnerships on the Sub-Regional Level.

3. RECOMMENDATION

It is recommended that the Scrutiny Co-ordinating Committee notes the progress of the Regeneration and Planning Services Scrutiny Forum.

COUNCILLOR PAMELA HARGREAVES
CHAIR OF THE REGENERATION AND PLANNING SERVICES SCRUTINY
FORUM

BACKGROUND PAPERS

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

SCRUTINY CO-ORDINATING COMMITTEE

7th October 2005



Report of: Chair of the Adult and Community Services and Health Scrutiny Forum

Subject: PROGRESS REPORT

1. PURPOSE OF THE REPORT

- 1.1 To inform the Members of the Scrutiny Co-ordinating Committee of the progress made to date by the Adult and Community Services and Health Scrutiny Forum.

2. PROGRESS OF THE FORUM

- 2.1 Since the last meeting of Scrutiny Co-ordinating Committee the Adult and Community Services and Health Scrutiny Forum has:-

- (a) Completed its review into Alcohol Abuse and Young People and this report is due to be presented to Cabinet on the 10th October 2005.
- (b) Embarked upon its review into "Commissioning- A patient led NHS." The Forum received a presentation from the Acting Director of Adult & Community Services on the changes to the roles and responsibilities of Health Service Organisations. At this stage the Forum found that its Scrutiny was dependent upon the Tees and Durham Strategic Health Authority proposals which would be considered by the Forum once published. Meanwhile however, the Forum felt it was necessary to express its support for retaining a PCT in Hartlepool and has sent a letter of support from the Forum to all key stakeholders.
- (c) The Chair considered an invitation to participate in a national review of improving services for people with burn care injuries. The Chair was satisfied that the process was being carried out in a manner that will ensure the best pattern of service in the interests of patients nationally and therefore felt that active participation by Hartlepool's Adult and Community Services and Health Scrutiny Forum was not necessary.
- (d) The Forum received a briefing note on the issue of Avian Influenza -"Bird Flu" and the risks for Hartlepool and the United Kingdom. The Forum resolved to Scrutinise the Councils Pandemic Flu Strategy once published.
- (e) Considered the Councils Annual Library Plan which was endorsed by Members of the Forum.

3. RECOMMENDATION

It is recommended that the Scrutiny Co-ordinating Committee notes the progress of the Regeneration and Planning Services Scrutiny Forum.

COUNCILLOR HARRY CLOUTH

**CHAIR OF THE ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY
FORUM**

BACKGROUND PAPERS

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

SCRUTINY CO-ORDINATING COMMITTEE

7th October 2005



Report of: Chair of the Children's Services Scrutiny Forum

Subject: PROGRESS REPORT

1. PURPOSE OF THE REPORT

- 1.1 To inform the Members of the Scrutiny Co-ordinating Committee of the progress made to date by the Children's Services Scrutiny Forum.

2. PROGRESS OF THE FORUM

- 2.1 Since the Forum's last progress report was presented to Co-ordinating Committee on 2nd September 2005 (deferred to 30th September 2005) the Children's Services Scrutiny Forum has:-

(a) Met to discuss Adult Learning. The purpose of the meeting was to provide the Forum with further information (that was requested by the Culture and Learning Scrutiny Forum, as it was then) about the funding arrangements for adult learning. It was intended that the Forum would use this information as a basis to make recommendations to the Adult Services and Public Health Portfolio Holder. The following papers were presented at the meeting:

- *Adult Learning – Covering Report* – Scrutiny Support Officer;
- *Re-inspection of the Adult Education Service* – Adult Education Co-ordinator;
- *Future Funding of Adult Education* – Adult Education Co-ordinator; and
- *Reforming the Funding and Planning Arrangements for First Steps and Personal and Community Development Learning for Adults* – Senior Learning Advisor – Learning and Skills Council.

The Forum agreed a series of recommendations that will be brought back to its next meeting in the form of a draft report.

- (b) At the next meeting of the Forum on 25th October 2005 the Forum will be provided with evidence on from the Community Network on a consultation exercise concerned with Involving Young People, and on the development of a Participation Network in the town. The findings from these will be fed into the Involving Young People Inquiry.

3. RECOMMENDATION

It is recommended that the Scrutiny Co-ordinating Committee notes the progress of the Children's Services Scrutiny Forum.

COUNCILLOR JANE SHAW

CHAIR OF THE CHILDREN'S SERVICES SCRUTINY FORUM

BACKGROUND PAPERS

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

SCRUTINY CO-ORDINATING COMMITTEE

7th October 2005



Report of: Scrutiny Support Officer

Subject: ADDITIONAL POWERS FOR COMMUNITY
WARDENS – CONSULTATION RESULTS

1. PURPOSE

- 1.1 To provide Members with an outline of the Additional Powers for Community Wardens inquiry, and to provide the results of the consultation exercise requested by Members into this matter.

2. BACKGROUND

- 2.1 The Police Reform Act 2002 enables a Chief Constable to establish and maintain a Community Safety Accreditation Scheme (CSAS). Cleveland Police made a bid to the Home Office to be a national pilot site for an accreditation scheme, which was accepted. At the Mayor's Portfolio meeting on the 28th August 2003 the issue of the accreditation of Community Wardens was discussed and the Mayor indicated he supported the proposal from Cleveland Police to establish an accreditation scheme. A number of advantages to accreditation were outlined at this meeting:
- Accredited staff can be given a range of limited, but targeted powers to deal with specific nuisances.
 - Staff across Cleveland Police area would wear a local uniform with a national badge, which identifies them as a member of the accredited scheme. This should enhance public reassurance.
 - Employers of accredited staff would benefit from public confidence that they and their employees had reached acceptable standards.
 - Police back-up would be available more quickly.
- 2.2 Following the decision to support Cleveland Police's accreditation process at the Mayor's Portfolio meeting on the 28th August 2003 Hartlepool Borough Council was officially recognised as an accredited employer for its Community Warden Scheme on 24th January 2005.
- 2.3 Scrutiny Co-ordinating Committee was set the task, from the Mayor's Portfolio, of considering whether the Community Wardens in Hartlepool should be granted additional powers under the accreditation scheme. This process was originally intended to take place in conjunction with Scrutiny Co-ordinating Committee's Anti-Social Behaviour inquiry. However, there was

insufficient time for appropriate consideration of this issue before the end of the 2003/4 municipal year. Consequently, the item was brought to Scrutiny in the following municipal year, at which stage it was agreed that the public should be consulted on this matter. The results of certain strands of the consultation have only recently become available and this report is based on these findings.

- 2.4 There are a range of powers available under accreditation, and it is up to an organisation, once it has become accredited, to determine, which (if any) of these to sign up to. It is important to recognise that through taking additional powers the role of Community Wardens could change. There is the potential that the community empowerment role of wardens, through working closely with and in, the communities that they operate in could be limited by new enforcement powers. However, the new powers could lead to increased enforcement against people breaking the law. *Consequently it is important to consider the possible change in the role of wardens when discussing this issue.*
- 2.5 During the scrutiny inquiry further information was requested about the possibility of conferring some of the powers available through accreditation on local authority employees. The Local Authority currently exercises a number of powers through the Environmental Action Team that are legally available to local authority employees and separate from the accreditation process. However these can also be conferred on accredited individuals. These are:
- Issue fixed penalty notices for dog fouling.
 - Issue fixed penalty notices for littering.
 - Power to require the removal of abandoned vehicles.
 - Power to require the removal of untaxed vehicles.
- 2.6 To extend the potential to confer further powers on employees other than wardens, those employees would need to become community wardens i.e. be selected, vetted and trained as community wardens. This is possible, but has a resource implication. Initial warden training costs are approximately £500 each and they would all have to undergo an enhanced CRB check for criminal convictions. Uniforms and other equipment would need to be purchased. The approximate total cost per employee would be £1,000. Each warden who then applies and becomes an accredited warden must receive additional training before powers will be conferred. The approximate cost of which is £350 per warden. Furthermore granting additional powers upon staff who have existing roles and responsibilities could impact on their current functions.

3. CONSULTATION PROCESS

- 3.1 Following discussions of the powers available under the accreditation process, Members of the Committee considered that the public should be consulted about these powers prior to the Committee reaching a decision.
- 3.2 As a result of Members' requests for consultation the following consultation mechanisms have been used:

- Viewpoint Survey – June 2005
- Neighbourhood Forums (discussions in the Forums and questionnaires)
- Community Wardens Questionnaire
- Consultation with young people through B76

4. CONSULTATION RESULTS

4.1 This section of the report provides an overview of the consultation results. It is divided into three sub-sections:

- Powers to issue Fixed Penalty Notices (FPNs); and
- Additional Powers available to Community Wardens;
- General comments received during the consultation process.

4.2 These sub-sections are, in turn, divided into the results obtained from the separate consultation exercises.

CONSULTATION SECTION ONE - POWERS TO ISSUE FIXED PENALTY NOTICES (FPN's)

4.3 ***Viewpoint Survey Results***

Table 1 Which actions should the Community Wardens be able to issue Fixed Penalty Notices for?

	%	(No.)
Dog fouling	82	(986)
Behaviour likely to cause harassment, alarm or distress	81	(975)
Littering	81	(966)
Throwing fireworks in a thoroughfare	79	(952)
Drinking alcohol in a designated 'no alcohol' public place	77	(927)
Graffiti	76	(907)
Knowingly giving a false alarm to the fire brigade	74	(893)
Buying/attempting to buy alcohol on a licensed premises when under 18	68	(810)
Using public phone system to send messages known to be false to annoy people	60	(715)
To parents whose children are involved in truancy	50	(597)
Riding a bike on the footpath	41	(486)
No answer	2	(23)
(N = 1200)		

- 4.4 Through the Viewpoint Survey participants were also asked to prioritise which three actions they would most like to see Community Wardens issue an FPN for. The results of which are provided in **Table 2** below.

Table 2 **Prioritisation of actions listed in the table 1.**

	%	(No.)
Behaviour likely to cause harassment, alarm or distress	50	(601)
Dog fouling	44	(533)
Littering	35	(420)
Drinking alcohol in a designated 'no alcohol' public place	27	(323)
Knowingly giving a false alarm to the fire brigade	22	(260)
Buying/attempting to buy alcohol on a licensed premises when under 18	22	(260)
Graffiti	20	(245)
Throwing fireworks in a thoroughfare	18	(220)
To parents whose children are involved in truancy	14	(169)
No answer	11	(127)
Riding a bike on the footpath	8	(94)
Using public phone system to send messages known to be false to annoy people	6	(660)
(N = 1200)		

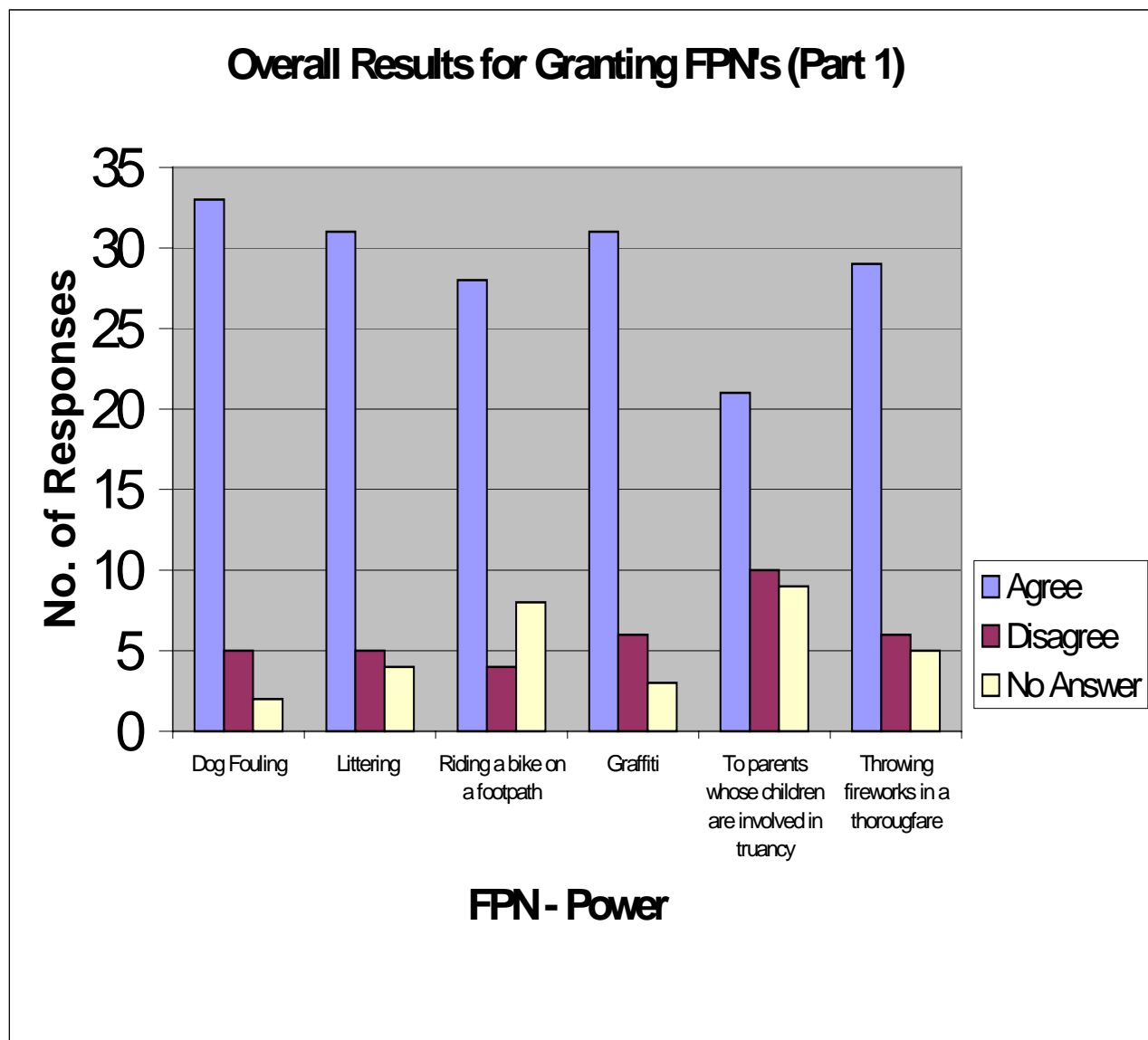
Neighbourhood Forums

- 4.5 Following consultation with the Neighbourhood Forums the results have been divided into a table (representing the overall results), and a series graphs which provide a break-down of the results into those living in warden areas and those who do not.

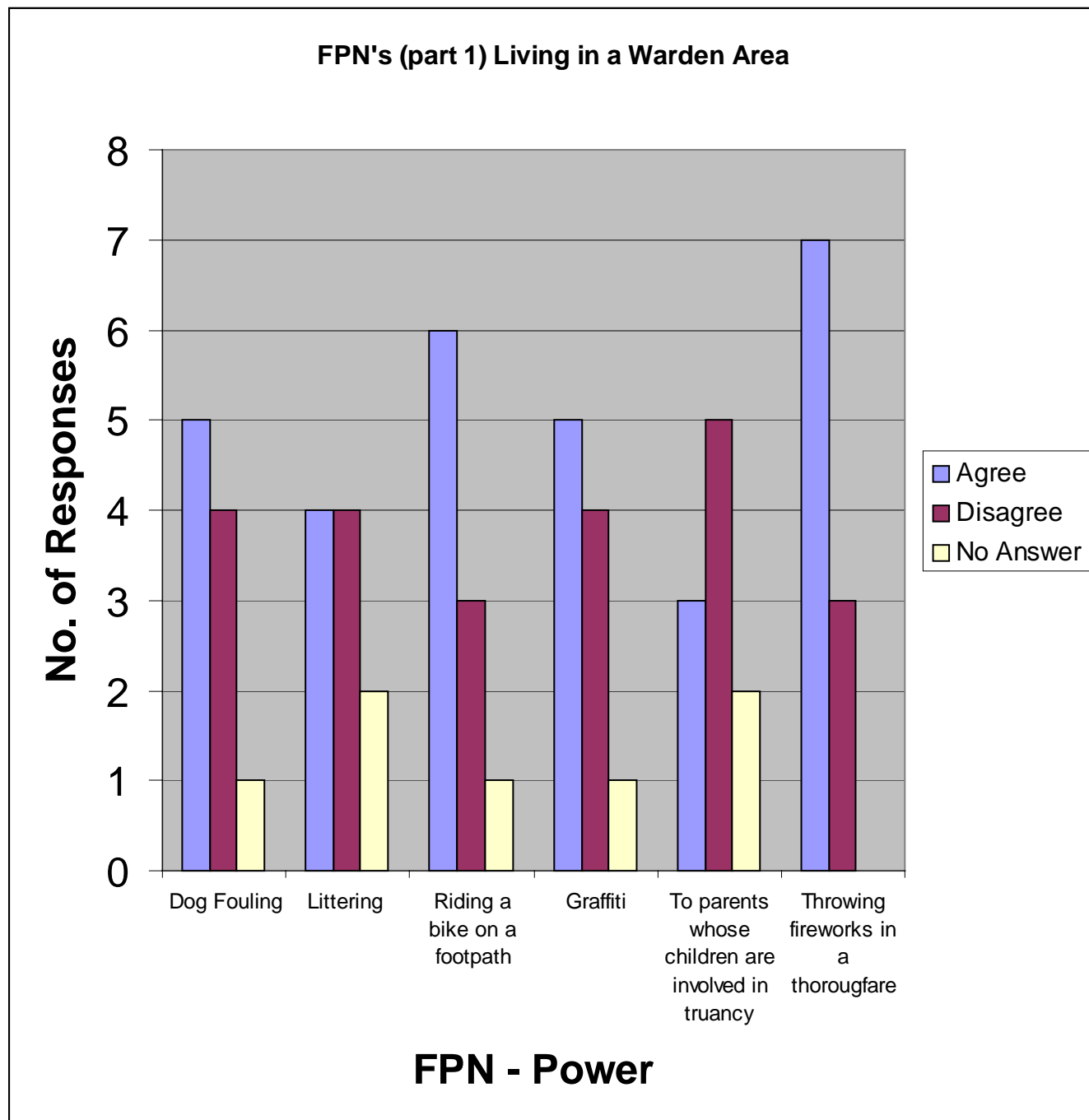
Table 3 Neighbourhood Forum questionnaire responses to which actions Community Wardens should be able to issue FPN's for.

	Agree	Disagree	No Answer
Dog Fouling	33	5	2
Behaviour likely to cause harassment, alarm or distress	32	7	1
Littering	31	5	4
Graffiti	31	6	3
Throwing fireworks in a thoroughfare	29	6	5
Riding a bike on the footpath	28	4	8
Drinking alcohol in a designated 'no alcohol' public place	28	7	5
Knowingly giving a false alarm to the fire brigade	27	10	3
Buying/attempting to buy alcohol on a licensed premises when under 18	24	10	6
Using public phone system to send messages known to be false to annoy people	23	10	7
To parents whose children are involved in truancy	21	10	9

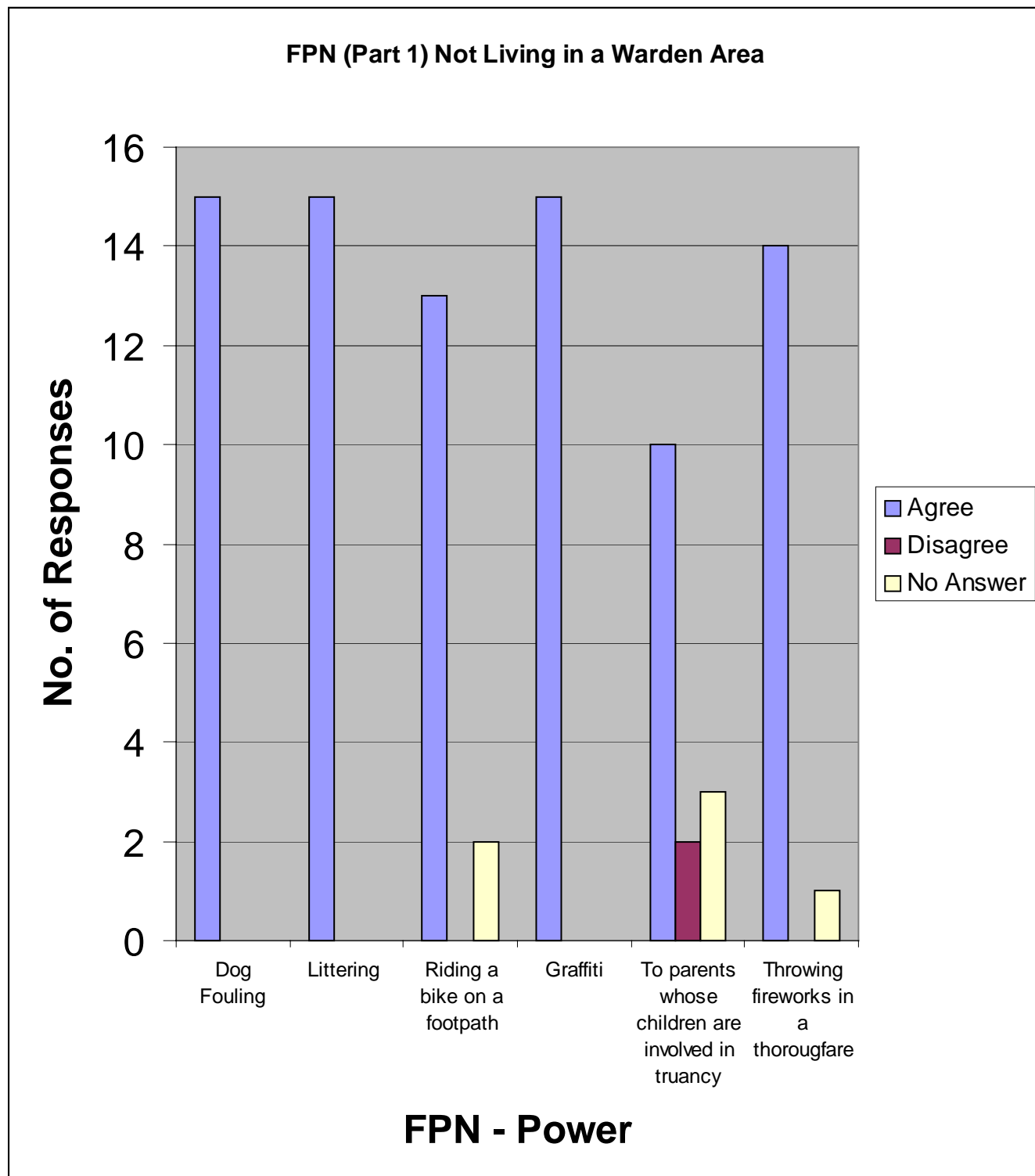
Graph1 Overall results from Neighbourhood Forum consultation – Granting FPN's (Part 1)



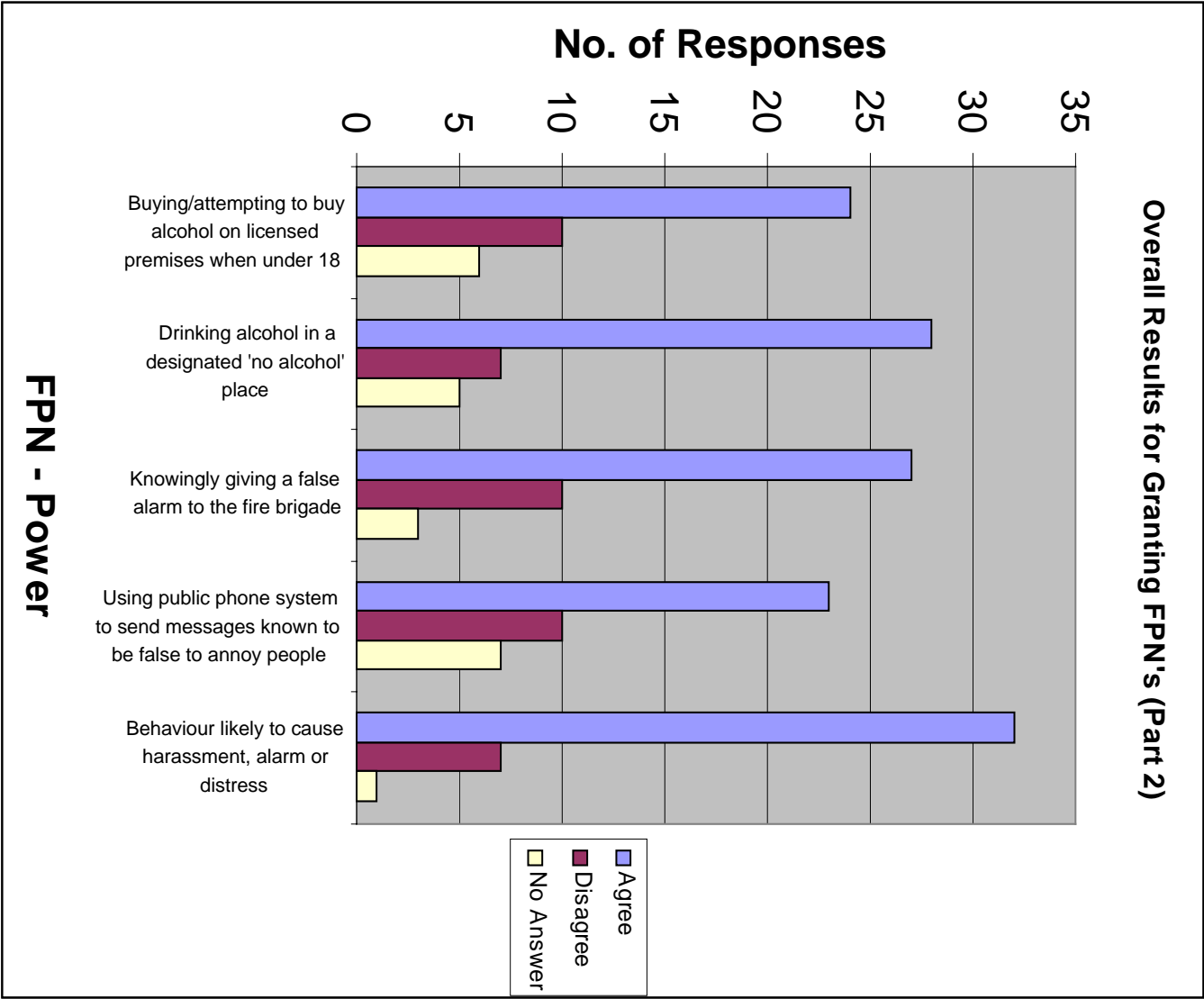
Graph 2 Responses to Neighbourhood Forum consultation – FPN's (Part 1) – from those Living in Warden Area



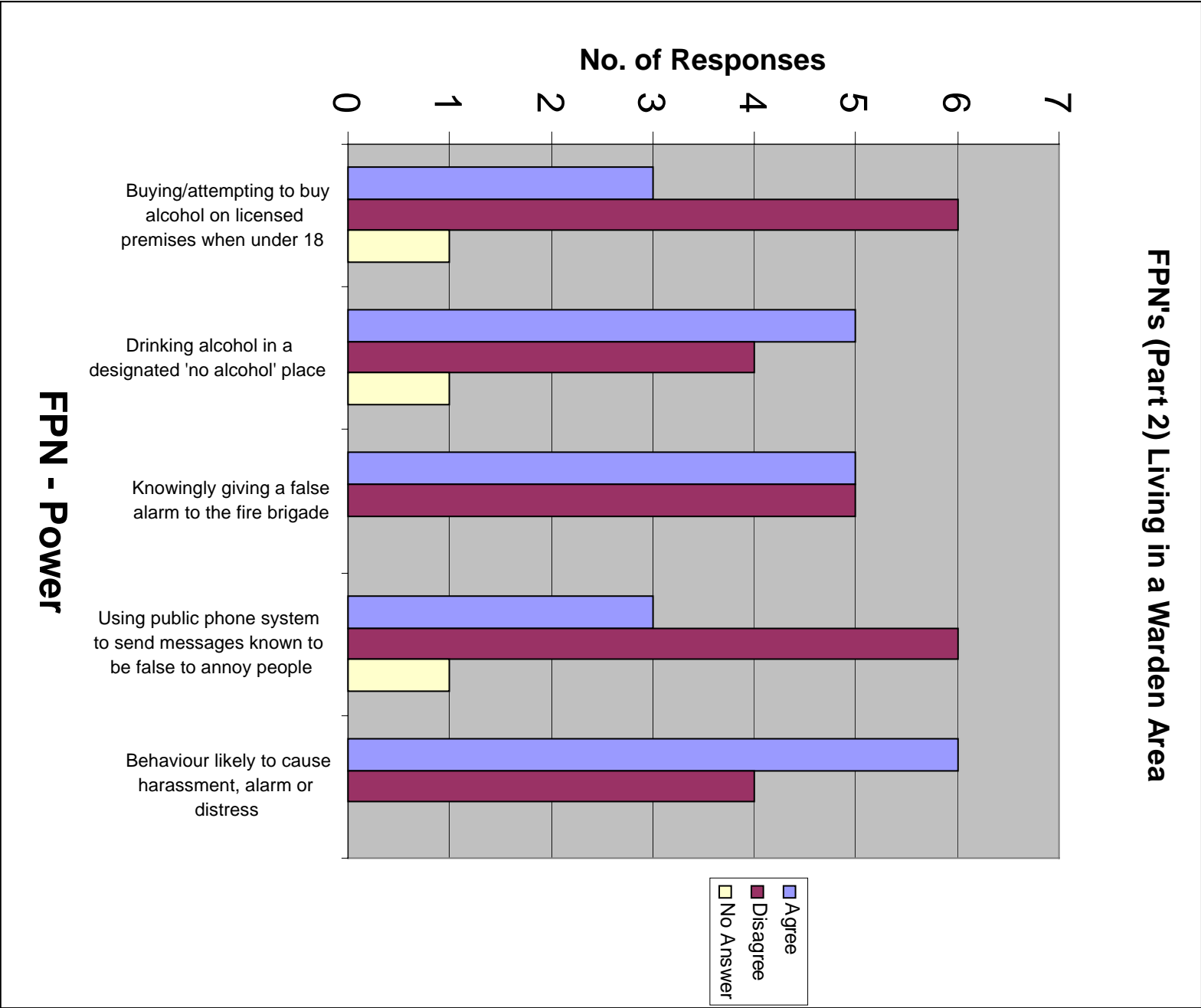
**Graph 3 Responses to Neighbourhood Forum consultation – FPN's
(Part 1) – from those Not Living in Warden Area**



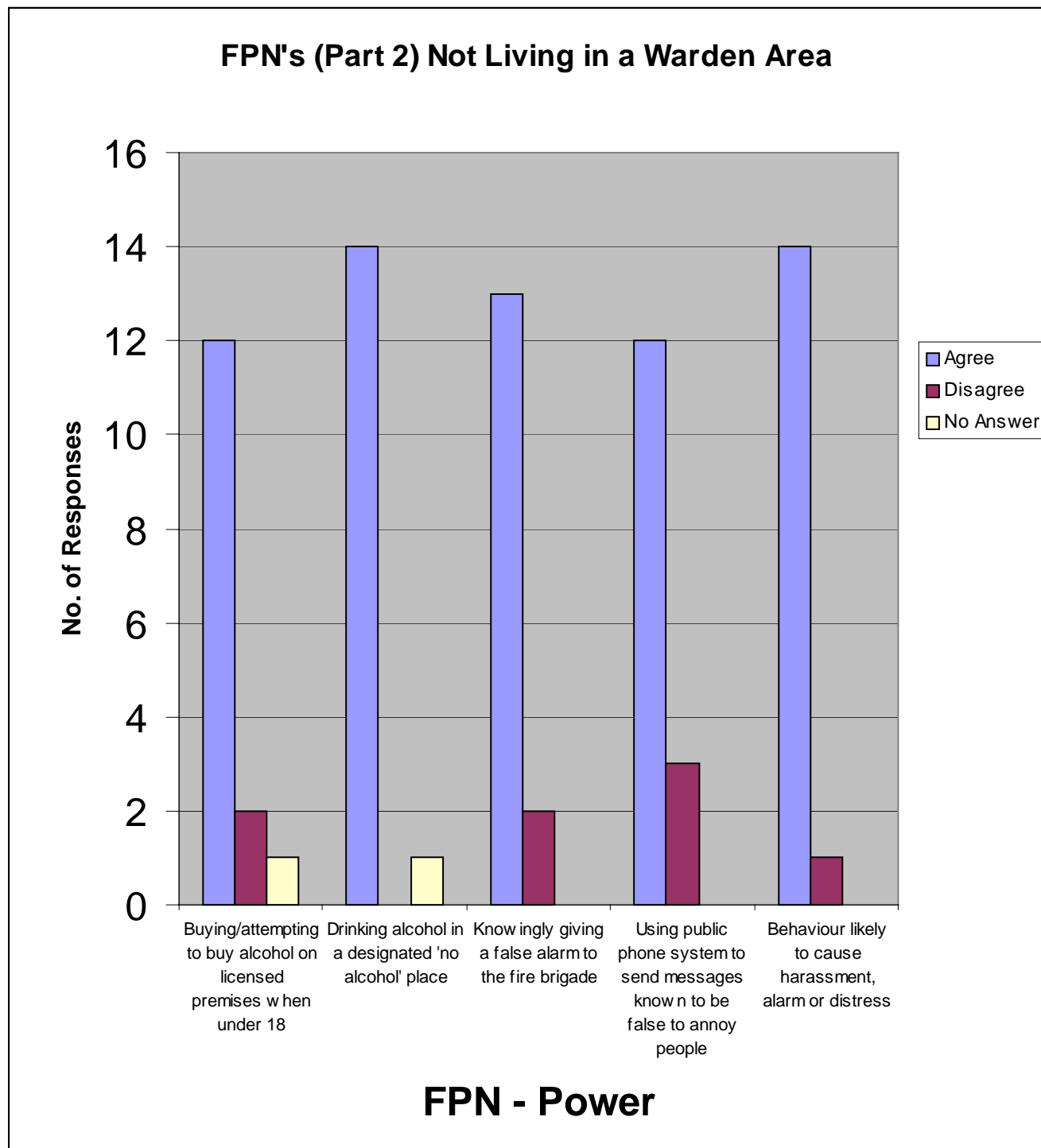
**Graph 4 Overall results from Neighbourhood Forum consultation –
Granting FPN's (Part 2)**



Graph 5 Responses to Neighbourhood Forum consultation – FPN's (Part 2)
– from those Living in Warden area



Graph 6 Responses to Neighbourhood Forum consultation – FPN's (Part 2) – from those Not Living in Warden area



4.6 **Community Wardens Consultation**

Seven Community Wardens responded to the consultation exercise out of a total of twenty-four wardens. The results of their responses are included in the table below.

Table 4 Community Wardens response to which actions they should be able to issue FPN's for.

	Agree	Disagree	No Answer
Dog Fouling	3	4	0
Littering	0	7	0
Riding a bike on the footpath	1	6	0
Graffiti	3	4	0
To parents whose children are involved in truancy	2	5	0
Throwing fireworks in a thoroughfare	2	5	0
Buying/attempting to buy alcohol on a licensed premises when under 18	3	4	0
Drinking alcohol in a designated 'no alcohol' public place	1	6	0
Knowingly giving a false alarm to the fire brigade	1	6	0
Using public phone system to send messages known to be false to annoy people	2	5	0
Behaviour likely to cause harassment, alarm or distress	1	6	0

Consultation with Young People

- 4.7 At the request of the Committee B76 were approached with a view to finding out young people's views in relation to granting additional powers to Community Wardens. The Scrutiny Support Officer met with six young people to discuss their views on this matter. Their responses to the questionnaire are included in **table 5** and **table 9** below.

Table 5 Young People's responses to which actions Community Wardens should be able to issue FPN's for.

	Agree	Disagree	No Answer
Dog Fouling	1	4	1
Littering	1	5	0
Riding a bike on the footpath	0	6	0
Graffiti	5	1	0
To parents whose children are involved in truancy	3	2	1
Throwing fireworks in a thoroughfare	6	0	0
Buying/attempting to buy alcohol on a licensed premises when under 18	3	3	0
Drinking alcohol in a designated 'no alcohol' public place	2	4	0
Knowingly giving a false alarm to the fire brigade	3	2	1
Using public phone system to send messages known to be false to annoy people	3	3	0
Behaviour likely to cause harassment, alarm or distress	4	2	0

CONSULTATION SECTION TWO – ADDITIONAL POWERS AVAILABLE TO COMMUNITY WARDENS

4.8 Viewpoint Survey Results

Table 6 Which powers should Community Wardens have access to?

	%	(no.)
Power to request name/address of person who causes injury, alarm or distress to another person or damages someone else's property	88	(1056)
Power to request name/address of a person acting in an anti-social manner	87	(1046)
Power to confiscate alcohol from a young person	85	(1018)
Power to stop/confiscate/dispose of alcohol being consumed in a public 'no alcohol' place	78	(936)
Power to require the removal of an abandoned vehicle	62	(737)
Power to confiscate cigarettes/tobacco products from young people	58	(699)
Power to require the removal of an untaxed vehicle	56	(671)
No answer	5	(63)
(N = 1200)		

- 4.9 Through the Viewpoint Survey participants were also asked to prioritise which three powers they would most like to see Community Wardens have. The results of which are provided in **Table 7** below.

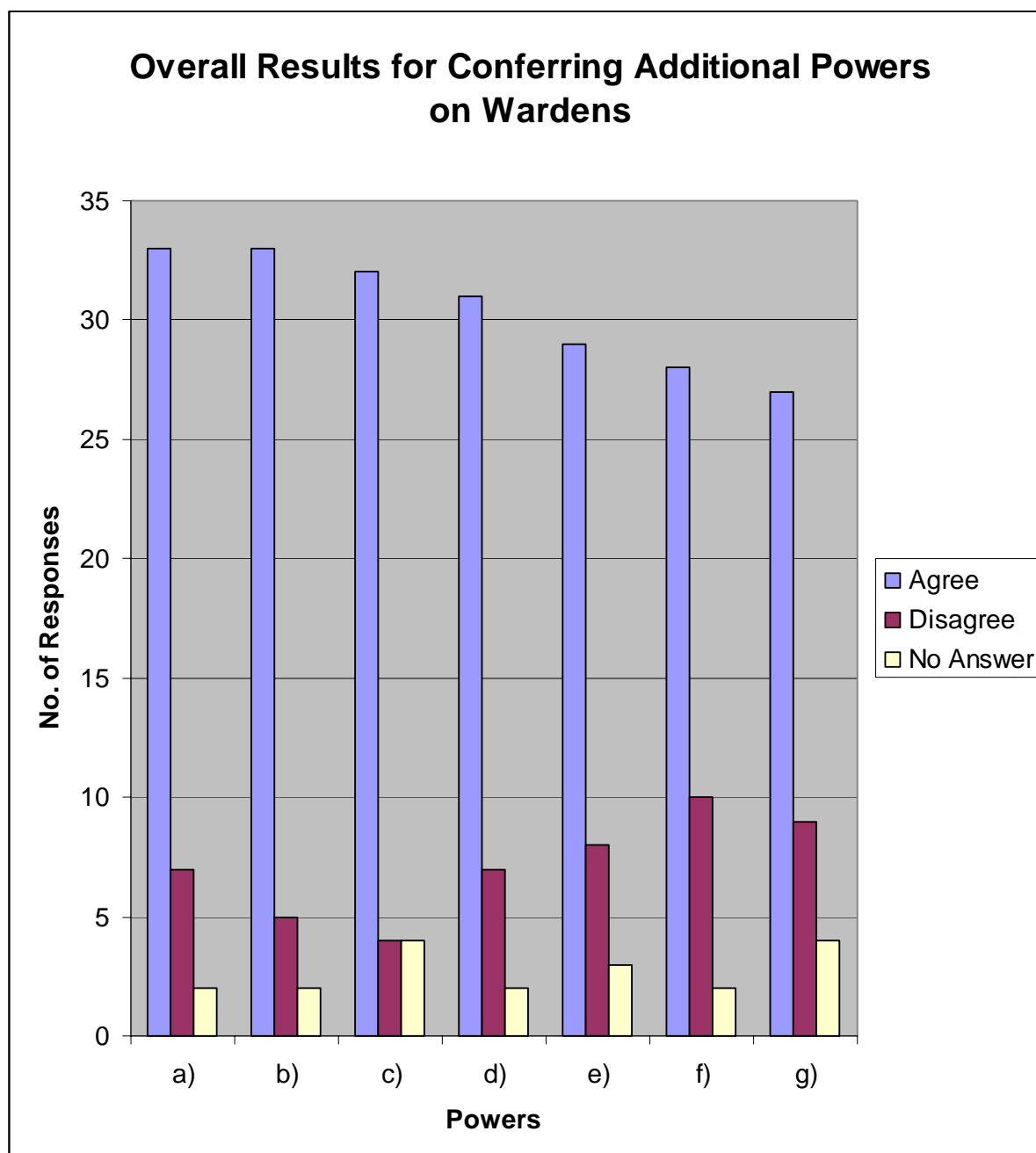
Table 7 Prioritisation of Powers listed in Table 4.

	%	(No.
Power to request name/address of person who causes injury, alarm or distress to another person or damages someone else's property	76	(912)
Power to request name/address of a person acting in an anti-social manner	68	(818)
Power to confiscate alcohol from a young person	52	(629)
Power to stop/confiscate/dispose of alcohol being consumed in a public 'no alcohol' place	31	(367)
Power to require the removal of an untaxed vehicle	14	(163)
Power to require the removal of an abandoned vehicle	13	(156)
Power to confiscate cigarettes/tobacco products from young people	12	(143)
No answer	10	(115)
(N = 1200)		

4.10 **Neighbourhood Forums****Table 8** Neighbourhood Forum questionnaire responses to which powers Community Wardens should have.

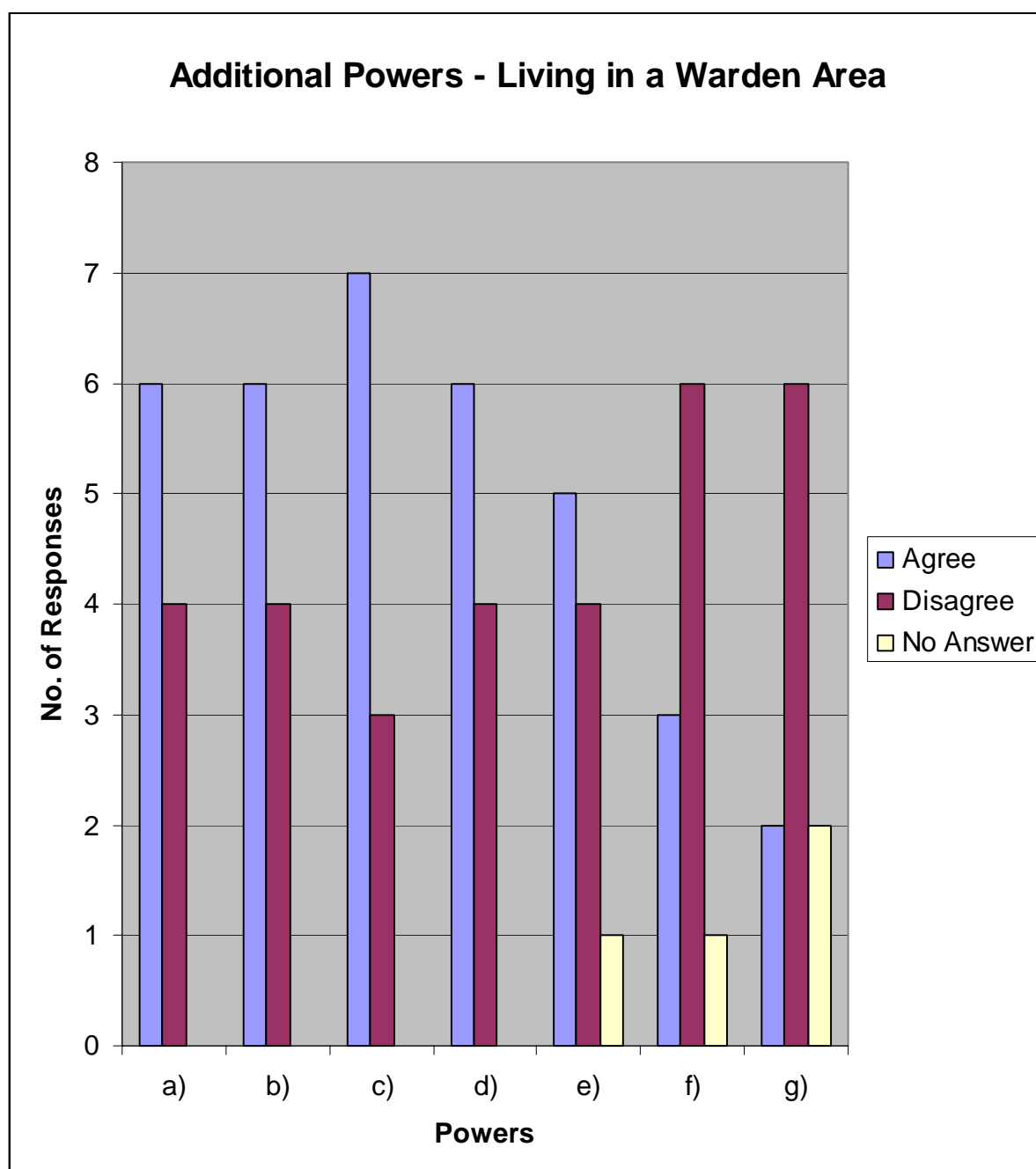
	Agree	Disagree	No Answer
a) Power to request the name and address of a person acting in an anti-social manner	33	5	2
b) Power to confiscate alcohol from a young person	33	6	1
c) Power to stop/confiscate/dispose of alcohol being consumed in a public 'no alcohol' place	32	4	4
d) Power to request the name/address of a person who causes injury, alarm or distress to another person or damages someone else's property	31	7	2
e) Power to require the removal of an abandoned vehicle	29	8	3
f) Power to require the removal of an untaxed vehicle	28	10	2
g) Power to confiscate cigarettes/tobacco products from young people	27	9	4

**Graph 7 Overall results from Neighbourhood Forum consultation –
Conferring Additional Powers on Wardens**



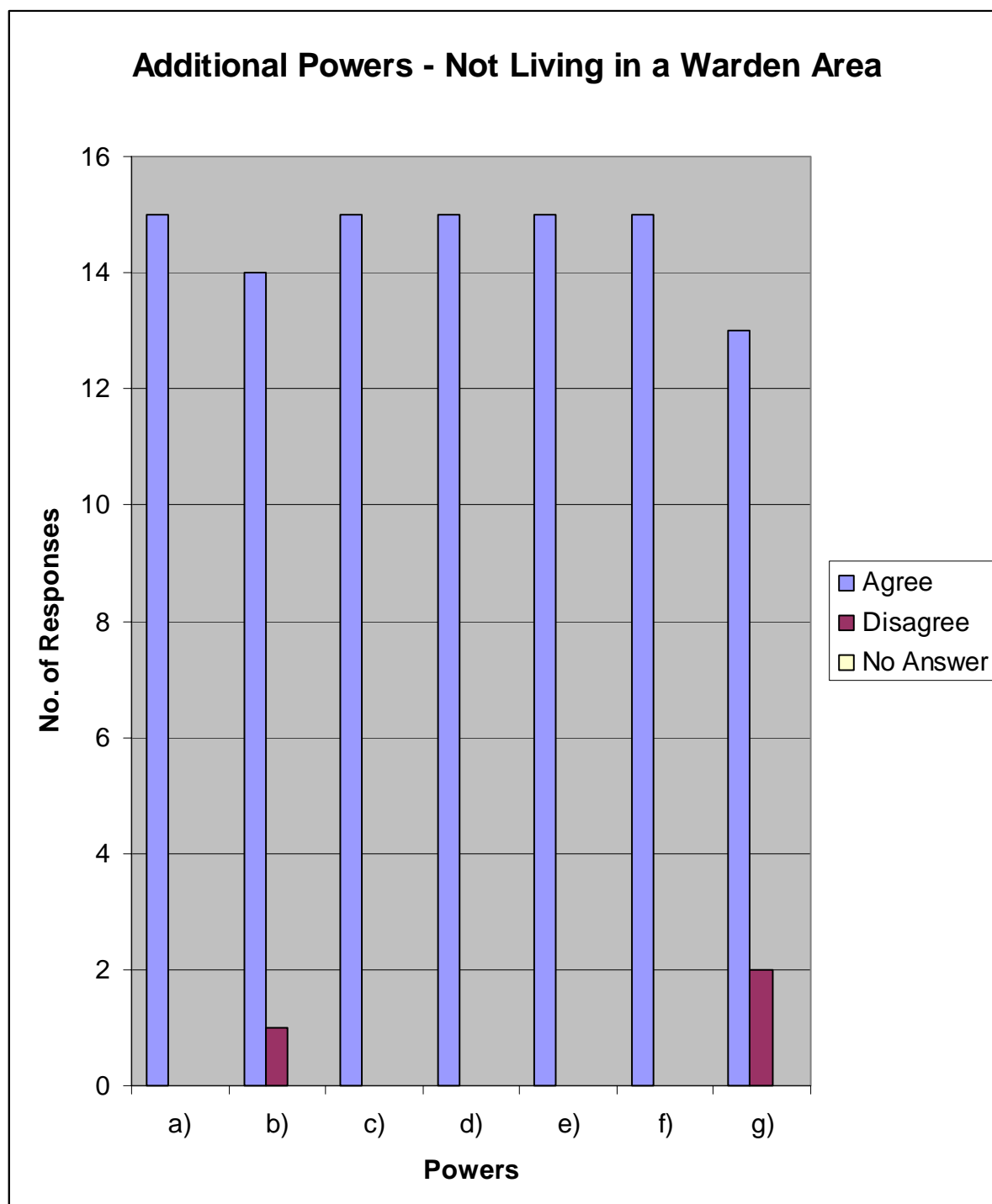
n.b. See Table 7 above for the key for the powers.

**Graph 8 Responses to Neighbourhood Forum consultation –
Conferring Additional Powers on Wardens – from those
Living in a Warden Area**



n.b. See Table 7 above for the key for the powers.

**Graph 9 Responses to Neighbourhood Forum consultation –
Conferring Additional Powers on Wardens – from those Not
Living in a Warden Area**



n.b. See Table 7 above for the key for the powers.

4.11 **Community Wardens Consultation****Table 9 Community Wardens response to which Additional Powers they wish to be granted.**

	Agree	Disagree	No Answer
a) Power to request the name/address of a person who causes injury, alarm or distress to another person or damages someone else's property	6	1	0
b) Power to request the name and address of a person acting in an anti-social manner	6	1	0
c) Power to confiscate alcohol from a young person	5	2	0
d) Power to stop/confiscate/dispose of alcohol being consumed in a public 'no alcohol' place	4	3	0
e) Power to confiscate cigarettes/tobacco products from young people	5	2	0
f) Power to require the removal of an abandoned vehicle	6	1	0
g) Power to require the removal of an untaxed vehicle	6	1	0

4.12 **Consultation with Young People****Table 10 Young People's response to which powers Community Wardens should be granted.**

	Agree	Disagree	No Answer
a) Power to request the name/address of a person who causes injury, alarm or distress to another person or damages someone else's property	6	0	0
b) Power to request the name and address of a person acting in an anti-social manner	5	1	0
c) Power to confiscate alcohol from a young person	3	3	0
d) Power to stop/confiscate/dispose of alcohol being consumed in a public 'no alcohol' place	2	4	0
e) Power to confiscate cigarettes/tobacco products from young people	0	5	1
f) Power to require the removal of an abandoned vehicle	4	2	0
g) Power to require the removal of an untaxed vehicle	0	5	1

CONSULTATION SECTION THREE – GENERAL COMMENTS RECEIVED DURING THE CONSULTATION PROCESS

Neighbourhood Forums

4.13 During consultation with the Neighbourhood Forums a number of general comments were made whilst the notion of conferring additional powers on Wardens was discussed. These included:

- *The wardens are never there when you need them.*
- *Young people have no respect for them (the Wardens) because they have no powers. However, other residents who were present questioned whether anyone in authority was respected. Another view was that there are a lot of young people who are respectful, whilst adults are not.*
- *In terms of litter powers, it was felt that businesses needed to accept some responsibility for this as well.*
- *There were concerns about the safety of Wardens if they are granted additional powers.*
- *New Deal for Communities (NDC) has conducted a thorough evaluation of the Warden scheme, and one of the recommendations of the report was that Wardens should not be conferred additional powers.*
- *Wardens do a very good job now, they have the confidence of residents. Further powers would mean they are taking the jobs of the police.*
- *There needs to be very definite proof that offences such as using telecommunications systems to cause annoyance, and behaviour likely to cause harassment, alarm or distress has taken place – therefore I would not support Wardens having powers for these kinds of issues.*
- *Wardens must be thoroughly trained to do the job.*
- *There was some concern about granting further powers to Wardens and how this would link with areas without wardens.*
- *Co-ordination between the Warden schemes and the Environmental Task Force is a key issue.*
- *If the Warden scheme has been successful then other areas of the town should have them.*
- *Wardens need the new powers to protect themselves.*
- *Would like to see the Wardens have more responsibilities but they need to be more aware about the community and their surroundings.*

Community Wardens

4.14 As part of the consultation with Community Wardens they were given the opportunity to provide additional comments as well as completing the questionnaire. The following comments were made:

- *Requesting someone's name and address may be difficult because they don't see us as policemen.*
- *I do not think that there are enough wardens employed at this time with the integrity or strength of character to carry out the powers consistently or fairly.*
- *Wardens would need a significant pay rise to carry out these powers.*
- *A lot more training, and the same equipment as PCSO's would be required, as a Warden's safety would now be of greater concern as we have a lot more direct conflict with the perpetrators of crimes. Items required would include stab vests and much better deterrent sprays.*
- *Accreditation would mean a change in role and we would no longer be a community link but an enforcement officer.*

Consultation with Young People

4.15 During consultation with young people about conferring additional powers on Community Wardens the following comments were made:

- *They are useless because they don't have many powers.*
- *We use false names with them already – don't see how they can get us to reveal our real names.*
- *They don't do anything, should get rid of them – they are a waste of money.*
- *No one likes them.*
- *They should have powers to restrain people – people who are fighting.*
- *They should do litter picking and gardening – care for the community.*
- *You can try and have a conversation with them.*
- *Some of them have a sense of humour.*
- *There should be more police instead of wardens.*
- *There was trouble in one street then the wardens passed it onto the police and it got sorted out.*
- *They don't help us (young people) – they don't stop robberies but get us for what we're doing wrong.*
- *Why doesn't the Council pay the police more to make them go on the streets more instead of the wardens.*
- *Never see them in my area – what's the point in them?*
- *They already use some of the powers – they always take drink off you (even though they are not supposed to).*
- *They can be very rude to young people.*

5. ANALYSIS OF FINDINGS

5.1 Given the large number of findings across the various consultation mechanisms Members may find this brief (and by no means exhaustive) analysis of the consultation results useful.

Analysis of Powers to Issue FPN's

- 5.2 The results of the Viewpoint Survey demonstrate that most people thought that powers to issue FPN's for: *dog fouling; behaviour likely to cause harassment, alarm or distress*; and *littering* should be granted to Wardens (see **Table 1**). When asked to prioritise three of the FPN powers the same three powers emerged as the highest priority, but in a different order: *behaviour likely to cause harassment, alarm or distress; dog fouling*; and *littering* (see **Table 2**).
- 5.3 The overall responses from the Neighbourhood Forums produced similar results to those of the Viewpoint Survey. Most people thought that powers to issue FPN's should be granted for: *dog fouling; behaviour likely to cause harassment, alarm or distress; littering*; and *graffiti* (see **Table 3** and **Graphs 1-6**).
- 5.4 Graphs 2 and 3, and, 5 and 6 show a breakdown of the consultation results, from the Neighbourhood Forums, into those living in warden areas and those not living in warden areas. There is a significant difference in the opinion between these. The general response of those who don't live in a warden area (see **Tables 3** and **6**) was generally one of overwhelming support for granting all available FPN powers to wardens. However, for those respondents living in warden areas (see **Graphs 2** and **5**) the findings represent a much more equal balance of views amongst residents in favour of, and opposed to conferring additional powers on Community Wardens. For six of the FPN powers residents wanted additional powers but by a much smaller margin than was evident amongst people not living in a warden area. Furthermore, there were a number of responses amongst residents living in warden areas that were opposed to granting FPN's for the following issues: *to parents whose children are involved in truancy; buying/attempting to buy alcohol on licensed premises when under 18*; and *behaviour likely to cause harassment, alarm or distress*¹.
- 5.5 The Community Wardens were generally not in favour of being granted additional powers to issue FPN's (see **Table 4**). None of the powers to issue FPN's were supported by a majority of the Wardens. The powers to issue FPN's for: *dog fouling; graffiti*; and *buying/attempting to buy alcohol in a designated no alcohol place*, were met with 3 out of 7 Wardens agreeing that they would like these powers. For the remainder of the FPN powers the Wardens were more opposed to being granted these powers.
- 5.6 Through the consultation with young people (see **Table 5**) there was a relatively even split between agreeing/disagreeing the powers for which Wardens should be able to issue FPN's for. Most notably the young people consulted were entirely in favour of granting wardens the power to issue FPN's for *throwing fireworks in a thoroughfare*, and totally opposed to the power to issue FPN's for *riding a bike on the footpath*.

¹ This is a notable exception to the Viewpoint Survey where this was regarded as one of the highest priorities amongst FPN powers.

- 5.7 In summary the overall results from the Viewpoint and Neighbourhood Forum consultations were in favour of granting Community Wardens the ability to issue FPN's for most/all available powers. However for those people living in Warden areas and young people there was a relatively even split between conferring these additional powers on wardens. The general view emerging from the Community Wardens themselves was that they are not in favour of being granted powers to issue FPN's.

Analysis of Additional Powers available to Community Wardens

- 5.8 Of the seven available additional powers for Community Wardens the Viewpoint Survey results display a majority of people in favour of each of the powers being granted. The: *power to request the name/address of a person who causes injury, alarm or distress to another person or damages someone else's property; power to request the name and address of a person acting in an anti-social manner; and power to confiscate alcohol from a young person*, were the three powers most people wanted to see adopted (see **table 6**). When Viewpoint respondents were asked to prioritise amongst these powers they chose the same three powers as those identified above (see **table 7**).
- 5.9 The responses to the Neighbourhood Forum consultation was similar to that of the Viewpoint Survey with the overall results representing support for the each of the powers available (see **table 8**). When dividing the results into those living in the warden areas and those who do not, there was a significant difference in opinion between the respondents. However, this was not as marked as it was for the powers to issue FPN's, with only the: *Power to require the removal of an untaxed vehicle, and the Power to confiscate cigarettes/tobacco products from young people* representing a majority of residents living in warden areas not wanting these two additional powers. Nevertheless, the views of residents living in warden areas was considerably more evenly split for the remainder of the powers than was the case for those who don't live in warden areas – who again demonstrated near total agreement that every available power should be issued to the Community Wardens.
- 5.10 The consultation with Community Wardens around the additional powers produced markedly different results from the Wardens' responses to issuing FPN's. The Wardens were in favour of being granted each of these additional powers, as outlined in **table 9**. The power that met with the lowest level of support from the Wardens was the *power to stop/confiscate/dispose of alcohol being consumed in a public 'no alcohol' place*.
- 5.11 The consultation with young people produced a high divergence of opinion across the various powers. A majority of respondents were in favour of granting three of the powers, and opposed to granting a further three (see **table 10**). This even split amongst the available powers demonstrates a similar split in view amongst young people for the additional powers as for the powers to issue FPN's.

- 5.12 In summary the overall responses to the consultation processes were more in favour of granting additional powers to Wardens than granting the ability to issue FPN's. The general responses to the Viewpoint Survey and Neighbourhood Forums were, again, in favour of all available powers to be issued to Wardens. There was again a split between those respondents living in Warden areas and those who don't, with those living in these areas being more likely to oppose powers being issued to Wardens. However, the difference between the two was less marked and reflected the overall trend for residents to be more in favour of additional powers to be granted to Wardens than for them to have the ability to issue FPN's. Again the young people consulted were relatively evenly split in their approach to which powers should be granted. However, the Wardens themselves were much more positive about being granted additional powers than they were for issuing FPN's.

6. RECOMMENDATIONS

- 6.1 That Members of the Committee note the consultation results and use these to inform their response to the Mayor's referral. Members may want to respond to the following points:
- Whether none, some or all of the powers available should be conferred on Wardens.
 - In doing so they may also want to consider the likely impact of this on the role of the Wardens.

SCRUTINY CO-ORDINATING COMMITTEE

7th October 2005



Report of: Scrutiny Manager

Subject: REVIEW INTO THE AUTHORITY'S FINANCIAL RESERVES – CONSIDERATION OF THE AUTHORITY'S SPECIFIC RESERVES AND GENERAL FUND BALANCES (AS AT 31 MARCH 2005)

1. PURPOSE OF REPORT

- 1.1 To provide Members of the Scrutiny Co-ordinating Committee with a summary of the Authority's Specific Reserves and General Fund Balances, as at 31 March 2005, to assist in their review into the Authority's Financial Reserves.

2. BACKGROUND INFORMATION

- 2.1 As Members will recall, at the last meeting of this Committee held on 30 September 2005, Members agreed the Terms of Reference and Timetable for their scrutiny review into the Authority's Reserves, as outlined within the submitted report.
- 2.2 In addition to the above, Members also agreed that detailed consideration be given at the next meeting of this Committee to the Authority's Specific Reserves and General Fund Balances as at 31 March 2005 (Minute 34 refers).
- 2.3 As such, a summary of the Authority's Specific Reserves and General Fund Balances as at 31 March 2005 are attached as **Appendix A and B** for this Committee's consideration.
- 2.4 To assist in the interpretation of the appendices, arrangements have been made for the Chief Financial Officer and Assistant Chief Financial Officer to be in attendance during the consideration of this item.

3. RECOMMENDATIONS

3.1 It is recommended that the Scrutiny Co-ordinating Committee:-

- (a) considers in greater detail the Authority's Specific Reserves and General Fund Balances as at 31 March 2005 (Appendices A and B refer); and
- (b) formulates its findings and recommendations, to form the basis of this Committee's Draft Final Report into the Authority's Reserves, to be considered at the next meeting of this Committee on 21 October 2005, and subsequently by Cabinet on 7 November 2005.

Contact Officer:- Charlotte Burnham – Scrutiny Manager
Chief Executive's Department - Corporate Strategy
Hartlepool Borough Council
Tel: 01429 523 087
Email: charlotte.burnham@hartlepool.gov.uk

BACKGROUND PAPERS

The following background paper was used in the preparation of this report:-

- (i) Hartlepool Borough Council's Budget for Best Value 2005/06 and Capital Programme to 2007/2008.
- (ii) Report of the Scrutiny Manager entitled 'Scoping Report – Review into the Authority's Financial Reserves' considered by the Scrutiny Co-ordinating Committee on 30 September 2005.

SUMMARY OF SPECIFIC RESERVES

APPENDIX A

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
Capital Reserves													
2,582	Capital Funding	2,179	(2,733)	2,028	(2,028)	0	0	0	0	0	This reserve is fully committed to fund rephased capital expenditure.	It is assumed that this reserve will be used in 2005/06. Although if capital expenditure is rephased the reserve will be carried forward to match these commitments.	Through the overall management and control of the capital programme and the annual capital closure process.
1,398	Coastal Defences	261	(61)	1,598	0	1,598	0	1,598	0	1,598	To meet Coast Defence responsibilities inherited from TDC.	Reserve will only be used available if works become necessary and the costs cannot be funded from Government Grant.	Commitments unlikely to be incurred in short-term. Value of reserves will be retained and protected for impact of inflation to ensure adequate resources available if works become necessary and are not funded from Government Grant.
96	Maritime Av Remedial	3	(10)	89	0	89	0	89	0	89	For road maintenance responsibilities within the Marina inherited from TDC.	Reserve will only be used available if works become necessary.	Ongoing review as issues arise.
4,076	Total Capital Reserves	2,443	(2,804)	3,715	(2,028)	1,687	0	1,687	0	1,687			
Collection Fund Reserve													
816	Collection Fund Surplus	0	(410)	406	(406)	0	0	0	0	0	Reserve established from increased Council Tax income arising from increase in Tax Base and improved recovery of Council Tax.	Reserve can only be distributed to precepting and billing authorities in proportion to respective precepts on the fund. HBC share of surplus is used to support the Budget by reducing the amount to be funded from Council Tax.	Reserve managed through the overall management and control of the Collection Fund and any surplus (or deficit) is taken into account in the budget setting process.
816	Total Collection Fund Reserve	0	(410)	406	(406)	0	0	0	0	0			
Schools Reserves													
2,438	Schools	3,678	(2,557)	3,559	0	3,559	0	3,559	0	3,559	To enable individual schools to manage their budgets over more than one financial year.	Individual schools determine as part of their detailed budget plans. Forecasts for 2004/05 difficult to determine as at time of preparing this report schools had not finalised 2004/05 budgets.	Procedures determined by individual schools. Overall level of balances is monitored by Education department to ensure individual school balances are not excessive and plans are developed for using balances.
2,438	Total Schools Reserves	3,678	(2,557)	3,559	0	3,559	0	3,559	0	3,559			
Specific Revenue Reserves													
378	Lotteries Reserve	18	(8)	388	0	388	0	388	0	388	The Lotteries Reserve, consists of the proceeds of the civic lottery and donations received, is used for grants and donations to local organisations.	Reserve can only be used for donations to local organisations. Individual requests are approved on a case by case basis.	Ongoing review as requests for grants and donations are received.
60	Museums Acquisition	0	(11)	49	(8)	41	(8)	33	(8)	25	To support the purchase of museums exhibits	Reserve maintained to provide funds if necessary	Reserve maintained to provide funds if necessary
2	Graves in Perpetuity	0	0	2	0	2	0	2	0	2			

SUMMARY OF SPECIFIC RESERVES

APPENDIX A

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
4,210	Insurance Fund	656	(767)	4,099	(740)	3,359	(566)	2,793	(532)	2,261	The Insurance Fund has been established to provide for all payments that fall within the policy excess claims. Most policies provided by the Council are subject to an excess. For motor vehicle own damage, the excess is £1,000. However, the excess is £100,000 for the Property/Combined Liability policy on each claim. The All Risks policy covers those items considered to be of value and at greatest risk of theft or damage. The Council's experience whilst operating with these excesses has been favourable. Nevertheless, the Council's total exposure in any one year has substantially increased and is currently £4.75m. The net value of this reserve consists of the insurance fund balances less amounts advanced to departments to fund service improvements. These amounts will be repaid over a number of years to ensure resources are available to meet insurance claims that will become payable.	The reserve is used to meet self insured claims as and when they arise. The Insurance Fund is subject to an annual review to ensure adequate funds are available to meet known liabilities when they amounts become payable. In practice there can be a significant lead time between a claim being recognised and the actual payment to the claimant. However, it is essential that resources are earmarked when a liability is identified to ensure resources are available to make payments when they become due. The value of the fund is currently matched by identified claims which have not yet been finalised. Interest is credited to this to ensure the fund is protected against inflation. The forecast reduction reflects the settlement of historic claims and not an unplanned fall in the value of the fund. However, if claims continue at current levels future contributions may required from 2006/07. These commitments have not yet been determined or reflected in the forecast budget deficits.	
30	School Rates	0	0	30	(30)	0	0	0	0	0	The Schools Rates Adjustment arose from reductions in school rates payable following the review of ratable values.	Reserve was earmarked to fund Councils capital contribution to St Hilds school in 2003/04	Committed to be paid in 2005/06
58	Planned Maintenance	233	0	291	(291)	0	0	0	0	0	To fund rephased planned maintenance expenditure.	Reserve committed 2005/06	Reserve committed 2005/06
451	Pension Equalisation Reserve	172	(82)	541	(550)	(9)	256	247	0	247	This reserve has been created to meet the future costs of increases in the employers pension contribution rates over the next six years.	The latest Pension Fund Valuation determined the Employers Pension rates for 2005/2006 and the following two years. Based on these rates this reserve will not be needed to support the budget in the three years commencing 2005/2006. Therefore, these resources can be earmarked to fund the 2005/2006 Equal Pay "bridging the gap" payments. The remaining reserve will be used when employers contribution rate increases, above revenue budget provision, which is expected to occur in 2008/09. It should be noted that this proposal will mean that any additional increases in the employers pension contributions will need to be addressed as part of the overall budget strategy.	Remaining reserve will be maintained until result of next Actuarial review of Pension scheme is known.
85	Emergency Planning	1	0	86	0	86	0	86	0	86	This reserve is held on behalf of the 4 districts under the joint arrangement, to meet potential additional costs arising under revised Civil Defence arrangements to be implemented from 1st April 2005.	Reserve will be used to meet additional costs identified.	Reserves will be used following approval by Emergency Planning Joint Committee.
57	Legionella Reserve	0	0	57	(20)	37	(15)	22	(10)	12	This reserve was created to part fund works on all council properties in order to comply with laws in relation to Legionella bacteria control.	Reserve will be used to finance compliance works as they arise.	Ongoing review as inspection programme is undertaken.
5,331	Total Specific Revenue Reserves	1,080	(868)	5,543	(1,639)	3,904	(333)	3,571	(550)	3,021			

SUMMARY OF SPECIFIC RESERVES

APPENDIX A

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
Strategic Change Reserves													
Resources (Corporate)													
50	Cont. to Tees Valley UR Co	0	(50)	0	0	0	0	0	0	0	Earmarked as part 02/03 Outturn Strategy to meet annual contribution for 2 years	To meet year 2 contribution in 2004/05	Committed to be paid 2004/05.
65	Ghost Ships	0	(60)	5	0	5	0	5	0	5	Earmarked as part 03/04 Outturn Strategy for legal costs awarded against Council - was £83k, but settlement expected to be lower	Reserves will be used to fund costs when they become payable.	Committed 2003/04 to be paid 2004/05.
115	Total Resources (Corporate)	0	(110)	5	0	5	0	5	0	5			
Community Services													
179	Youth Service	0	(77)	102	(30)	72	(59)	13	(13)	0	Youth Advisory Group Balances carried forward from previous years	60k to be used to finance the refurbishment of Boy's Welfare once lease agreed in 2005/2006 and 2006/2007 42k to be used to enhance the service and delivery to young people over the forthcoming years	Reserve to be used as detailed by 2007/2008
90	Seaton CC 'Management'	18	0	108	0	108	(50)	58	(58)	0	Balance carried forward from previous years	Ringfenced for Seaton CC Management Committee to be used when the running of Seaton CC is handed over to them	Reserve to be used when handover occurs. Cultural Services Asst Director pursuing
13	Maritime Festival	0	(13)	0	20	20	(20)	0	20	20	Created to enable the department to manage the budget over more than one financial year	To finance the Maritime Festival scheduled to occur every two years with the next expected to be in July 2006	Reserve to be used in 2006/2007
298	Youth Offending Reserve	110	0	408	(77)	331	(75)	256	(75)	181	Created from planned underspends in previous years to fund YOS initiatives	To fund the move of HYPED from Owton Manor CC to Cromwell House in 2005/2006 and support YOS Prevention Initiatives over the forthcoming years	Ongoing review to provide finance as detailed
580	Total Community Services	128	(90)	618	(87)	531	(204)	327	(126)	201			
Education													
80	St Hilds	0	(80)	0	(20)	(20)	0	(20)	0	(20)	Reserve created to meet the LEA liability relating to the Capital cost of the new build Capital project.	Reserve is matched by Capital expenditure commitments and will be used when these items are incurred.	Through the overall management and control of the capital programme and the annual capital closure process.
17	Access Initiative in Schools	0	(17)	0	0	0	0	0	0	0	Created to support expenditure incurred on Access Initiative Capital projects.	Reserve will be used to support Access Initiative Capital projects in 2004/2005.	To be used in 2004/2005
239	Adult Education	61	0	300	(151)	149	(43)	106	0	106	Created to address short and long term pressures from within the Adult Education service as identified in Post Inspection Plan.	Reserve will be used to support and match fund service improvement projects as identified and agreed as part of the Post Inspection Plan.	Some commitments will be incurred in the short term. Reserves will be maintained in accordance with the timescales agreed in the Post Inspection Plan. Future reserves will be the subject of an annual review as part of the service outturn strategy in consultation with the CFO. Details will be reported to Cabinet as part of the final outturn report.
(26)	Community Facilities Board	106	(50)	30	0	30	0	30	0	30	To enable Community Facilities within Schools to manage their budgets over more than one financial year.	Individual schools determine as part of their detailed budget plans for Community Facilities. A forecast movement in reserves is not provided as it is uncertain what the outturn position will be.	Procedures determined by individual schools. Overall level of balances is monitored by Education department to ensure balances are appropriate and deficits are recovered.

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
229	Standards Fund	252	(229)	252	0	252	0	252	0	252	This reserve is created to cover the LEA's match funding element of the Standards Fund Grant which is awarded for an 18 month period.	Reserve is used to cover any additional expenditure requirements following the calculation of charges for the coming year. A forecast of movement in reserves is not provided as it is uncertain what the requirement will be for each year.	This reserve will be created each year to cover any match funding requirements and applied in the following year.
539	Total Education	419	(376)	582	(171)	411	(43)	368	0	368			
Neighbourhood Services													
423	Supporting People Impl.	695	0	1,118	0	1,118	(423)	695	0	695	To manage reductions in grant funding on a phased basis.	To meet expenditure commitments no longer covered by grant income.	Ongoing Review, as funding regime changes.
423	Total Neighbourhood Services	695	0	1,118	0	1,118	(423)	695	0	695			
Regeneration													
167	Local Plan	23	(85)	105		105	(105)	0	0	0	For Local Plan Inquiry	To meet costs of Local Plan Inquiry as they arise.	Expected to be spent in 2004/2005 & 2005/2006
19	Regeneration - Specific	0	(19)	0	0	0	0	0	0	0			
186	Total Regeneration	23	(104)	105	0	105	(105)	0	0	0			
Resources													
0	Single Status	30	0	30	(30)	(30)		(30)		0	To fund Administration costs of implementing Single Status	To be spent 2005/06	To be spent 2005/06
0		30	0	30	(30)	(30)	0	(30)	0	0			

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
Social Services													
73	Staff accommodation reserve (needs splitting between Adult and Children's Services)	0	0	73	0	73	0	73	0	73	Created after identification that shortage of office accommodation threatens recruitment & retention, health & safety and effectiveness & efficiency of service	To finance improvements/alterations to existing accommodation to meet Health & Safety requirements	Amount of reserve utilised will be determined as and when H&S issues arise together with the possibility of securing additional accommodation
0	Homecare Redundancy Reserve	130	0	130	(130)	0		0		0	Created in order to provide for the costs of redundancies in the Home Care service in 2005/2006.	To be used during 2005/2006 in order to fund the cost of Home Care redundancies.	To be used during 2005/2006 in order to offset the costs of Home Care redundancies in Social Services.
0	Fairer Charging review consultancy fees	31	0	31	(31)	0		0		0	Created to provide for the costs of bringing outside consultants (Price Waterhouse Coopers) in order to a conduct a review and assessment of Fairer Charging within Social Services.	To be used during 2005/2006 to conduct Fairer Charging review.	To be used to fund costs of Fairer Charging review in Social Services.
73	Total Social Services	161	0	234	(161)	73	0	73	0	73			
1,916	Total Strategic Change Reserves	1,456	(680)	2,692	(449)	2,213	(775)	1,438	(126)	1,342			
14,577	Total Earmarked Reserves	8,657	(7,319)	15,915	(4,522)	11,363	(1,108)	10,255	(676)	9,609			
Add Investment Reserves													
659	Teesside Airport			659		659		659		659			
197	Cleveland Waste			197		197		197		197			
15,433	GROSS TOTAL EARMARKED RESERVES	8,657	(7,319)	16,771	(4,522)	12,219	(1,108)	11,111	(676)	10,465			

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
Unearmarked General Fund Balances													
2,681	General Fund Balances	0	0	2,681	0	2,681	0	2,681	0	2,681	To provide a minimum level of resources to enable the Council to manage unexpected commitments.	Reserve will only be used to meet expenditure commitments that cannot be funded from the approved budget or other reserves. Any use of this reserve will need to be repaid within the following year.	Reserve is maintained at minimum prudent level and is reviewed as part of budget process and annual closure strategy. Owing to increased volatility, particularly in relation to government grants this reserve may need to be increased to 3% in the medium term.
2,681	Total Unearmarked General Fund Balances	0	0	2,681	0	2,681	0	2,681	0	2,681			
Stock Transfer Related Reserves													
1,690	Housing Revenue Account Balances	0	(1,690)	0	0	0	0	0	0	0	As detailed in the main report these amounts were set aside to manage the Stock transfer process, or arise from the successful completion of the Stock transfer. As these amounts are no longer needed for the original purpose they were set aside for a detailed review of these reserves has been completed. Proposals for reallocating these reserves are set out in the main report paragraph 7.7 (ii) to (iv). As these proposals have been approved by Members the appropriate transfers will be completed to establish the new reserves. The remaining £0.6M will be used over three years to offset diseconomies of scale and will provide time to identify sustainable efficiencies.		
1,670	Net Premium/Discount Account	0	(1,670)	0	0	0	0	0	0	0			
2,441	Stock Transfer Reserve	0	(1,841)	600	(200)	400	(200)	200	(200)	0			
5,801	Total Earmarked General Fund Balances	0	(5,201)	600	(200)	400	(200)	200	(200)	0			
Revenue Managed Underspend													
Resources (Corporate)													
4	Corporate Levy	0	0	4	0	4	0	4	0	4	To support future year's budget pressures	As part of budget strategy	Reserve committed 2004/
(26)	Invest to Save Scheme	13	0	(13)	0	(13)	0	(13)	0	(13)	Represents value of outstanding loans (funded from temporary use of reserves) for "invest to save schemes".	Usable on any scheme submitted by departments that can demonstrate savings are achievable to fund the initial investment	Proposal approved by CFO
(22)	Total Resources (Corporate)	13	0	(9)	0	(9)	0	(9)	0	(9)			
Community Services													
10	Community Services MRU - Regeneration	0	0	10	(10)	0	0	0	0	0	Created to enable department to manage budget over more than one year	Reserve to be used to fund Community Safety Projects with Safer Hartlepool Partnership in 2005/2006	Reserve to be used in 2005/2006
3	Community Services MRU - Adult Services	0	(3)	0	0	0	0	0	0	0	Created to enable department to manage budget over more than one year	Reserve used for DSO invoice in 2004/2005 as expected	Reserve used in 2004/2005 to finance items agreed at outturn
13	Total Community Services	0	(3)	10	(10)	0	0	0	0	0			
Regeneration													
123	Regeneration MRU	322	(42)	403	(173)	230	(179)	51	(51)	0	Created to enable department to manage budget over more than one year	£27k to fund the extension of temporary Urban Policy Staff contracts to at least 31.03.06 - 2005/06 Planning Delivery Grant-for proposed IT developments etc: £25k for Planning i-Portal Development - 2005/06 £5k for 3rd party system integration to a new Planning system - 2005/06 £24k for Extension of temporary Planning Officer contract from 31.03.06 to 31.03.07 - 2006/07	Ongoing review to provide finance as required
123	Total Regeneration	322	(42)	403	(173)	230	(179)	51	(51)	0			

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
Resources													
1,325	Resources MRU	380	(104)	1,601	(1,151)	450	(295)	156	(156)	(0)	Created to enable department to manage budget over more than one year	To be used as in 2005/6, 2006/7 and 2007/8 as follows: £188k - CSS to be used for: ICT/IEG implementation (£20k), Contact Ctre Mgr (£15k), Performance Mgt Devt (£15k), Corporate Consult (£10k), The Way Forward (£25k) and 2004/5 contribution (£103k) - all 2005/6. £50k - Registrars to be used for building & maintenance - 2005/6. £6k - Legal to be used to fund a locum post - 2005/6. £353k - HR to be used for: Computer development (£74k), Computer system (£20k), LLPG (£23k) 2005/6, (£18k) 2006/7, (£47k) 2007/8, Support to Members (£2k) 2005/6, (£2k) 2006/7, New printer (£29k), Contact Ctre Mgr (£20k) 2005/6, (£15k) 2006/7, Computer development (£11.5k), Member Devt (£2.5k), Team Building (£2.5k) 2005/6, (£2.5k) 2006/7, Learning Pool Setup (£5k) 2005/6, (£5k) 2006/7, Workforce Devt Consult (£10k), HR Peer Review (£7.5k) 2006/7, Senior HR Staff (£20k) 2005/6, (£21k) 2006/7 and accommodation charges (£15.5k) 2005/6.	Ongoing review to ensure actual commitments do not exceed available reserve.
												Resources MRU continued - £1,010k - Finance to be used for: The Way Forward (£16k) 2005/6, CODA Upgrade (£46k) 2005/6, Wireless Benefits Mobile Working Equipment (£150k) 2005/6, (£25k) 2006/7, (£59k) 2007/8, Workflow DIP (£250k) 2005/6, (£150k) 2006/7, Office Relocation (£49k), Rating and Council Tax Revaluations (£50k) 2007/8, Grant Flow Pilot (£30k) 2005/6, and 2004/5 contribution (£185k) 2005/6.	
91	Resources Revenue MRU	0	0	91	(91)	0	0	0	0	0		Finance CODA Upgrade - 2005/6	
1,416	Total Resources	380	(104)	1,692	(1,242)	450	(295)	156	(156)	(0)			
1,530	Total Revenue Managed Underspend	715	(149)	2,096	(1,425)	671	(474)	198	(207)	(9)			

Strategic Change Reserves

Resources (Corporate)													
250	Income Tax and VAT Reserve	0	0	250	0	250	0	250	0	250	This amount is to cover against potential costs arising from various Inland Revenue reviews and the risks associated with managing the Council's VAT partial exemption position, the latter being more volatile owing to an increase in the number of schemes subject to VAT exemption rules and following housing stock transfer.	On completion of Inland Revenue Reviews or when VAT payments are required under partial exemption	Costs approved by CFO
130	Building Schools for the future	181	(3)	308	0	308	0	308	0	308	Earmarked as part 03/04 Outturn Strategy for specialist support for BSF, but not contractually committed at 31/3/4	It is suggested in the main report that owing to the Council being in a latter BSF phase than hoped that these resources may need to be allocated for the existing stock.	Ongoing review by CFO and Director of Education
70	LPSA Target 7	0	(70)	0	0	0	0	0	0	0	Earmarked as part 03/04 Outturn Strategy to implement free swims in 04/05	Committed 2004/05	
40	SRB Match Funding	0	0	40	0	40	(40)	0	0	0	Earmarked as part 03/04 Outturn Strategy for SRB match funding but not contractually committed as at 31/3/4	Expected to be committed 2006/07	
40	Waste Disposal Surcharge	80	(120)	0	0	0	0	0	0	0	Earmarked as part 03/04 Outturn Strategy for gate fee penalties, but not contractually committed as at 31/3/4	Committed 2004/05	

SUMMARY OF GENERAL FUND BALANCES

Appendix B

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
20	Freedom of Information Act	0	(20)	0	0	0	0	0	0	0	Earmarked as part 03/04 Outturn Strategy for one off commitments, but not contractually committed as at 31/3/4	Reserve used in 2004/5 to meeting commitments in Legal Services due to the Freedom of Information Act.	
0	National Graduate Development Reserve	25	0	25	(25)	0		0		0	Earmarked to fund costs of Graduate Placement in 2005/06	Committed 2005/06	
0	Celebrating Success Event Reserve	2	0	2	(2)	0		0		0			
17	Promotion HBC at LGA Conf.	0	(17)	0	0	0	0	0	0	0	Earmarked as part 03/04 Outturn Strategy for one off commitments, but not contractually committed as at 31/3/4	Committed 2004/05	
567	Total Resources (Corporate)	288	(230)	625	(27)	598	(40)	558	0	558			
Community Services													
55	Community Services General - Regeneration	0	0	55	(55)	0	0	0	0	0	Reserve brought forward from previous year to finance Drug Team Expansion	To be used in 2005/06 to help finance the Drug Team expanded accommodation	Reserve to be used in 2005/2006
55	Community Services General - Culture	42	(32)	65	(65)	0	0	0	0	0	Reserves created at year end or brought forward from previous years to finance specific initiatives	8k Emergency Fund for Voluntary Orgs - used in 2005/06 11k Lifeguard Provision - to be used in 2005/06 1k Active Sport Ringfenced - to be used in 2005/06 3k Action for Jobs Ringfenced - to be used in 2005/06 22k Countryside Ringfenced - to be used in 2005/06 5k Sports Awards Ringfenced - to be used in 2005/06 15k Wingfield Castle Report - to be used in 2005/06	Reserve to be used in 2005/2006
0	Community Services General - Children's	71	0	71	(62)	9	(9)	0	0	0	Reserves created at year end to finance specific initiatives	62k to be spent on Information, Sharing & Assessment initiatives during 2005/06 9k to be spent on Play & Care Early Years initiatives during 2006/07	Reserve to be used in 2005/2006 and 2006/2007
176	Mill House	0	0	176	0	176	0	176	0	176	The reserve arose from a rates rebate following a review of the leisure centre ratable values	The reserve is earmarked to fund essential maintenance at Mill House Leisure Centre from 2004/05 onwards until it is replaced by the H2O Centre	Ongoing review to provide finance as required
286	Total Community Services	113	(32)	367	(182)	185	(9)	176	0	176			
Education													
82	Carlton Refurbishment	109	0	191	(82)	109	(109)	0	0	0	Reserve created to cover the LEA contribution to the grant funded Capital project at Carlton Outdoor Centre.	Reserve is matched by Capital expenditure commitments and will be used when these items are incurred.	Through the overall management and control of the capital programme and the annual capital closure process.
381	Brierton Site	0	(381)	0	0	0	0	0	0	0	Reserve created to cover the Capital cost of relocating Brierton School onto one site	Reserve will be used to support the Capital costs associated with the Brierton Relocation Capital project. Expenditure is expected to be incurred in 2004/2005	To be used in 2004/2005
143	Building Schools for the Future	24	0	167	(143)	24	0	24	0	24	Reserve originally created to contribute towards any LEA funding that may be required to support the Government's agenda for replacing school building stock	An announcement by DoE regarding the inclusion of Hartlepool in the BSF programme has resulted in a greater than anticipated timescale for the application of this reserve. The reserve will be used in 2005/06 to fund pressures identified in the Education Budget. Future provision may be identified depending on further announcements regarding the inclusion of Hartlepool. These reserves may be used to cover the costs in setting up LEP or other delivery mechanisms or to contribute towards land purchase costs.	Reserve committed in 2005/06
47	ICT Provisions	0	(51)	(4)	(11)	(15)	12	(3)	0	(3)	Created to cover annual maintenance charge for new PC's and subsidy towards the cost of installation of Broadband in schools	This reserve may be required to cover additional charges currently under dispute with SX3. Any remaining balances will be used to support the installation costs of Broadband in schools.	Annual review once charges for additional PC's and Broadband costs are known.
25	Remedial Work to Swimming Pools	0	0	25	(25)	0	0	0	0	0	Created to contribute towards the cost of major condition work in swimming pools used in the Primary swimming programmes	Reserve will be used to support the costs incurred on the Reinstatement of Brinkburn pool to an improved standard. Works are expected to begin early in 2005/2006.	Through the overall management and control of the capital programme and the annual capital closure process.

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
49	SEN Provision	0	0	49	(49)	0	0	0	0	0	Created to meet the potential additional cost of providing additional high cost placements in independent schools or other LEA special schools.	Reserve is used to cover additional expenditure requirements in any given year. This reserve may be required in 2005/06 to meet a shortfall in Extra District Fees received.	Annual review once charges for Independent School Fees and Extra District Fees are known.
63	Advisors	12	(50)	25	0	25	(25)	0	0	0	This reserve was created to meet forecast costs arising from service improvement projects in 2004/2005.	Reserve will be used to support and match fund school improvement projects in 2004/2005.	Reserve applied with the exception of one project which has slipped. The reserve for this project will form part of the exit strategy as it is probable that the external funding will reduce in 2006/07.
0	Jesmond Road TCF Bid	12	0	12	0	12	0	12	0	12	The reserve was created to meet the LEA Liability relating to the capital bid to replace the school building.	Reserve is matched by Capital expenditure commitments and will be used when these items are incurred.	Through the overall management and control of the capital programme and the annual capital closure process.
30	School Rates recovered	17	0	47	0	47	0	47	0	47	This reserve is fully committed to cover potential increases in School rates which are budget neutral for Schools.	Reserve is used to cover any additional expenditure requirements following the calculation of charges for the coming year. A forecast of movement in reserves is not provided as it is uncertain what the requirement will be for each year.	Annual review once charges for School rates are received.
820	Total Education	174	(482)	512	(310)	202	(122)	80	0	80			
Neighbourhood Services													
12	Neighbourhood Service	0	0	12	(6)	6	(6)	0	0	0	Student bursary funding	Spread over two years to fund trainee	Already committed
0	Environmental Partnership Reserve	5	0	5	(5)	0					Ring fenced monies to be spent in 05/06	Used in 05/06	Already committed
0	Licensing Act 2003 Reserve	73	0	73	(73)	0					To assist with implementation of new legislation	Funding was front loaded and will be spread over a number of years	Already committed
0	Local air Pollution & Control Reserve	12	0	12	(12)	0					Unspent grant money carried forward	Possibly all used in 2005/06 but may need to carry some forward to 2006/07	Already committed
0	Private Landlord Scheme Reserve	34	0	34	(34)	0					Unspent grant money carried forward	Now used	Now used
12	Total Neighbourhood Services	124	0	136	(130)	6	(6)	0	0	0			
Regeneration													
321	Regeneration Reserve	0	(326)	(5)	(8)	(13)	0	(13)	0	(13)	Reserves created at year end or brought forward from previous years to finance various incentives	Expected to be used in 2004/5 as follows: £262k to be ring fenced specifically for Business Grants as reported to Regen. & Economy Portfolio 05.03.04 £30k to support SRB scheme Green Corridors & Gateways Env. Imps. scheme. £5k to fund Urban Policy staffing (approved mini restructure) £6k to purchase software (Submit a Plan) £10k for annual maintenance of i-LAP system Expected to be used in 2005/2006 as follows: £8k for Local Plan Inquiry.	Expected to be spent in 2004/05 and 2005/2006.
0	Housing Market Renewal Reserve	40	0	40	(40)	0		0		0	Reserves created to fund temporary additional technical support in relation to the implementation of the Housing Market Renewal strategy.	Committed to be spent 2005/06	Already committed
156	Economic Development	150	(30)	276	(56)	220	(220)	0	0	0	To provide longer term job security for Economic Development staff funded by temporary programme money	Estimated spend of £110k may occur in 2005/06 as major funding programmes begin to come to an end. The remaining balance will be required in 2006/07	Ongoing review to provide finance as required
477	Total Regeneration	190	(356)	311	(104)	207	(220)	(13)	0	(13)			

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
Resources													
111	Policy Reserve	0	0	111	(111)	0	0	0	0	0	To fund potential one off costs for Senior Mgt Pensions, which would be repaid from ongoing revenue savings over a three year period.	Commitments will not now be incurred , therefore reserve allocated to meet modernisation costs:£66.6k - CSS Divisional restructure - 2005/6 £44.4k - Finance The Way Forward - 2005/6	Expected to be committed 2005/06
111	Total Resources	0	0	111	(111)	0	0	0	0	0			
Social Services													
93	Temporary Pressure	(93)	0	0	0	0	0	0	0	0	To reimburse charges levied to service users cared for under Section 117 of the Mental Health Act.	Reserve can only be used to reimburse service users who were charged for care	Payments only made once full assessment of charges levied to each service user has been checked and confirmed
93	Total Social Services	(93)	0	0	0	0	0	0	0	0			
2,366	Total Strategic Change Reserves	796	(1,100)	2,062	(864)	1,198	(397)	801	0	801			
Revenue Reserves													
350	Benefit Subsidy Reserve	199	0	549	0	549	0	549	0	549	To protect the Councils financial position from reductions in grant criteria/targets not being met.	Reserve if grant reductions occurred	Major change in Grant regulations from 1/4/04 and impact has not become clear. Grant Regulations also continue to change, therefore to maintain reserve to protect Council from reductions in grant funding.
709	Budget Support Fund	1,839	(409)	2,139	(900)	1,239	(239)	1,000	(1,000)	0	To manage the overall budget over more than one financial year. Reserve established from RTB income to be received from Housing Hartlepool. Base budget anticipate using £1M per year. Net annual contribution to/(from) reserves reflects expected share income received from Housing Hartlepool, less £1m released to support revenue budget.	To support the overall budget.	Use approved as part of Medium Term Budget Strategy. Net contribution to reserve 2005/06 £100k and remaining balance committed to support 2006/07 budget.
2,519	Fundamental Budget Review	2,581	(1,000)	4,100	(1,000)	3,100	(1,100)	2,000	(1,000)	1,000	Established to support Revenue Budget over a 3/4 period.	The Budget Strategy proposes using £1M per annum for a 3/4 years. The current reserve is not sufficient to maintain this level of support. Proposals in the main report 7.7 (vii) suggest increasing this reserve to £4m by releasing resources previously earmarked to meet stock transfer costs, which will now not arise.	Use approved as part of Medium Term Budget Strategy.
3,578	Total Earmarked General Fund Balances	4,619	(1,409)	6,788	(1,900)	4,888	(1,339)	3,549	(2,000)	1,549			
Revenue Reserves													
3	Corporate Funding Reserve	0	0	3	0	3	0	3	0	3	These minor reserves enable the Council to manage various specific issues	To support the commitments identified	Revue of reserves to be completed as part on 2004/05 detailed closure to identify if still required.
35	Asylum Seekers Reserve	0	0	35	(20)	15	(15)	0	0	0			
42	Inland Rev Provn	6	(49)	(1)	0	(1)	0	(1)	0	(1)			
20	Best Value Sensory loss	0	0	20	0	20	0	20	0	20			
24	H'Pool Partnership	0	(19)	5	(24)	(19)	0	(19)	0	(19)			
52	DSO Reserves	23	0	75	0	75	0	75	0	75			
16	Energy Saving Fund (climate Change Levy)	10	(11)	15	0	15	0	15	0	15	This Reserve is in respect of legal costs awarded against HBC in respect of planning conditions in relation to Hart Quarry. Final costs could be from £50K to £80K, depending on whether Counsel decide to appeal decision.	Reserve to be used to meet these legal costs in 2005/2006	Decision of Planning Sub-Committee under Counsel advice.
0	Hart Quarry Judicial Review Reserve	80	0	80	(80)	0	0	0	0	0			

Actual Balance at 31/3/2004 £'000	Fund	Actual contribution to Reserve 2004/05 £'000	Actual contribution from Reserve 2004/05 £'000	Actual Balance at 31/3/2005 £'000	Estimated contribution to/(from) Reserve 2005/06 £'000	Estimated Balance at 31/3/2006 £'000	Estimated contribution to/(from) Reserve 2006/07 £'000	Estimated Balance 31/3/07 £'000	Estimated contribution to/(from) Reserve 2007/08 £'000	Estimated Balance 31/3/08 £'000	Reason for/purpose of the Reserve	How and when the reserve can be used	Procedures for the reserves management and control
0	Flint Walk Development Reserve	211	0	211	(211)	0	0	0	0	0	Revenue saving relating to delayed redevelopment of Flint Walk Children's Home (support service to foster carers) as well as delaying implementation of increased internal foster carer fees.	Use reserve in 2005/2006 to redevelop Flint Walk in order to avoid continued reliance on more expensive external service providers.	
0	Cabinet/Portfolio Initiatives Reserve	70	0	70	(64)	6	0	6	0	6	To specifically fund one-off Cabinet or Portfolio initiatives which contribute to the achievement of the Council's overall aims.	At the discretion of the Cabinet during 2005/2006	At the discretion of the Cabinet.
0	Carlton Centre Development Reserve	240	0	240	(120)	120	(120)	0	0	0	To fund the gap between the £1.1m capital investment required and the £0.86m grant secured to redevelop the Carlton Centre, in order to attract continued usage and income from other bodies.	2005/2006 & 2006/2007	Expected to be committed to redevelopment in 2005/2006 & 2006/2007
0	Corporate Social Services Risk Reserve	167	0	167	(167)	0	0	0	0	0	Reserve established to meet potential demand pressures on Children's Services which are expected to continue in 2005/06.	Expected to be committed 2005/06. Any unused reserves will be carried forward to help address position in future years.	Expected to be committed 2005/06.
0	Strategic Procurement Review Reserve	50	0	50	(50)	0	0	0	0	0	To fund the strategic review of corporate procurement practices and strategy in order to assess efficiency and effectiveness and develop new strategies for the future.	As costs of the review arise in 2005/2006	Fund costs of strategic review as they arise.
0	Educational Achievement Reserve	122	0	122	(61)	61	(61)	0	0	0	To temporarily fund an increase in the schools advisory team in order to help various schools address weaknesses which have led to lower performance.	Fund the costs of extra specialist advisor's in 2005-2006 & 2006-2007.	Expected to be committed 2006/07.
0	Children's Services Implementation Reserve	100	0	100	(100)	0	0	0	0	0	To fund one off costs of implementing the Children's Services department.	Committed 2005/06	Expected to be committed 2005/06.
0	Termination Costs Reserve	746	(262)	484	(484)	0	0	0	0	0	To fund one off of early retirements and/or redundancies.	These costs were previously funded through the capital programme. Following a change in Government regulations expenditure below a de-minimus level can no longer be capitalised. Therefore, provision was made to establish a revenue reserve to meet these costs in 2005/06.	Expected to be committed 2005/06.
0	Capital Support Contingency Reserve	220	0	220	(220)	0	0	0	0	0	To offset shortfalls/delays in the achievement of capital receipts.	Committed 2005/06	Expected to be committed 2005/06.
0	The Way Forward Reserve	2,122	(112)	2,010	(605)	1,405	(1,405)	0	0	0	Reserve established to meet potential future costs arising from implementation of Council's 'Way Forward ' strategy.	As costs arise during 2005/6 and 2006/7.	Expected to be committed 2005/06 and 2006/07.
0	Stock Transfer Warranty Reserve	1,000	0	1,000	0	1,000	0	1,000	0	1,000	To meet potential insurance liabilities in respect of land transferred to Housing Hartlepool.	Timing of this ongoing potential liability is uncertain. Therefore, reserve needs to be maintained to provide some protection against potential liabilities.	Ongoing annual monitoring.
192	Total Revenue Reserves	5,167	(453)	4,906	(2,206)	2,700	(1,601)	1,099	0	1,099			
16,148	Total General Fund Balances	11,297	(8,312)	19,133	(6,595)	12,538	(4,011)	8,528	(2,407)	6,121			

SCRUTINY CO-ORDINATING COMMITTEE

7th October 2005



**Report of: Adult and Community Services and Health
Scrutiny Forum**

**Subject: FINAL REPORT – INVESTIGATION INTO
‘ALCOHOL ABUSE AND YOUNG PEOPLE’**

1. PURPOSE OF REPORT

- 1.1 To present the findings from the Adult and Community Services and Health Scrutiny Forum's investigation into Alcohol Abuse and Young People in Hartlepool.

2. BACKGROUND

- 2.1 The Adult and Community Services and Scrutiny Forum (previously known as the Health and Social Care Scrutiny Forum) began its inquiry into Alcohol Abuse & Young People on the 25th January 2005. Members of the forum opted to consider Alcohol Abuse as the Forum's first insight into Lifestyle Issues in the Borough.
- 2.2 The decision to focus on Alcohol Abuse was taken during an early scoping exercise as Members recognised the need to focus the investigation on a specific issue in order to undertake a manageable Scrutiny investigation. However, lifestyles remained a core reference point for the Forum throughout this investigation. The remaining lifestyles issues identified by the forum for future scrutiny include, Obesity, (Diet and Exercise), Smoking and Substance Misuse.
- 2.3 Members of the Adult, Community and Health Services Scrutiny Forum accepted that sensible drinking may have a positive effect on health, the forum considered the adverse consequences of the 'booze culture' at both a societal level and an individual level. The terms of reference governing this review were:
- the effectiveness of strategies and policies in place to combat alcohol abuse (with a particular emphasis on young people).
 - Partnership working
 - health treatment services,
 - a review of alcohol related crime and disorder,

- the role of the alcohol industry.

2.4 During the course of the enquiry, the Forum has heard from a number of witnesses including, representatives from the Primary Care Trust, Hartlepool's Licensees Association, Social Services, Cleveland Police, Trading Standards, Community Safety and the Youth Service.

3. RATIONALE FOR THE INQUIRY

3.1 The Council has a key role to play in tackling health inequalities and promoting healthy lifestyles, as to a greater or lesser extent every part of a local authorities activity has a health implication. Lifestyle issues however are not easy to tackle and the direct influence that local government can have is limited. However, it is widely accepted that councils are best placed to facilitate health promotion, which includes joining up a range of local government responsibilities and local partners across a range of different policy areas to develop an effective health partnership between the local authority, NHS and other key stakeholders. Thus, the Council in its role as a community leader can provide a democratically accountable co-ordination of services to local people and so is uniquely well placed to assist individuals in taking control of their own health in three main ways:

- Providing services that help individuals take measures to improve their own health.
- Ensuring that all council's own services and strategies make a positive contribution to well being.
- As key partners to health professionals.

4. METHODS OF INVESTIGATION

4.1 The Adult, Community & Health Scrutiny Forum undertook an extensive investigation into the issues surrounding Alcohol Abuse and Young People in Hartlepool. Members of the Forum were keen to engage key partners in order to develop robust recommendations.

4.2 A variety of sources were used in order to investigate the issues thoroughly. This included, national policy guidance, engaging local partners, including licensees and young people in order to obtain complete understanding of the issues. This then enabled the Forum to develop a series of recommendations which it believes will help tackle the growing problem of Alcohol Abuse in Hartlepool.

5. CONDUCT OF THE INQUIRY – SUMMARY

Meeting	Date	Discussion Themes/Key Issue
1	16-11-04	- Having received an extensive briefing on a variety of lifestyle issues (smoking, substance misuse, alcohol abuse and obesity) Members agree to focus on Alcohol Abuse and Young People.
2	25-01-05	<ul style="list-style-type: none"> - Report from Head of Public Protection & Housing on the Underage Sales of Alcohol – Licensing Act/Trading Standards - Presentation from Director of Public Health and Wellbeing (PCT) on Alcohol Misuse & Young People – included discussion of local services/support, sensible drinking guidelines and identification and treatment. - Presentation from Mental Health Team Manager on how Young people and families division of Social Services deal with alcohol abuse amongst young people. - The Drug Prevention Co-ordinator of Hartlepool PCT presented national and regional statistics on alcohol abuse and young people. In addition the <i>Straightline Project</i> – a pilot project run in partnership with various stakeholders was described.
3	22-02-05	<ul style="list-style-type: none"> - Overview of Alcohol Education within the School Setting and Youth Offending Service was presented to the forum by the Head of Community Safety. - The results of a confidential questionnaire into youth issues – including use/experience of Alcohol was presented to the forum.
4	08-03-05	<ul style="list-style-type: none"> - Report from Cleveland Police on Policing Alcohol related incidents and the night time economy in Hartlepool. - Discussions with Chair of Hartlepool's Licensees Association – the licensees perspective.
5	19-04-05	- Progress Report & agreement to progress with further consultation with key partners.
6	28-06-05	Evidence received from Peter Carlin Page (Alcohol & Substance Misuse Co-ordinator – Sunderland PCT) on 'Sunderland Alcohol Strategy' & Best Practice
7	23-08-05	Written consultation reported and draft final report presented for consideration

6. KEY ISSUE

- 6.1 Whilst Members of the Health and Social Care Scrutiny Forum wished to focus the investigation around young people (loosely defined as those under thirty), when accessing the various reports and research available in this field it was noted that the definition of 'young' varies considerably and thus it has not always been possible to adhere fully to the Forums definition.

7. NATIONAL CONTEXT

7.1 National perspective – The facts

- 5.9 million people in England drink above the Government's recommended daily guidelines on some occasions.
- 38% of men and 25% of women drink on 3 or more days in the week.
- 24% of children aged 11 – 15 years drink alcohol, and they drink an average of 10.5 units per week.
- Alcohol misuse is associated with 150,000 hospital admissions each year.
- Alcohol-related liver disease is responsible for over 30,000 hospital admissions each year.
- Around one-third of all accident and emergency department attendances are alcohol-related.
- During the course of peak activity on Friday and Saturday, 80% of people who attend Accident and Emergency Units have alcohol related injuries or problems.
- Between 15,000 and 22,000 deaths each year are associated with alcohol misuse.

7.2 National Strategy & Context – Overview

- 7.2.1 Following on from the 1999 White Paper "Saving Lives: Our Healthier Nation" in which the Government stated it would develop a national strategy to tackle alcohol misuse, the Government published the Alcohol Harm Reduction Strategy for England (AHRSE) in 2004. This strategy attempts to co-ordinate health and crime, which are arguably the main areas of alcohol related harm.

- 7.2.2 The strategy outlined four key ways to tackle alcohol related harm, through:

- Improved and better targeted, education and communication
- Better identification and treatment of alcohol problems
- Better co-ordination and enforcement of existing powers against crime and disorder
- Encouraging the industry to continue promoting responsible drinking and to continue to take a role in reducing alcohol related harm.

- 7.2.3 The aim of the national strategy is to prevent any further increase in alcohol related harm. It recognises that the vast majority of people enjoy alcohol without causing harm to themselves or to others and that they can also gain

some health and social benefits from moderate use. However, it is clear that for some people alcohol misuse is a real problem leading to health disorders and disease, crime and anti-social behaviour, loss of productivity in the workplace, and problems for those who misuse alcohol and their families (including domestic violence).

- 7.2.4 Two patterns of drinking are identified as particularly likely to raise the risk of harm - binge drinking and chronic drinking. Binge-drinkers are those who drink to get drunk and are likely to be aged under 25. They are more likely to be men, although women's drinking has been rising fast over the last ten years. Binge drinkers are at increased risk of accidents and alcohol poisoning. Men in particular are more likely both to be a victim of violence and to commit violent offences. There can also be a greater risk of sexual assault. The impacts on society are visible in, for example, high levels of attendance at A&E related to alcohol.
- 7.2.5 Chronic drinkers are more likely to be aged over 30 and around two-thirds are men. They are at increased risk of a variety of health harms such as cirrhosis of the liver (which has nearly doubled in the last 10 years), cancer, haemorrhagic stroke, premature death and suicide. They are also more likely to commit the offences of domestic violence and drink-driving.
- 7.2.6 The strategy is intended to provide a strong base for where Government should intervene and lead, whilst recognising that responsibility for alcohol misuse cannot rest with Government alone. The approach relies on creating a partnership at both national and local levels between government, the drinks industry, health and police services, and individuals and communities to tackle alcohol misuse.
- 7.2.7 It includes a series of measures aimed at achieving a long term change in attitudes to irresponsible drinking and behaviour, including:
- making the "sensible drinking" message easier to understand and apply;
 - targeting messages at those most at risk;
 - providing better information for consumers, both on products and at the point of sale;
 - providing alcohol education in schools that can change attitudes and behaviour;
 - providing more support and advice for employers; and
 - reviewing the code of practice for TV advertising to ensure that it does not target young drinkers or glamorise irresponsible behaviour.
- 7.2.8 The strategy proposes a number of measures to improve early identification and treatment of alcohol problems including:
- improved training of staff to increase awareness of likely signs of alcohol misuse;
 - piloting schemes to find out whether earlier identification and treatment of those with alcohol problems can improve health and lead to longer-term savings; and

- better help for the most vulnerable – such as homeless people, drug addicts, the mentally ill, and young people – who often have multiple problems and need clear pathways for treatment from a variety of sources.

7.2.9 It also proposes a series of measures to address the problems of town and city centres that are blighted by alcohol misuse, and for closer working with the alcohol industry (manufacturers, retailers, pubs and clubs).

8. FINDINGS

8.1 The evidence gathering process included both written and verbal evidence being considered by Members. Meetings took the form of witnesses attending to present their views, followed by a question and answer/debate period. Outlined below are the key findings from this enquiry:-

8.2 The Elected Mayor

8.2.1 During consultation with the Mayor of Hartlepool, the Mayor indicated that as Chair of the Safer Hartlepool Partnership, one of the key objectives of the Partnership will be to tackle alcohol abuse and develop a local alcohol strategy. The strategy would co-ordinate action on alcohol abuse in Hartlepool and would be delivered in conjunction with other theme partnerships such as the Health & Care Strategy Group. Members of the Scrutiny Forum welcomed this initiative and expressed support for the Mayors lead in this regard.

8.3 Acute Trust

8.3.1 North Tees and Hartlepool Acute Trust indicated that Alcohol Abuse causes enormous problems for the Accident and Emergency Department, and this is in line with national trends. Problems identified included, patients who are physically and verbally abusive to staff and on Thursday, Friday and Saturday night 90% of patients presenting have alcohol related illnesses.

8.3.2 The Trust does not code expenditure on treating alcohol related problems and therefore it is difficult to ascertain the monetary cost of alcohol abuse.

8.3.3 The Trust appeared dissatisfied with arrangements for identifying alcohol problems in A&E and indicated disappointment in the fact that the Primary Alcohol and Drugs Service (PADS) had been withdrawn by Hartlepool Drug Action Team (DAT). However, it should be noted both that this service is in operation under the Trust, and that Hartlepool DAT withdrew this service in order to replace it with a more over-arching programme of support.

8.3.4 The Trust works with key partners through Hartlepool Violence in the Town Centre Partnership and indicated that improvements could be made if data was shared across the partnership.

8.4 Cleveland Police

- 8.4.1 The Police stated that violent crime in Hartlepool is rising and is a major concern for the Police. Violent crime, including domestic violence, accounts for the largest proportion of overall crime (21%). Over 1000 offences of violence were recorded in the last six month period of review – 515 offences were flagged 'committed under the influence (44%) A further 168 offences were flagged 'at licensed premises'. This indicates increasing trends but in mitigation, might suggest better use of the markers.
- 8.4.2 Local Hotspots have been identified consistently as the town centre which represents the largest percentage of overall crime and disorder in Hartlepool. The incidents of violence are heavily weighted towards the weekend – Friday, Saturday and Sunday with peak times of between 2300hrs and 0300hrs. The significant age group is 13 to 25 years old individuals. Of 990 victims, 51% were male – 49% were female.
- 8.4.3 Alcohol related vehicle collisions have risen to 8 in the last reporting period (Oct 04 – March 05). Hartlepool was the only district of the four in Cleveland to report an increase. However, the number of incidents of this nature has remained relatively constant historically.
- 8.4.4 Underage drinking is transient with young people frequenting open spaces across the borough – Throston, Seaton Carew, Headland, Summerhill, Fens, Rossmere Park are amongst the most popular destinations. Local Statistics are:

⇒ Locally, available details for the first quarter of 2004 (April to June 04) the following numbers of incidents were recorded;

Violence in connection with licensed premises:

Middlesbrough – 132

Stockton – 91

Hartlepool – 79

Redcar and Cleveland – 63

Violence committed under the influence of an intoxicating substance:

Middlesbrough – 324

Stockton – 255

Hartlepool – 203

Redcar and Cleveland – 189

- 8.4.5 Whilst the Police indicated that there is multi agency collaboration in terms of licensed premises visits, enforcement and education, and, acknowledged that stakeholders are more open and receptive to joint working and collaboration, concern was expressed that the majority of actions thus far, in respect of alcohol misuse have been conducted in isolation and determined by respective agencies agendas

8.5 Community Safety

8.5.1 During the evidence gathering session, Members of the forum were informed that the Safer Hartlepool Partnership Strategy for 2005-2008 had prioritised:

- Anti-Social Behaviour including under-age drinking – Straightline project which was a health intervention project
- Violence in town centre associated with alcohol and binge drinking.

8.5.2 The Forum also received information about the impact of Alcohol Abuse on Community Safety. Given the social acceptance of Alcohol, compared with other drugs it was regarded as potentially a greater threat.

8.6 Licensees Association

8.6.1 The aim of the Licensees Association was identified as being to promote Hartlepool as a safe place for employees as well as patrons. The Forum heard that the Association regularly promoted messages about safe drinking and as a group attempt to tackle issues such as, serving under-age drinkers.

8.6.2 In relation to Alcohol Abuse, the Licensees Association expressed concern at the increasing number of cut-price drinks promotions in the Town and considered that they did not promote a safe and/or healthy drinking message to patrons.

8.6.3 Furthermore, the Association expressed concern at the growing trend among young women and alcohol abuse. This was re-iterated by Members of the Forum.

8.7 Youth Service

8.7.1 During consultation with the Youth Service the Forum was able to access vital information in relation to young people and their views on alcohol. The findings presented were extremely valuable to this investigation as it identified that even with alternate choices, 70% of young people (in Hartlepool) would still choose to drink alcohol. Trends in young peoples' use of alcohol mirrored that of the culture in which they lived. Adults significantly influence the behaviour of young people, and it was established that alcohol is embedded in youth culture and therefore responses to alcohol abuse need to be sophisticated and appropriately targeted.

8.8 HARTLEPOOL PCT

8.8.1 The Forum received input from the PCT in relation to alcohol misuse and young people. The areas included were the AHRSE Strategy, Local Services/Support, Sensible Drinking Guidelines and Identification and Treatment.

- 8.8.2 Members heard about local initiatives including the straight-line project which is being run as a pilot project in partnership with various organisations including Hartlepool Community Safety Partnership, Hartlepool Police Anti-Social Behaviour Unit, health Development Team and the Youth Offending Service. Members were pleased to note the partnership working however the Forum expressed concern that PCTs were not measured on the work that they do in relation to alcohol.

8.9 Trading Standards

- 8.9.1 Members received information about the role of trading standards in tackling Alcohol Abuse. The potentially serious health and safety implications of underage alcohol sales and the inevitable link with anti-social behaviour meant that the illegal sale of alcohol to minors is considered a high priority area for the trading standards team.
- 8.9.2 The trading standards team arranges and conducts test-purchasing operations. The Forum was informed that such operations require child volunteers to enter retail premises and attempt to purchase alcohol and this must be conducted with the children's safety in mind. There are strict Home Office guidelines regarding working with children which must be adhered to.
- 8.9.3 Over the past three years nearly two hundred test purchase attempts have been made of which nearly ten percent resulted in an illegal sale of alcohol to a child.
- 8.9.4 Members expressed concern about the difficulty retailers must be faced with when determining the age of a young person. However, equally Members expressed significant concerns about rogue traders who knowingly sell alcohol to underage persons.

8.10 Sunderland PCT – on 'Sunderland's Alcohol Strategy' & Best Practice

- 8.10.1 In order to develop robust recommendations Members were keen to hear from the Alcohol & Substance Misuse Co-ordinator from Sunderland PCT about their experience of developing an alcohol strategy and lessons that could be learnt.
- 8.10.2 Throughout the evidence gathering session Members were informed of the need to ensure investment was made into the partnerships to ensure that it was fully equipped to both develop and effectively implement the strategy. Members also noted the blueprint model as a possible strategy to incorporate into Hartlepool's Alcohol strategy.
- 8.10.3 Key Issues that emerged as central to developing an effective strategy were identified as:

- ⇒ A Lead Officer must be appointed to ensure the strategy is developed, implemented, and accounted for.
- ⇒ The strategy must focus on control, treatment and prevention.
- ⇒ Funding for developing and supporting an alcohol strategy should be sought from the Health Sector.

9. Alcohol Abuse & Young People

- 9.1 The Forum noted that Alcohol is the most common drug used by young people. Regular consumption of alcohol often starts early on, with 89% of children admitting to having had their first alcoholic drink by 13 years of age. Alcohol abuse among young people can often be linked to poor school achievement, unsociable behaviour, truancy, unemployment, problems with relationships and delinquency.
- 9.2 However Members of the Forum also noted that the true extent of alcohol abuse among young people is difficult to measure. Many of the surveys conducted target school children, leaving out those children absent from school for reasons such as truancy or exclusion – a sample of young people who are particularly at risk of becoming involved with alcohol and or drugs.
- 9.3 One aspect of Alcohol Abuse that the Forum recognised as a key problem was the harm to children/young people as a consequence of heavy drinkers. For instance, the AHRSE Strategy states that:
- Between 780,000 and 1.3 million children are affected by parental alcohol problems
 - Heavy parental drinking has been identified as a factor in more than half of Child Protection Cases.
 - Children of heavy/problem drinking parents have higher rates of anxiety, depression, relationship problems, and, in households where there is conflict and disruption, are more likely to develop risky drinking habits themselves. Furthermore children may become young carers for problem drinking parents and may experience isolation.
 - By age 15 young people with problem drinking parent(s) have between 2.2 and 3.9 times higher rates of psychiatric disorder as well as higher rates of social dysfunction.
- 9.4 Whilst Members noted the impact problem drinking parents have on young people the Forum regarded lifestyle as a personal factor to every family, culture and community. The Forum further considered that the move towards 24 hour licensing would need to be heavily monitored to safeguard the interests of young people and the wider community.

10. CONCLUSIONS & RECOMMENDATIONS

- 10.1 During its investigation the Forum found that alcohol misuse is an increasing problem which has a lower profile than other substances liable to misuse. This

report draws together evidence from a wide range of sources and reflects the issues of concern for Hartlepool.

10.2 The Forum welcomes the Elected Mayor's steps towards developing a local Alcohol Strategy for Hartlepool.

10.3 The Scrutiny Forum recommend that the Mayor in his position as Chair of the Safer Hartlepool Partnership takes forward the key issues outlined below for integration into the alcohol strategy, in the immediate future to ensure that the strategy is appropriately targeted, effective and successful.

- That the Council leads (via the Mayor) in developing the alcohol strategy and ensures that all key stakeholders are engaged in the process, including license holders.
- That alcohol abuse prevention is given a high priority locally and that there is improved co-ordination of local support services to tackle the issue of Alcohol Abuse.
- That a Lead Officer is appointed to develop the Alcohol strategy, and that funding for this appointment is sought externally via the Health Sector.
- That the Blueprint Model be assessed for possible use within the Alcohol Strategy.
- That specific measures are introduced within the Alcohol Strategy to tackle the growing trend amongst young women and alcohol abuse
- That the Executive actively promotes local support services for people with Alcohol Problems.
- That the Scrutiny Forum receives regular updates on progress in relation to developing an alcohol strategy.

11. ACKNOWLEDGEMENTS

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

Elected Mayor;

Richard Sewell - Hartlepool Licensees Association

Representatives from Hartlepool PCT,

Peter Carlin Page - Sunderland PCT,

Tim Blades, Acting Superintendent Operations - Cleveland Police

All Representatives from Council Departments.

**COUNCILLOR HARRY CLOUTH
CHAIR OF ADULT AND COMMUNITY SERVICES AND HEALTH SCRUTINY
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October 2005

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BACKGROUND PAPERS

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

- (i) Report of Scrutiny Support Officer entitled 'Alcohol Abuse – Progress Report held on 19th April 2005.
- (ii) Minutes of the Health and Social Care Scrutiny Forum meeting held on 28th June 2005.
- (iii) Minutes of the Adult and Community Services and Health Scrutiny Forum meeting held on the 23rd August 2005.