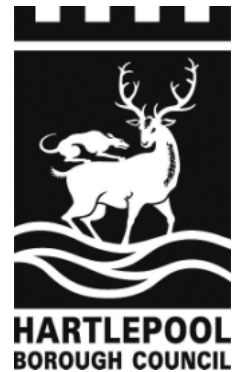


# **SCRUTINY CO-ORDINATING COMMITTEE AGENDA**



**Friday, 23 April 2010**

**at 2.00 p.m.**

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

## **SCRUTINY CO-ORDINATING COMMITTEE:**

Councillors C. Akers-Belcher, S Akers-Belcher, Barker, Brash, James, London, A Marshall, J. Marshall, McKenna, Preece, Richardson, Rogan, Shaw, Simmons, Wright and Young

Resident Representatives: Evelyn Leck, Iris Ryder and Linda Shields

### **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 16 April *(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**

No Items.

## **6. FORWARD PLAN**

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

No items.

## **8. CONSIDERATION OF FINANCIAL MONITORING / CORPORATE REPORTS**

No items.

## **9. ITEMS FOR DISCUSSION**

### **Scrutiny Final Reports**

- 9.1 Final Report – Targeted and Detached Youth Work – *Chair of the Children's Services Scrutiny Forum*
- 9.2 Final Report – Hartlepool's Incubator Business System – *Chair of Regeneration and Planning Services Scrutiny Forum*
- 9.3 Final Report – Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas – Covering Report – *Chair of Neighbourhood Services Scrutiny Forum*
- 9.4 Final Report – Climate Change and Carbon Management – *Chair of the Adult and Community Services Scrutiny Forum*
- 9.5 Final Report – Putting People First – The Delivery of Personalised Adult Social Care Services – *Chair of the Adult and Community Services Scrutiny Forum*
- 9.6 Final Reports – Suspension of Greatham Clinic and Alcohol Abuse – Prevention and Treatment – Covering Report - *Chair of the Health Scrutiny Forum*
- 9.7 Draft Interim Report – Child Poverty and Financial Inclusion - *Chair of the Scrutiny Co-ordinating Committee*

### **Scrutiny Progress Reports**

- 9.8 Scrutiny Forums – Progress Reports:-
  - (a) Adult and Community Services Scrutiny Forum – *Chair of the Adult and Community Services Scrutiny Forum;*
  - (b) Children's Services Scrutiny Forum – *Chair of the Children's Services Scrutiny Forum;*

- (c) Health Scrutiny Forum - *Chair of the Health Scrutiny Forum*
  - (d) Neighbourhood Services Scrutiny Forum – *Chair of Neighbourhood Services Scrutiny Forum;*
  - (e) Regeneration and Planning Services Scrutiny Forum – *Chair of Regeneration and Planning Services Scrutiny Forum;* and
  - (f) Scrutiny Co-ordinating Committee – *Chair of Scrutiny Co-ordinating Committee.*
- 9.9 Dedicated Overview and Scrutiny Budget – 2009/10 Outturn – *Scrutiny Manager*
- 9.10 Draft Overview and Scrutiny Annual Report for 2009/10 – Scrutiny Manager (*To Follow*)

**10. CALL-IN REQUESTS**

**11. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT**



# **CHILDREN'S SERVICES SCRUTINY FORUM**

## **FINAL REPORT TARGETED AND DETACHED YOUTH WORK PROVISION IN HARTLEPOOL**

April 2010



## SCRUTINY CO-ORDINATING COMMITTEE

23 April 2010



**Report of:** Children's Services Scrutiny Forum

**Subject:** FINAL REPORT – TARGETED AND DETACHED YOUTH WORK PROVISION IN HARTLEPOOL

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### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the findings and recommendations of the Children's Services Scrutiny Forum following its investigation into 'Targeted and Detached Youth Work'.

### 2. SETTING THE SCENE

- 2.1 At the meeting of the Children's Services Scrutiny Forum of 17 August 2009, Members determined their Work Programme for the 2009/10 Municipal Year.
- 2.2 In identifying a topic, the Forum noted that there are four distinct areas of work within the provision of youth services in Hartlepool:-
- (i) Generic Building Based Youth Work (for example; developmental and recreational facilities for young people);
  - (ii) Participation Youth Work (to help young people to be involved in the decision-making processes);
  - (iii) Targeted Youth Work (to provide early intervention to support young people at risk); and
  - (iii) Detached and Mobile Youth Work (to ensure greater access to different groups of young people, engaging with young people where they meet and congregate).
- 2.3 Attention was also drawn to the wide variety of targets and initiatives attached to the provision of all local government services and in particular the impact of the 'Youth Matters: Next Steps' document, in March 2006. The

Forum recognised the provision of an excellent Youth Service to be central to the delivery of the outcomes of 'Youth Matters' in Hartlepool. They were however, eager to see that despite the target driven nature of service delivery; equal (if not greater) emphasis is placed upon the provision of services that actually / realistically meet the needs of the town's young people.

- 2.4 On the basis of these concerns, whilst Members acknowledged the breadth of activities incumbent in the provision of youth services in Hartlepool, the Forum was of the view that its investigation for 2009/10 should focus on the exploration of 'targeted and detached' youth work.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

- 3.1 The overall aim of the Scrutiny investigation was to gain an understanding of targeted and detached youth support work delivered by Hartlepool Borough Council's Youth Service and the collaborative requirements of this approach.

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

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

- (a) To gain an understanding of Detached Youth Work and how it is delivered in Hartlepool;
- (b) To gain an understanding of Targeted Youth Work and how it is delivered in Hartlepool;
- (c) To evaluate the success of Detached and Targeted Youth Work in comparison to local and national baselines / targets;
- (d) To assess the recruitment and retention of staff employed to deliver the Detached and Targeted Youth Work programmes; and
- (e) To examine the delivery of Detached and Targeted Youth Work through partner organisations and organisations in the voluntary sector.

### **5. METHODS OF INVESTIGATION**

- 5.1 Members of the Children's Services Scrutiny Forum met formally between the 10 September 2009 and the 30 March 2010 to receive evidence relating the provision of targeted and detached youth work in Hartlepool. A detailed report of the issues raised during this meeting is available from the Council's Democratic Services.

- 5.2 A brief summary of the methods of investigation are outlined over the page:-

- (a) Evidence from the Authority's Cabinet Member with Portfolio Holder for Children's Services;
- (b) Detailed reports, supplemented by verbal evidence, from appropriate officers in the Child and Adult Services Department;
- (c) Evidence from the Team Around the Secondary School (TASS) (multi-agency approach, including the Youth Offending Service, Anti Social Behaviour Unit, Connexions, Family Intervention Programme (FIP), Barnardos etc);
- (d) Site visits to observe the youth bus, and targeted / detached youth workers, in action;
- (e) Evidence from young people who utilise targeted and detached youth services, including those from minority communities of interest or heritage; and
- (f) The views of local residents.

## **6. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM**

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

Councillors Aiken, C. Akers-Belcher, Coward, Fleet, Griffin, London, Preece, Shaw and Simmons.

Co-opted Members: David Relton and Tracey Priestman.

Resident Representatives: Joan Steel and Sally Vokes

Young People's Representatives: Michael Burford, David Clark, Karen Forcer, Arran Frame, Chris Lund and Rebecca Richards.

## **FINDINGS**

### **7. BACKGROUND TO THE DELIVERY OF YOUTH SERVICES**

- 7.1 In exploring the basis for the provision of Youth Services, Members gained an understanding of the requirements within the Education Act 1996 (section 507B) for the local authority to 'so far as is reasonably practicable' secure for young people access to:-
- i) Sufficient educational leisure time activities; and
  - ii) Sufficient recreational leisure time activities for the improvement of their well-being, and sufficient facilities for such activities.

\*Educational activities – activities for the improvement of young peoples personal and social development, delivered using youth work methods and approaches.

\*Recreational activities – these include sports and physical activities as well as cultural and performing.

7.2 The local authority also has a duty to:-

- i) support the participation of young people at risk of negative outcomes;
- ii) publicise the positive activities available and keep up to date;
- iii) secure the views of young people on existing provision and their access to it; and
- iv) undertake a needs assessment and incorporate in to the wider planning process of the Children's Trust.

7.3 Members noted with interest that these duties had informed the development and delivery of youth services as we know them today, through the four areas identified in Section 2.2 above. The distinctive nature of the various features of the service was acknowledged by the Forum, and Members support expresses for:-

- i) the voluntary association between young people and youth workers (the basis for the good relationship that exists);
- ii) young people's active involvement in different features if decision making;
- iii) the use of informal education and activity as the main methods of delivery, where needs are identified and outcomes achieved; and; and
- iv) a flexible and responsive approach to the way youth work is provided.

## **8. DELIVERY OF DETACHED AND TARGETED YOUTH WORK IN HARTELPOL**

8.1 Throughout its investigation, the Children's Services Scrutiny Forum welcomed evidence from a variety of sources and obtained a clear understanding of all aspects of the provision (and performance) of detached and targeted youth provision in Hartlepool.

### **Detached / Mobile Youth Work**

8.2 The Forum, at its meeting on the 12 January 2010, received evidence from the Child and Adults Services Department on the provision of detached youth work in Hartlepool. In gaining a clear appreciation of 'what' and 'how' services are provided, Members welcomed receipt of:-

- i) a clear definition of what detached youth work as "a process where local groups of young people are helped to clarify and assess their needs and objectives, and take action to attempt to meet them"; and

## ii) details of the key features of detached work:

- Youth staff often work with young people who find themselves unable or unwilling to relate to existing provision. They may lack skills or confidence; alternatively, they may not see the provision as relevant to them;
- Detached staff work primarily with young people on their own terms – on their “patch”. Such work requires careful negotiation, since it is young people's space that youth workers are entering;
- Workers accept young people “as they are” and this is the starting point for the development of trust and relationships; and
- As a result, detached work has the capacity to engage some of the most vulnerable and hard to reach young people.

## iii) Clarification of the types of work carried out:

- knife crime, Rossmere statepark;
- development, shoe box Christmas appeal, endangered species project;
- Residential activities by number and by area;
- Other activities provided utilising local authority facilities where possible:-
  - High Ropes Course (30 young people)
  - Archery (30 young people)
  - Ten Pin Bowling (28 young people)
  - Quad Biking (20 young people)

## Young People Participating in Various Activities



iv) Clarification of issues raised during sessions with young people:

- **Top 6 issues** raised (Alcohol, Education, Relationships, Sexual Health, School issues and Employment); and
- **Bottom 6 issues** raised (Asylum, Suicide, Isolation, HIV/Aids, Refugees and Neglect).

8.3 Members noted with interest the service outturns for 2008/09 relating to the provision of detached and mobile services. (See Table 1 – over the page)

**Table 1** (Detached / Mobile Youth Support figures from April 2009 to December 2009)

<b>All Different Young People</b>	<b>Detached &amp; Mobile</b>	
Contacts	639	
Participants	330	
Recorded Outcomes	64	
Accredited Outcomes	14	
	<b>Detached</b>	<b>Mobile</b>
Minimum Attendance	7	4
Maximum Attendance	30	18
Average Attendance	15	10

8.4 Members were impressed to see that detached / mobile youth workers had contacted 859 individual young people. In addition to this, evidence provided showed that services compared favourably with local authority building based provision in respect of the total number of different young people reached overall. Whilst it was recognised that the very nature of the way in which detached / mobile services are provided limits the number of young people that can be worked with, Members felt that this was balanced by the potential vulnerability of the young people involved.



Hartlepool's Youth Bus



Young People Undertaking Activities inside the Youth Bus

- 8.5 Considering the distribution of mobile and detached service, attention had been particularly drawn to the Dyke House Ward and concern expressed regarding the absence of detached and mobile services in this area. Members were, however, delighted to find that a solution to this issue had been identified with dedicated youth provision to be scheduled for the Dyke House area as part of the Wharton Trust's successful bid to the Youth Capital Fund Plus Programme.
- 8.6 The Forum expressed full support for the Wharton's Trust bid and from the evidence provided supported the view that current detached youth provision is good. It was, however, evident to the Forum that any reduction in funding available for youth services would result in a decline in the activities provided. This being particularly relevant given the likelihood of future funding restrictions in the current economic climate.
- 8.7 In light of these concerns, the Forum highlighted the importance of exploring alternative ways of ensuring the provision of sustainable youth provision. Suggestions from Members for this being:-
- i) Based on those areas currently lacking youth service provision, a strategy should be developed to identify the 'next steps' and key recommendations necessary to put in place long term proposals to maintain sustainable services provision; and

- ii) Exploration of ways in which projects can be co-ordinated externally, as well as in-house, and maintained in the community in the event that funding should cease.

8.8 The importance of ensuring continuity of service provision across the town, an in particular in areas of multiple deprivation, was further supported by Members given the link between lack of youth service provision and crime. Emphasis was also placed on the importance of:-

- i) Preventative services not being seen as the easy answer to budget cuts given the pressure this can place on specialist services in later life when young people's needs are not met at the 'soft end' of service provision; and
- ii) Young people being involved in the location / shape of services and preparation of grant applications.

### Targeted Youth Work

8.9 The Forum, at its meeting on the 23 February 2010, received evidence from the Child and Adults Services Department on the provision of targeted youth work in Hartlepool. The Forum was interested to learn that:-

- i) Targeted youth work is aimed at **young people who are at risk of not achieving their full potential** for whatever reason;
- ii) **Early intervention** is best, wherever possible, so minimising the risk. Often risks involve more than one issue, and so services need to work in an **integrated way** for best results; and
- iii) Very often, such individuals or groups are **under-represented** in general youth work provision for a variety of reasons, and this can require **specific provision** to meet their needs.

8.10 Looking at figures for the number of young people participating in targeted youth activities, Members noted with interest the increase in overall involvement figures from 402 in 2008/09 to 902 in 2009/10. Members were impressed with the work undertaken to achieve this increase, including:-

- i) A more robust management information system;
- ii) A full years partnership with Dyke House School;
- iii) Larger numbers of referrals to Rossmere Indusion Project from English Martyrs School; and
- iv) New projects including Salaam girls work, international work, Lesbian Gay Bisexual Transgender Youth, Hartlepool On Track Project and developments around Tackling Teenage Pregnancy (including work at Catcote).

8.11 Details of take up figures for 2009/10 in relation to each of the service areas contribution to the delivery of targeted youth services in Hartlepool are outlined in Table 2, over the page.

**Table 2** (Targeted Youth Support figures from April 2009 to February 2010)

<b>Project</b>	<b>Contacts</b>	<b>Participants</b>	<b>Total</b>
Deaf Youth Club	0	4	4
HOT (Hartlepool On Track)	116	3	119
International Work	12	17	29
Johnny Bus	371	52	423
Rossmere Social Inclusion Team	56	28	84
Salaam Girls Work	0	7	7
Sex Ed Spring Board	8	0	8
Sex Ed St Hild's	8	0	8
Social Inclusion Team Throston - April	9	50	59
Social Inclusion Team Rossmere - Autumn	81	27	108
Teenage Pregnancy	8	3	11
Teenage Pregnancy Catcote	9	3	12
Teenage Pregnancy Rossmere	22	0	22
Lesbian Gay Bisexual Transgender Youth	0	8	8
<b>Total</b>	<b>700</b>	<b>202</b>	<b>902</b>

- 8.12 Taking into consideration the views already expressed by the Forum on the development of innovative services for the future, Members were impressed with the complimentary work being undertaken around the 'Team Around the Secondary School' (TASS), 'Team Around the Primary School' (TAPS) and Team Around Children Centre's (TACC's).
- 8.13 On the basis of the benefits outlined below, the Forum acknowledged the importance of working with schools and other organisations as partners:-
- i) Early intervention assists in the prevention of more complex issues arising from occurring;
  - ii) As a group, services become more flexible in being able to get the right services to young people at the right time;
  - iii) It enables a better focus on the process of identifying young people who may need additional support; and

- iv) Young people are already benefitting from clearer referral routes, early intervention, and easier access to services at appropriate times, and nominated lead professionals who engage more effectively with parents.
- 8.14 The Forum noted that the Youth Service provides a considerable amount of qualification training in the town, and is frequently used as placements for NVQ, Foundation Degree and degree/masters levels. In addition to this, Members were delighted to discover that many youth members come through the 'ranks' to be volunteers and that this helps build partnerships, relationships and levels of understanding with Third Sector providers, who frequently benefit from staff who had used these processes.
- 8.15 The Forum was exceptionally proud of the in-house recruitment and promotion process in place through the youth service. However, concern was expressed regarding the reduction in staff over the past year, when the number of people wanting to use the service had grown so rapidly. In light of this, the Forum felt that questions needed to be asked around the issue of staff recruitment and retention, as outlined in greater detail in Section 17 of this report.
- 8.16 Looking more specifically at the services provided, Members welcomed the support given to teenage mothers in the town, and highlighted the importance of young mothers not becoming isolated from their peers or feeling like they have failed because of the effort being made in other areas to reduce the number of teenage pregnancies overall. Referring back to the development of in-house youth volunteers, officers were commended on encouraging those who had been through the support group in the past to advise new mums of the major changes that were going to take place in their lives. The success of one such young mum was welcomed as she was now working towards her NVQ2 award through this work.

### **Recruitment and Retention of Staff**

- 8.17 During the course of discussions, Members became concerned about a reduction in staff in post over the last year when the number of young people wanting to become involved with the services had grown so rapidly (as shown in Sections 8.3 and 8.11 of this report).
- 8.18 Evidence provided at the meeting of the Forum held on the 23 February 2010, (as shown in Table 3 – over the page) clarified the situation for the Forum, confirming that:
- i) Whilst the average length of service was still quite good, at over five and half years, the number of staff had fallen between 2008 and 2009 to 11 full-time and 50 part-time; and
  - ii) The majority of staff are part-time (73 part-time as opposed to 10 full-time). However, many staff do move from part-time to full-time posts within the youth sector on the back of their part-time qualifications.

**Table 3** - Staffing Figures for 2008/09.

Details	Full Time	Part Time	Total
No.of staff at 01.04.08	12	61	73
No.of staff at 31.03.09	11	50	61
No.of leavers during 2008/9	1	11	12
No.of New Starters during 2008/9	2	8	10
Average length of service (Years)	5.25	5.69	5.62

8.19 Members queried the make-up of the youth service workforce (the split between part and full time staff) and noted with interest the issues that impact on the recruitment and retention of staff within the service:-

- i) The level of part-time staff creates issues in terms of the level of training required for a small amount of hours worked. Most part time staff tend to be local people.

Whilst Members were disappointed to hear that research suggests that job mobility in the youth support sector is generally high, it was encouraging to find that most part-time workers move onto other local posts so skills are not lost to the town or sector. This almost serves as a capacity building function within the town.

- ii) The need for a majority of staff to be part time is illustrated by the number of projects the youth service runs (over 40). This would equate to 24 full time equivalent staff which would not staff 40 projects (the majority being at evenings and weekends).
- iii) Although the majority of posts are part time, working conditions and standards in terms of commitment are the same for all staff.
- iv) As turnover is a factor in recruitment and retention, systems have been changed from a central function and devolved to individual senior workers, who fulfil all of the procedural requirements – monitoring of vacancies, ‘thawing’ etc. This ensures that staff keep on top of their vacancies and replace staff as quickly as possible.
- v) As to why people leave this can be for a wide variety of reasons from work, family issues to career progression. The service monitors reasons for leaving and almost all people leaving the service are happy in it and it is the other reasons mentioned that are quoted. In some cases substantive posts have been developed within the service to maximise potential.

- 8.20 Members emphasised the importance of the youth service as an area where the Council can dramatically change the lives of young people and it was essential that the appropriate resources were there to meet that need. As such, Members directly queried whether the youth service is under resourced and were advised that a new management information system had been introduced. It was noted that this had given a more accurate reflection of the numbers involved which might not have been picked up in the past and as such a simple 'yes' or 'no' was not possible. In addition to this there was also more service provision on a weekend.

### **Delivery of Services through Partner Organisations and Other Voluntary Sector Organisations**

- 8.21 As part of the Forum's investigation into the provision of targeted and detached youth work services, evidence was received from a variety of partner organisations and groups. Particular attention was drawn to the activities of the Fast Team, a representative from which gave a detailed presentation to Members on the 12 January 2010.
- 8.22 Members were very interested in the partnership working undertaken between the Council and the Fast Team, with funding support for small projects. The Forum explored the remit of the Fast Team in,
- “targeting all age groups, focusing on early intervention with a view to reducing future problems and reducing serious intervention in the future. Support is also provided to entire family units, which has resulted in significant successes”.
- 8.23 Members voiced support for the work of the Fast Team, in particular the benefits of identifying areas of prevalent anti-social behaviour in consultation with community police teams, targeting support to those areas and ensuring sustainable support for the future. With further attention drawn to links with the Crime Action Plan, concern was expressed by the Forum as to the difficulty of maintaining positive relationships / trust with young people whilst working with enforcement agencies. These concerns were shared by those young people present during the course of the investigation, with emphasis placed upon the importance of Youth Workers in providing young people with appropriate advice and support to deal with difficult situations.
- 8.24 Taking into consideration the issues raised in Section 8.23, the Forum was supportive of the development of working and communication routes between young people, the police and other agencies. On this basis, the Forum suggested that suggested that informal 'get-together's' should be arranged between the PCSOs and young people (facilitated by the Youth Service) to enable both sides to come to a better understand each other.



## 9. EVALUATION OF SERVICE PROVISION

- 9.1 A key part of the Forum's investigation was the completion of an evaluation of the effectiveness of targeted and detached youth services. In doing this, evidence was received by the Forum from Members (following site visits), the Children's Services Portfolio Holder and service users.

### Evidence from Site Visits

- 9.2 Detached / Mobile Youth Services – Between the 17 November 2009 and the 21 December 2009, a number of visits were undertaken by Members of the Children's Services Scrutiny Forum to observe detached / mobile youth work in action. Visits were undertaken to the youth bus at King Oswy Drive and Mill House. Members also, went out with detached youth workers in the Town Centre. During the course of discussions with staff and service users evidence was gathered as is shown in **Appendix B**.

- 9.3 Key point raised were:-

- i) Attention was drawn to the need for the provision of a bigger bus to accommodate all of those young people who wish to utilise mobile services. Members were supportive of this suggestion, however, it was recognised that there would be financial implications attached to this. As a solution, Members were keen to see feasibility of the introduction of a bigger bus as part of an integrated youth structure. It was felt that this would tie in well with increased emphasis on partnership working across the youth service, with an arrangement with partner organisations (e.g. Youth Justice, Connexions, NHS Organisations) to be explored for shared use the bus when it is not being used on an evening by Mobile Youth Workers; and

Young People Undertaking Activities outside the Youth Bus



- ii) Members thanked the Youth Workers and the young people for the warm welcome they received when undertaking the visits.
- 9.4 Targeted Youth Services – Between the 25 January 2010 and 12 February 2010, a number of visits were undertaken by Members of the Children's Services Scrutiny Forum to observe targeted youth work in action. During the course of discussions with staff and service users Members were

impressed to find that feedback was exceptionally positive and noted that for many their involvement with the youth service had transformed their lives.

### **Evidence from Young People / Service Users**

9.5 In order to effectively reflect the quality and value of youth service provision in Hartlepool, in addition to the results of the site visits, views were also received from representatives from the Salaam Centre, Lesbian, Gay, Bi-sexual and Transgender Group (LGBT), Young Carers Group, Teenage Pregnancy Group and Child Deaf Youth Project at meetings of the Forum held on the 12 January 2010 and 23 February 2010. Comments made were as follows:-

- i) When asked about service their particular groups needed in the future, representatives from:
  - The Young Carers Group, indicated that they would welcome more male carers; and
  - The SOS Group, indicated that it would be helpful to the group and young people in the town if there was a Youth Worker that was LGBT.
- ii) The young people looked forward to attending their groups each week, particularly as they consider them a safe environment. A member of the SOS group for lesbian, gay, bisexual, transgendered young people commented that the group was a great support to them personally and had been the first time they felt 'safe' in the town;
- iii) A young man who attended the deaf group in Hartlepool and Middlesbrough commented that the group had given him the opportunity to become involved in a wide range of activities and was also an opportunity to meet and mix with his deaf friends; and
- iv) Co-opted young people on the Forum, reiterated concerns around young people having no where to go to simply having unstructured 'chill out' spaces. Somewhere they can meet and not be moved on. This ties into comments at Section 8.23 / 8.24; and
- v) The Young Carers commented that their group had a very laid back atmosphere that helped them relax and share their experiences.

9.6 In relation to these comments, it was suggested that the provision of a gay, lesbian or bisexual youth worker could perhaps be achieved through work with Hart Gables although this needed to be explored further. In looking at the gender mix of youth workers, the Forum noted with interest that staffing is predominantly female and learned that the reasoning for this is the level of part-time youth workers. Members noted this and accepted that the lower level of male youth workers is not a significant issue. In relation to the wider issue of recruitment and retention of youth staff, the outcome of further discussions are outlined in Section 8.17 to 8.20.

- 9.7 In considering the evidence provided, Members were of the view that while the services that the council provide will always be governed by money concerns, it would be important to remember the correlation between young people having a poor start in life without support and the rates of anti-social behaviour and offending. It was strongly emphasised by the Forum, that the work done through the Youth Service has a positive influence on young people and if more funding could be found for the excellent services provided the authority would not only be helping the young people involved but society in general.
- 9.8 During the course of discussions, attention had also been drawn to the ways in which youth events are publicised. It was highlighted that most of the information available for young people was either web based, communicated via text or word of mouth or through leaflets (available with details of events such as Youth Opportunity Fund publicity days). Taking this on board, the Forum emphasised the need to ensure information on youth provision was communicated effectively and it was suggested that ways of further advertising in, and on the exterior of, Council buildings should be explored.
- 9.9 The Forum thanked all the young people and the representatives of the groups that had made the effort to attend meetings, and allow Members to visit, and expressed appreciation for their insight into the work undertaken by the Youth Service and the various groups they represent.

### **Evidence from the Portfolio Holder for Children's Services**

- 9.10 As part of the Forum's investigation the Portfolio Holder for Children's Services had been invited to the meeting on the 12 January 2010 to provide evidence in relation to her responsibilities and views on the provision of targeted and detached youth work in Hartlepool.
- 9.11 The Children's Services Portfolio Holder commented on her commitment to support the service, her personal experiences as a retired youth worker, the benefits of residential activities and indicated that the provision of targeted and detached youth work in Hartlepool was invaluable.

## **10. COMPARISON OF SERVICES AGAINST LOCAL AND NATIONAL BASELINES AND TARGETS**

- 10.1 In evaluating the effectiveness of targeted and detached youth services in Hartlepool the Forum was impressed to receive, at its meeting on the 23 February 2010, details of the results of recent inspections by Ofsted and Internal Audit. Members were pleased to see that the result of these recent inspections supported the views they had obtained during the course of their investigation.
- 10.2 Looking at the conclusions of the **Internal Audit Report** (August 2009), Members were delighted to hear that Hartlepool's Youth Service was viewed as exceptional, with a wide range of activities being made available to 13-19

year olds. Members were particularly encouraged by positive comments in relation to work being undertaken in areas such as youth centres and projects. The review commended the authority on the delivery of:-

- i) A mobile unit and detached workers to give a flexible response to meeting young people on their ground;
- ii) A process that makes sure young people have a voice in 'what' and 'how' services are provided, whilst at the same time ensuring that there is support for all young people who may need it; and
- iii) A youth service that is forward thinking in its approach, listens to the views of the young people and makes the service reflect their requirements where possible.

10.3 In relation to the **Ofsted – Integrated Youth Support Service Inspection** (undertaken in September 2009), Members were pleased to see the five areas focused upon and felt that its outcomes and recommendations were particularly relevant given the focus of the investigation. The focus of the inspection being on:

- i) The impact of integrated arrangements on the range and quality of young people's learning and development through participation in youth work and positive activities in the community;
- ii) The effectiveness of targeted youth support;
- iii) The progress made by the local authority and its partners in developing an integrated approach to youth support;
- iv) How well young people are actively involved in shaping decisions and contributing to developments; and
- v) How far integrated support arrangements are contributing to broader strategic priorities for improving outcomes for young people.

10.4 Members considered the outcome of the inspection in detail and took the opportunity to commend officers on the following outcomes / conclusions:-

- i) The impact of integrated arrangements on the range and quality of young people's learning and development, through participation in youth work and positive activities in the community is good;
- ii) Targeted support is good;
- iii) The progress made by the local authority and its partners in developing an integrated approach to youth support is good;
- iv) Young people's active involvement in shaping decisions at a local level is outstanding; and

- v) The contribution of integrated support arrangements to broader strategic priorities for improving outcomes for young people is good.
- 10.5 Full details of the outcomes of Ofsted investigation are outlined in **Appendix A**.
- 10.6 It was apparent to the Forum from the evidence provided throughout the investigation that detached and targeted youth services are being provided well in Hartlepool. However, equally it was recognised that in presenting a balanced view there would always be areas where improvements could be made. On this basis, Members were of the view that the recommendations made by Ofsted for areas of improvement needed to be explored further as part of the delivery of a continually improving youth service. Ofsted's recommendations were as follows:-
- i) The need to continue to review and monitor the detailed working of the TASS;
  - ii) The need to ensure that quality assurance arrangements are sufficient in identifying weaknesses in new and emerging systems;
  - iii) The need to encourage maximum use of school-based sports and community facilities; and
  - iv) The need to consider the usefulness of an area-wide integrated youth support plan.

## 11. CONCLUSIONS

### 11.1 The Children's Services Scrutiny Forum concluded:-

- a) That whilst the provision of detached and targeted youth services was clearly good in Hartlepool, there is a continuing need for the development (and improvement) of youth services to meet the growing needs of Hartlepool's young people;
- b) That in the changing economic climate, continued emphasis needs to be placed upon the role of partner organisations / bodies, and the wider community, in supporting the provision and development (now and in the future) of a service that is sustainable beyond any possible budgetary cuts;
- c) That the identification of Integrated Youth Support will be a core factor in ensuring that all agencies; including the Youth Support Service, Connexions, Youth Offending Team and other providers of youth support; are working in greater partnership to provide services for young people;
- d) That it is **imperative** for the future success of detached and targeted youth services in Hartlepool that young people themselves continue to play an integral part in 'how' and 'what' services are provided;

- e) That the benefits of partnership working in the provision of detached and targeted youth work (and the youth services as a whole) are considerable in ensuring continuity of services and preventing duplication;
- f) That young peoples comments and concerns in relation to the below, need to be noted and explored further:
  - The need for additional resources to enable the provision of extra activities and facilities;
  - The need to ensure that youth service activities are adequately communicated / publicised; and
  - The need to explore ways of improving the relationship between young people, the police and other agencies (helping each side to better understand each others perspective).
- g) That cuts to preventative youth services, as part of future budget processes would be unwise and, should be avoided at a costs given the pressure this will place on specialist services in the longer term, when the needs of young people are not met at the 'soft end' of service provision.

## 12. RECOMMENDATIONS

- 12.1 The Children's Services Scrutiny Forum has taken evidence from the Council's Child and Adult Services Department and Members of the Public to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are as outlined below:
- a) That officers be commended on the provision of detached and targeted youth work in Hartlepool;
  - b) That the provision of a larger youth bus on a shared (time) basis with partner organisations / bodies be explored (e.g. the PCT);
  - c) That there is no 'one size fits all' method of providing services and as such, consideration needs to be given to how services can be provided for young people that simply wish to 'chill out' with friends in an environment where they are not moved on by other agencies;
  - d) That as a means of developing the working relationship and routes of communication between young people, the police and other agencies, the introduction of informal 'get-together's' to enable both sides to come to a better understand each other be explored;



- e) That in the changing economic climate, ways be explored to encourage partner organisations / bodies and the wider community to support the provision and development of services that are sustainable beyond any possible budgetary cuts; and
- f) That ways of improving the advertising of youth services be explored further, including the use of advertising space in and on Council property or buildings.

### 13. ACKNOWLEDGEMENTS

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

Hartlepool Borough Council:-

Peter Davies, Principal Youth Officer;  
 Steve Sproston, Senior Youth Worker;  
 Andrew Hebron, Youth Worker;  
 Beth Storey, Youth Development Officer / Operations Manager;  
 Sue Johnson, Assistant Director, Child and Adult Services;  
 Teresa Driver, Team Leader; and  
 Linda Wood, Team Leader.

External Representatives:-

Leigh Caine, Barnardos (The Fast Team)  
 Anita Duffy (Child Deaf Youth Project);  
 Sam Minton (Salaam Centre);  
 Tammy Countnell (Teenage Pregnancy Group);  
 Sarah McCluskey, Lesbian, Gay, Bi-sexual and Transgender Group (LGBT).  
 Young People / Service Users:

- Samaira Hussain;
- Asya Akram;
- Angeline Malik;
- Zobia Najib;
- Jordan Naylor;
- Mathew Black;
- David Tindale;
- Tommy Measor;
- Stacey Newton;
- Ryan Holroyd;
- Josh Buckley;
- Sarah Dawson;
- Amy Hunter; and
- Jaydean Oliver.

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

**APRIL 2010**

**Contact Officer:-** Joan Nominton – Scrutiny Manager  
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**BACKGROUND PAPERS**

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

- (a) Hartlepool Youth Service Operation Plan 2009/10  
[http://www.hartlepool.gov.uk/downloads/29.07.09\\_-\\_Children-s\\_Services\\_Portfolio\\_Agenda\\_1\\_.pdf](http://www.hartlepool.gov.uk/downloads/29.07.09_-_Children-s_Services_Portfolio_Agenda_1_.pdf)
- (b) Youth Matters: Next Steps – Something to do, somewhere to go, someone to talk to  
[http://www.dcsf.gov.uk-everychildmatters-\\_download-id=3287.url](http://www.dcsf.gov.uk-everychildmatters-_download-id=3287.url)
- (c) Department for Education and Skills (March 2006) *Youth Matters: Next Steps – Something to do, somewhere to go, someone to talk to*, Available from: [http://www.dcsf.gov.uk-everychildmatters-\\_download-id=3287.url](http://www.dcsf.gov.uk-everychildmatters-_download-id=3287.url) (Accessed 12 August 2009)
- (d) Department for Education and Skills (July 2005) *Somewhere to go? Something to do?*, Available from: <http://publications.dcsf.gov.uk/eOrderingDownload/1612-2005PDF-EN-01.pdf> (Accessed 12 August 2009)
- (e) Youth Matters – Green Paper (July 2005), Available from: <http://publications.dcsf.gov.uk/eOrderingDownload/Cm6629.pdf> (Accessed 13 August 2009)
- v) Hartlepool Youth Service Operation Plan 2009/10, Available from: [http://www.hartlepool.gov.uk/downloads/29.07.09\\_-\\_Children-s\\_Services\\_Portfolio\\_Agenda\\_1\\_.pdf](http://www.hartlepool.gov.uk/downloads/29.07.09_-_Children-s_Services_Portfolio_Agenda_1_.pdf) (Accessed 13 August 2009)

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14 October 2009

Ms S Johnson  
Assistant Director (Planning and Service  
Integration)  
Children's Services Department  
Civic Centre  
Hartlepool  
TS24 8AY

Dear Ms Johnson

**Ofsted survey inspection programme – the impact of integrated youth support**

Thank you for your cooperation and hospitality, and that of the staff and young people we met, during our visit to Hartlepool on 22 to 24 September 2009 to evaluate the impact of integrated youth support.

The visit provided valuable information which will contribute to our national evaluation and reporting. The published report will list the names of the contributing local authorities and we may feature individual case studies. Where this is the case we will consult with the respective local authorities. This letter will not be posted on the Ofsted website.

The evidence used to inform the judgements made included interviews with officers and staff, discussions with young people; focus groups with partner agencies; and scrutiny of documentation. A small sample of work was visited including individual guidance and support sessions, open youth work, youth projects, and more formal work with schools.

**The impact of integrated arrangements on the range and quality of young people's learning and development, through participation in youth work and positive activities in the community is good.**

- In the small sample of work seen, the overall quality of learning and development was good with some outstanding aspects.
- In the most effective individual guidance sessions, through for example the Youth Offending Team (YOT) preventative work, young people with complex difficulties learned the essential skills of handling relationships, getting to the root of their own problems and planning their next stages.
- Much of the open community-based youth provision is engaging young people from more disadvantaged communities well and on a regular basis. The provision also succeeds in attracting a broader cross section of young people more generally through, for example, youth award schemes.
- Practitioners from across all aspects of youth support delivery display a good balance of support and challenge in their work with individuals and groups.

- Some young people and workers commented negatively about what they perceived as a blanket emphasis on issues on such as drugs, sex and relationships, and alcohol education. Practitioners sought not to diminish the importance of such issues but to tackle them on a needs basis and through their relationships with young people.
- There have been obvious efforts and new resources to provide more 'positive activities' for local young people including extending weekend opening hours, creative use of buildings, mobile provision and drawing on the voluntary and community sector. Good use is made of youth centres for a range of purposes. Promoting a greater range of 'positive activities' has been hindered by difficulties in engaging sufficient staff and low uptake for some activities. Wider council services, such as sports development and extended services, form part of this collective response. Those schools which readily make weekend and evening sports facilities available also support the 'positive activities' drive well, but not all are equally accommodating.

#### **Targeted support is good**

- Targeted support builds on a range of successful initiatives and strategies which have contributed to good overall improvement over a period of time. For example, the number of pupils excluded from school and the number of young people who are not engaged in employment education or training is falling. The approach adopted reflects the principles and practice of integration well. A good level of trust, pragmatism and a strong sense of ownership is evident among partners.
- The 'Team Around the Secondary School' (TASS) represents the area's major delivery strand of targeted youth support. Full introduction of TASS has yet to be achieved. Representation by key agencies at the TASS visited was excellent and those schools currently engaged have committed time and resources to its operation. The model has enabled earlier intervention and referrals, enabling young people to re-engage with their education, aided information sharing and brokered new possibilities for support among agencies.
- The role of the 'lead professional', responsible for facilitating packages of support for young people, is also at a formative stage. Evaluating its impact is rightly considered a priority.
- The Common Assessment Framework is identified as a key mechanism to assess needs and refer accordingly. While a training programme has been provided for staff, many are not confident in its application or sufficiently clear about its purpose.

**The progress made by the local authority and its partners in developing an integrated approach to youth support is good.**

- Delivery arrangements are premised on maximising discrete but linked services and are well defined. For example, police officers and youth workers work in a planned and complementary manner. YOT workers concentrate efforts on preventive activities as well as enforcement, and Connexions personal advisers

know when and where to refer young people. However, a minority struggle to demonstrate the necessary level of understanding and skills required for effective multi-agency work in what the local authority considers to be a broader professional remit.

- Practitioners have a good and detailed knowledge of young people's needs and of their achievements. They use detailed case studies to good effect and are objective about the progress made within their respective projects.
- Managers have instigated a timely mapping exercise of the workforce development needs of front line practitioners, leaders and managers. Research on the same theme commissioned through Teesside University has provided useful and timely recommendations.
- Operational and strategic level plans do not take sufficient account of the increasingly multi-agency context within which services operate. Practitioners express a desire to agree published shared and collective targets against which partners and practitioners can measure progress.
- Young people, staff and managers are making a joint and concerted effort to improve the public image of young people and recognise their achievements through events and positive engagement with the local press.

**Young people's active involvement in shaping decisions at a local level is outstanding**

- Youth participation is mature and embedded well. Young people contribute responsibly to strategic developments, scrutinise grants and determine expenditure. They have opportunities to monitor the quality of activities and are enabled to influence the design of their local neighbourhood projects. While the approach adopted is broad based, a strategy is apparent.
- The Children's and Young Peoples Plan clearly identifies the views of young people on a range of issues. These help determine the policies and strategies flowing from the plan and are reflected in the work of youth support services.
- The membership of the various decision making groups are periodically refreshed to attract new members, including those from minority groups.

**The contribution of integrated support arrangements to broader strategic priorities for improving outcomes for young people is good.**

- Local authority departments are contributing to, as well as gaining from, youth participation. Youth groups responsible for expenditure have their work audited by, and receive support from, the finance department. The active involvement by a local authority architect in the provision of a new skateboard facility helps ensure that the council is responsive to what young people want, but also enables young people to learn about processes such as procurement, contracts, health and safety and community consultation.
- Officers cooperate well and adopt a sufficiently critical and forward-looking role.
- Good working links exist between the statutory and voluntary youth sectors with new commissioning protocols beginning to emerge. The voluntary sector's capacity is hampered by short-term funding cycles and an underdeveloped

infrastructure, often creating recruitment difficulties or leading to experienced staff moving to the more stable employment provided elsewhere.

Areas for improvement, which we discussed, include the need to:

- continue to review and monitor the detailed working of the TASS
- ensure that quality assurance arrangements are sufficient in identifying weaknesses in new and emerging systems
- encourage maximum use of school-based sports and community facilities
- consider the usefulness of an area-wide integrated youth support plan.

I hope these observations are useful as you continue to develop integrated youth support arrangements.

Yours sincerely

**Tony Gallagher**  
**Her Majesty's Inspector**



## Appendix B

Date of Visit and Location	Councillor	Question	Comments
<b>17 November 2009</b>  <b>King Oswy Drive, St. Hild's School</b>  <b>(Youth Bus Only)</b>	(i) Cllr Simmons  (ii) Resident Rep. Joan Steel	What were your initial impressions of the detached service on offer?	(i) Very impressed – provides a much needed and well used resource for young people in the area.  (ii) Very cramped but relaxed, cheerful and welcoming. The young people did not resent visitors as I had expected, but were quite willing to chat. Respect for the Youth Workers.
		If you spoke to staff, what information did they tell you about the quality of service on offer?	(i) The service is well used by young people, with more than 20 individuals per week participating.  (ii) They seem proud of their achievements. They offer a range of activities aimed at the interests/information needs of their members and a wide range of residential week-ends and activity days within the area. They are constricted by the lack of space and storage within the bus.

Date of Visit and Location	Councillor	Question	Comments
<p><b>King Oswy Drive, St. Hild's School</b></p> <p><b>(Youth Bus Only)</b></p> <p><b>*Continued</b></p>	<p>(i) Cllr Simmons</p> <p>(ii) Resident Rep. Joan Steel</p>	<p>If you spoke to staff did they offer any suggestions for improvements?</p>	<p>(i) The young people expressed a wish for a bigger bus with real TV and a small kitchen facility.</p> <p>(ii) A bigger bus!! Preferably a double Decker. A current members' activity is the design of a larger vehicle to include a communal area which will seat more than the 3-4 as in the present one (young people especially young adolescent males need space as they grow into their bodies!) A kitchen area with a micro-wave and cold drinks storage area. A toilet was also requested by members.*</p>
		<p>If you spoke to young people, what were their thoughts about the service they were accessing?</p>	<p>(i) They need a bigger bus with toilet facilities. "a warm space"; "keeps me off the streets"; access to sex education (and other educational/personal development) and condoms</p> <p>(ii) They have an ownership attitude to their bus. Will participate in small games activities and projects if they find them interesting. Undemanding about a greater range of activities, they see the bus more as a social centre.</p>

Date of Visit and Location	Councillor	Question	Comments
<p><b>King Oswy Drive, St. Hild's School</b></p> <p><b>(Youth Bus Only)</b></p> <p><b>*Continued</b></p>	<p>(i) Cllr Simmons</p> <p>(ii) Resident Rep. Joan Steel</p>	<p>If you spoke to young people did they offer any suggestions for services that were currently not being provided, but which would be appreciated?</p>	<p>(i) Most of the youngsters were happy with what is already provided, but a wish for a bigger bus was mentioned several times.</p> <p>In conclusion the staff clearly had a very good relationship with the young people, quietly challenging inappropriate behaviour on the rare occasions it was displayed and offering friendly and non-intrusive intervention when they felt it to be appropriate. We were received very well by both the staff and the youngsters and we were both made to feel very welcome. The young people had made a few successful bids for funding for their activities during the year and were keen to discuss their success.</p> <p>(ii) Staff opened up the question of bigger premises but the young people were very explicit about this need. Did not feel 'short-changed' in any way compared to centre-based youth work. See* above.</p>

Date of Visit and Location	Councillor	Question	Comments
<p><b>King Oswy Drive, St. Hild's School</b></p> <p><b>(Youth Bus Only)</b></p> <p><b>*Continued</b></p>	<p>(i) Cllr Simmons</p> <p>(ii) Resident Rep. Joan Steel</p>	<p>Please detail any other information from your site visit experience that you think Forum Members would be interested in hearing about.</p>	<p>(i) No comment.</p> <p>(ii) Evidence of social issues projects followed by the young people were on posters in the bus e.g. STI (socially transmitted infections) – how to detect, avoid and treat them.</p> <p>Evidence of their project was restricted by the display space available.</p> <p>Work against racism had culminated in the production of a linen shoulder bag decorated with slogans and sketches.</p> <p>We were presented with a bag on condition that it was used and shown to other members of the Forum – how's that for pride in what you've achieved!</p>
<p><b>25th November 2009</b></p> <p><b>Town Centre detached Youth Work</b></p>	<p>Resident Rep. Joan Steel</p>	<p>What were your initial impressions of the detached service on offer?</p>	<p>Dedicated workers fully committed to detached work.</p>

Date of Visit and Location	Councillor	Question	Comments
<b>Town Centre detached Youth Work</b>  <b>*Continued</b>	Resident Rep. Joan Steel	If you spoke to staff, what information did they tell you about the quality of service on offer?	Staff talked about the young people they meet regularly and relate to. They were accepted by young people in very relaxed, even casual manner, but always with respect. It was apparent that they are trusted, as shown by the fact that the young people give their names and addresses - having first established why they were wanted.
		If you spoke to staff did they offer any suggestions for improvements?	Only in the surroundings in which they work in the Skate Park at Mill House. Repairs to existing lighting and increased lighting would help to identify trouble-makers in the groups of different cultures who use the facilities.
		If you spoke to young people, what were their thoughts about the service they were accessing?	Non-skaters use the park as an outdoor youth club. They were vehement in their need for improvements to the skate park which appeared rather scruffy and neglected. "More benches, an overhead heater, repairs to non-functioning lights and increased lighting to eliminate a 'blind spot' for cameras. Take wall down and provide space for social users."

Date of Visit and Location	Councillor	Question	Comments
<b>Town Centre detached Youth Work</b>  <b>*Continued</b>	Resident Rep. Joan Steel	If you spoke to young people did they offer any suggestions for services that were currently not being provided, but which would be appreciated?	Seemed quite happy with their detached workers and accepted them easily. They were very concerned about the 'blind spot on cameras' particularly as only 3 nights ago an older man " about 30 who was on poppers" had taken the bike of a youngster and rode off with it.
<b>Mill House</b>  <b>(Youth Bus Only)</b>	Cllr Shaw	What were your initial impressions of the detached service on offer?	Very good!
		If you spoke to staff, what information did they tell you about the quality of service on offer?	What's on offer, information etc, for all young people.
		If you spoke to staff did they offer any suggestions for improvements?	New bigger bus. Could have multi uses (partnership working and day and night uses).
		If you spoke to young people, what were their thoughts about the service they were accessing?	Good Place to go (can join I if you wish to get good advice and someone to talk too.

## Appendix A

Date of Visit and Location	Councillor	Question	Comments
<b>Mill House (Youth Bus Only)</b>  <b>*continued</b>		If you spoke to young people did they offer any suggestions for services that were currently not being provided, but which would be appreciated?	Bigger bus and more outings.

## **SCRUTINY CO-ORDINATING COMMITTEE**

**23 April 2010**



**Report of:               Regeneration and Planning Services Scrutiny Forum**

**Subject:                FINAL REPORT – HARTLEPOOL’S BUSINESS INCUBATION SYSTEM**

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### **1.       PURPOSE OF REPORT**

- 1.1       To present the findings of the Regeneration and Planning Services Scrutiny Forum following its investigation into ‘Hartlepool’s Business Incubation System’.

### **2.       SETTING THE SCENE**

- 2.1       At the meeting of the Regeneration and Planning Services Scrutiny Forum on 17 July 2009, Members determined their work programme for the 2009/10 Municipal Year. The topic of ‘Hartlepool’s Business Incubation System’ was selected as the second scrutiny topic for consideration during the current Municipal Year.
- 2.2       Responsibility for the monitoring and development of Hartlepool’s Business Incubation System lies with the Economic Development Section which is part of the Authority’s Regeneration and Neighbourhood’s Department.
- 2.3       Business Incubation has many different connotations and meanings, but UK Business Incubation the professional body for the business incubation industry defines business incubation as providing:-

“SMEs [Small and Medium Enterprises] and start-ups with the ideal location to develop and grow their businesses, offering everything from virtual support, rent-a-desk through to state of the art laboratories and everything in between. They provide direct access to hands on intensive business support, access to finance and experts and to other entrepreneurs and suppliers to really make businesses and entrepreneurs grow.”<sup>1</sup>

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<sup>1</sup> UK Business Incubation, 2009



### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

- 3.1 The overall aim of the Scrutiny investigation was to gain an understanding of the Business Incubation System Strategy and how the businesses in Hartlepool are benefiting from this support, with the ultimate aim of making Hartlepool more globally competitive.

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

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

- (a) To gain an understanding of the Business Incubation System Strategy;
- (b) To seek the views of local businesses of the value of the Business Incubation System in Hartlepool;
- (c) To explore the work of other support agencies involved in the role of business incubation;
- (d) To assess the effectiveness of the Business Incubation System in Hartlepool in comparison to national / local baselines; and
- (e) To examine future development plans for the Business Incubation System.

### **5. MEMBERSHIP OF THE REGENERATION AND PLANNING SERVICES SCRUTINY FORUM**

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

Councillors R W Cook, S Cook, Cranney, Gibbon, A E Lilley, London, McKenna, Rogan and Wright.

Resident Representatives: Ted Jackson, John Lynch and Iris Ryder.

### **6. METHODS OF INVESTIGATION**

- 6.1 Members of the Regeneration and Planning Services Scrutiny Forum met formally from 5 November 2009 to 13 April 2010 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Detailed Officer presentations and reports supplemented by verbal evidence;
- (b) Holding Forum meetings at the Hartlepool Enterprise and Innovation Centres, two sites key to the Hartlepool Business Incubation System; and
- (c) Verbal evidence from local businesses and support agencies.

## FINDINGS

### 7 THE HARTLEPOOL BUSINESS INCUBATION SYSTEM STRATEGY

7.1 Members of the Regeneration and Planning Services Scrutiny Forum met at the Hartlepool Enterprise Centre on 18 February 2010, where they received detailed evidence from the Economic Development Manager and the Principal Economic Development Officer (Business Services) surrounding the historical development of the Business Incubation System Strategy in Hartlepool.

7.2 The Forum was reminded that the development of a Business Incubation System was based on the Community Strategy Aim of:-

“Develop[ing] a more enterprising, vigorous and diverse local economy that will attract new investment, enable local enterprises and entrepreneurs to be globally competitive and create more employment opportunities for local people”<sup>2</sup>

7.3 In reflecting on the Community Strategy Aim (see paragraph 7.2) Members were provide with the context of Hartlepool in 2000 having one of the lowest numbers of business start ups in the Tees Valley, the impact of the decline in traditional engineering and manufacturing companies and the challenges of a more globally competitive market.

7.4 In response to the challenges highlighted in paragraph 7.3, the Forum were informed that DTZ Piedad Consulting were commissioned, by Hartlepool Borough Council and Hartlepool New Deal for Communities, to produce an Incubation Strategy in 2002. The outcomes of this feasibility study resulted in the Hartlepool Business Incubation Strategy being formalised in 2003, with five main recommendations as detailed below<sup>3</sup>:-

- (i) That a ‘hot house’ development be created at the Town’s Queens Meadow site;

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<sup>2</sup> Hartlepool Partnership, 2010

<sup>3</sup> HBC, 2009

- (ii) That a major enhancement scheme take place at Brougham Enterprise Centre;
- (iii) That an overarching support mechanism be developed to incubate start-up and existing small businesses;
- (iv) That consideration be made towards community incubation, with any physical developments deferred until the main system is fully operational and integrated into the local economy; and
- (v) That the issue of move-on accommodation requirements be considered to ensure a flow through the system.

7.5 Members learnt that the production of the Business Incubation System Strategy by DTZ Pieda, provided the necessary momentum for a partnership approach to realise the ambition of the Strategy. Through a combination of Council funding and finance available from the Neighbourhood Renewal Fund (NRF), Single Programme and UK Steel Enterprises (UKSE) many of the main recommendations of the Hartlepool Business Incubation Strategy were delivered as follows:-

- (i) UKSE developed a 27,000 square foot Innovation Centre at Queens Meadow, which was opened in December 2005;
- (ii) The Brougham Enterprise Centre was enhanced and relaunched as the Hartlepool Enterprise Centre (see Picture1 below) in October 2006, providing a dedicated support for start-up and existing small business via 59 on site business units;



**Picture1: Hartlepool Enterprise Centre**

- (iii) The developments of the Enterprise and Innovation Centres created an environment that could incubate start-up and existing small

businesses, this was enhanced by the development of Enterprising Hartlepool, a small business network group fostering the sharing of good practice, alongside the suggestions by businesses of activities that may encourage even more entrepreneurial activity; and

- (iv) The enhancement of facilities at Newburn Bridge and the development of 40,000 sq ft business premises by Rivergreen Developments at Queens Meadow to supplement the move-on accommodation in Hartlepool.

## **8 VIEWS OF LOCAL BUSINESSES TOWARDS THE HARTLEPOOL BUSINESS INCUBATION SYSTEM**

- 8.1 Members of the Regeneration and Planning Services Scrutiny Forum were keen to hear the views of local businesses who had been involved with or through the Hartlepool Business Incubation System. When the Forum met on 4 March 2010, Members were delighted to hear evidence from the Managing Director at Hart Biologicals Limited.
- 8.2 The Managing Director from Hart Biologicals provided Members with an insight to the development of the organisation from its inception seven years ago, to its current siting at one of the premises developed by Rivergreen Developments at Queens Meadow.
- 8.3 Members were delighted that the Managing Director was extremely positive about the impact that the Hartlepool Business Incubation System had in developing the organisation and that the expansion of the business has resulted in over 50% of the company's turnover coming from export sales. This expansion had resulted in Hart Biologicals being one of the Hartlepool based company that contributed towards Hartlepool Borough Council's 'Access to Markets' programme. The Forum had already heard an explanation at their meeting of 18 February 2010, that the aim of 'Access to Markets', was to encourage the trading of local businesses beyond the boundaries of Hartlepool, therefore, drawing wealth into the Town.
- 8.4 In the development of Hart Biologicals, Members were informed that Hartlepool Borough Council had played a major part through initially sourcing premises at Usworth Road, before assisting with an expansion to Newburn Bridge for the fledgling company. The Council's Economic Development Team also supported the company at exhibitions, these being the most effective method of promoting Hart Biologicals' product. Members were responsive to the comments that it was disappointing that the larger move-on accommodation at Rivergreen was not operated by the Council, but the Forum recognised the important role of partnership working delivering the aims of the Business Incubation Strategy.

- 8.5 When the Forum met on 18 February 2010, Members received details of a case study of Big Studio Glass Design Limited. The Regeneration and Planning Services Scrutiny Forum were informed that it was through the Business Incubation System that Big Studio Glass Design had managed to increase its profitability and ultimately expand the business. The business improvements in Big Studio Glass Design had mainly been achieved via the mentoring of the business by a process engineer, who advised more efficient ways of minimising glass wastage. The identification of a process engineer highlighted to Members the ability of Hartlepool's Incubation System to provide direct access to experts, a service that wouldn't necessarily be afforded to the company if there wasn't an Incubation Business System in Hartlepool.

## **9 THE WORK OF SUPPORT AGENCIES INVOLVED IN THE HARTLEPOOL BUSINESS INCUBATION SYSTEM**

- 9.1 Members of the Regeneration and Planning Services Scrutiny Forum recognised that in order to achieve the aims of the Business Incubation System, there was a requirement for a number of support agencies to work together in order to provide the specific areas of expertise that may help a start-up or existing small business enterprise.
- 9.2 When Members met at Hartlepool Enterprise Centre on 18 February 2010, they recognised that business in Hartlepool had benefited from not only the support provided by the Council's Economic Development Team, but also the support of agencies such as One North East, Business Link, Job Centre Plus, North East Chamber of Commerce and Owton Fens Community Association (OFCA).
- 9.3 The Forum meeting held on 4 March 2010 at the Innovation Centre enabled Members to hear detailed evidence from the Regional Manager of UKSE in relation to the support that UKSE provide to the Hartlepool's Business Incubation System.

- 9.4 The Regional Manager of UKSE provided Members with the historical development of UKSE since 1975 as the regenerative arm of British Steel and more recently Corus. It was the aim of UKSE to help those local economies where steel industries were based to respond to the changing global demand for steel. This had resulted in the development of the Innovation Centre by UKSE in partnership with the Neighbourhood Renewal Unit, One North East (ONE) and the Council (see Picture2 below).



**Picture2: Hartlepool Innovation Centre**

- 9.5 Members were particularly delighted to learn that the Managing Director of UKSE had highlighted Hartlepool as being one of the best Local Authorities to work with in terms of its proactive approach to the development and involvement with new and existing small businesses operating within the Business Incubator model. This was supported by the fact that the Innovation Centre in Hartlepool was the best performing Centre in UKSE's nationwide portfolio.
- 9.6 The Form was particularly interested to learn that UKSE operated easy in and out rental terms and were in the position of being able to offer financial support. His financial support supplemented the physical support provided through the Innovation Centre having meeting rooms, broadband internet connection and the use of a shared printing and gymnasium resource. Although it was recognised that UKSE did not operate the traditional incubator model, in that there was no maximum amount of time that a business could operate from the Innovation Centre. However, both Business Link and the Local Authority were instrumental in providing the interactive link that may enable a business to grow and move onto larger premises.

## 10 COMPARISON OF HARTLEPOOL'S BUSINESS ECONOMY TO NATIONAL AND LOCAL BUSINESS STATISTICS

- 10.1 In order to assess the impact of the Hartlepool Business Incubator System on the local economy and its comparison to North East and National figures, Members were provided detail statistical comparisons by the Economic Development Manager at their meeting of 4 March 2010.
- 10.2 Since the launch of the Business Incubation Strategy in 2002 Members were interested to examine the VAT/PAYE data, which demonstrated the strength of a local economy in creating and sustaining small businesses as highlighted in Table1 below:-

**Table1: VAT/APYE Births per 10,000 adult population (16 plus) 2002-2007**

Area	2002	2003	2004	2005	2006	2007 <sup>#</sup>
Hartlepool	25	29	31	36	39	48
Tees Valley	30	33	34	35	33	45
North East	33	36	37	37	34	43
Great Britain	52	56	59	57	52	62

<sup>#</sup> Changes to the recording of VAT/PAYE data lead to increases in this figure across all areas.

Source: BERR

- 10.3 Members were pleased to see that the data in Table1 indicated solid growth of businesses in Hartlepool and that the Town in recent years had out performed both Tees Valley and the North East. It was noted by Members that the 2007 figures were distorted slightly through the changes to the method of calculating VAT/PAYE; this had led to a positive impact on the figures. Members at their meeting of 4 March 2010 were advised that the 2008 figures had only recently been published and were currently being analysed, however, it was likely that these would reveal a fall in these figures as a result of the credit crunch and subsequent recession.
- 10.4 The Members of the Forum were particularly interested to see how sustainable newly born enterprises were in Hartlepool and Table2 below, demonstrated the ability of new enterprises to survive one or two years in operation:-

**Table2: Percentage of newly born enterprises surviving 1 or 2 years**

Area	2003		2004		2005		2006		2007	
	1 yr	2 yrs	1 yr	2 yrs	1 yr	2 yrs	1 yr	2 yrs	1 yr	2 yrs
Hartlepool	92.7	78.0	93.3	77.8	94.2	76.9	96.5	78.9	92.9	No figures available
Tees Valley	91.9	77.2	94.9	78.2	94.0	78.3	96.8	80.5	93.9	
North East	92.3	77.3	93.5	76.9	93.6	79.2	96.7	80.1	94.5	
Great Britain	92.6	78.0	94.2	78.7	94.3	79.8	96.5	80.7	95.5	

Source: National Statistics

Members noted that the survival rate of newly born enterprises in Hartlepool had followed a similar to trends to those demonstrated in the regional, sub-regional and national figures.

- 10.5 In assessing all the evidence for the impact of the Business Incubator System in Hartlepool, Members recognised it was the number of working aged self employed people (shown below in Table3) which demonstrated the greatest change. From a low starting figure in 2001/02 the percentage of self-employed people in Hartlepool had nearly doubled by June 2009, outperforming both the Tees Valley and the North East.

**Table3: Trend in % population of Working Age Self-employed**

Area	2001/2	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10
Hartlepool	3.8	3.8	4.0	5.7	6.4	7.4	6.7	6.7	6.8
Tees Valley	4.7	4.9	4.6	5.4	6.0	5.8	5.5	5.7	5.7
North East	5.2	5.6	5.4	5.8	6.3	6.3	6.4	6.4	6.3
Great Britain	8.6	8.7	9.0	9.1	9.2	9.3	9.4	9.1	9.1

Source: National Statistics

## **11 FUTURE DEVELOPMENT PLANS FOR BUSINESS INCUBATION IN HARTLEPOOL**

- 11.1 The Members of the Regeneration and Planning Services Scrutiny Forum were interested in finding out what the future challenges and plans were that the Business Incubation System faced in Hartlepool. Recognising that although statistical evidence in paragraphs 10.1 to 10.4 highlighted the positive impact that the Business Incubation System had made to Hartlepool's business economy, Members were keen to see that although the model for business incubation seemed right, it would need constant updating, particularly as a result of the recent poor economic climate.
- 11.2 When the Forum met on 18 February 2010, Members were presented by the Economic Development Manager of the future strategies that were planned for the Business Incubation System. The following details highlight some of the key developments / challenges:-
- (i) With the capacity of the Innovation Centre at 100% occupancy and with there being a waiting list of interested businesses, UKSE with the support of ONE's Single Programme funding are planning to deliver a 20,000 sq ft extension to the Innovation Centre from June 2010;
  - (ii) Due to the scarcity of good quality 'move on' space for businesses that outgrow the Enterprise and Innovation Centres, Rivergreen Developments are planning to double the existing provision at Queens Meadow from 40,000 to 80,000 sq ft;



- (iii) The lack of sustainability of funding from sources such as the Working Neighbourhoods Fund and the Council's own budgetary pressures, means that business incubation will face funding as one of its more fundamental challenges in the future; and
- (iv) For sustained business incubation growth there is a challenge for the retention of graduates within Hartlepool by encouraging the entrepreneurial spirit of graduates or by the creation / attraction of businesses which meet graduate requirements.

## 12 CONCLUSIONS

### 12.1 The Regeneration and Planning Services Scrutiny Forum concluded:-

- (a) That Hartlepool's Business Incubation System has played a major role in the development of sustainable local businesses that can help make Hartlepool more globally competitive;
- (b) That businesses involved through the Business Incubation System in Hartlepool highly value the proactive and face-to-face approach of Hartlepool Borough Council's Economic Development Team in helping them start-up and / or grow through the incubation model;
- (c) That the support and active participation of Hartlepool Borough Council in the Business Incubator System in Hartlepool was and has been a major contribution factor for the Innovation Centre being one of UKSE's best performing Centres in its Portfolio;
- (d) That there was some logical notion that the Council should be involved at all stages of the Business Incubation System, but that a partnership approach involving organisations such as UKSE and Rivergreen was currently the most efficient method of delivery;
- (e) That due to both the Enterprise and Innovation Centres being at full capacity there was a:-
  - (i) Demand for an increase in this provision, which maybe solved in the short term by the expansion at Queens Meadow led by UKSE; and
  - (ii) Requirement to respond to the lack of move on accommodation for businesses who were likely to out grow the Enterprise and Innovation Centre, which maybe solved in the short term by an expansion to facilities available at the Rivergreen development at Queens Meadow.

## 13 RECOMMENDATIONS

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

- (a) That due to long-term sustainability problems of the Working Neighbourhood Fund (WNF) and the increasing pressure placed on the Council budget, that the Department:-
  - (i) Reviews where gaps are in financial provision with the aim of prioritising grant support aid; and
  - (ii) Seeks innovative ways of attracting sustainable income to support and develop the Business Incubation System in Hartlepool.
- (b) That in order to provide more premises for business incubation and move-on accommodation, that:-
  - (i) Where empty properties exist in the Town, investment is sought to convert them into appropriate facilities; and
  - (ii) The feasibility of utilising Section 106 Agreements for the development of appropriate facilities is investigated.
- (c) That local schools are encouraged to embrace incubator business opportunities through:-
  - (i) Invitation to businesses to link with local schools providing students with an insight into entrepreneurial activities; and
  - (ii) Investigating the role of local business representatives as e-mentors.
- (d) That a feasibility study be undertaken into promoting the support available through Hartlepool's Business Incubation System via exhibitions / stands in vacant shops.

## ACKNOWLEDGEMENTS

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

### Hartlepool Borough Council:

Stuart Green – Assistant Director, Planning and Economic Development

Antony Steinberg – Economic Development Manager

Mick Emerson – Principal Economic Development Officer (Business Services)

### External Representatives:

Simon Hamilton – Regional Manager, UK Steel Enterprise

Alby Pattison – Managing Director, Hart Biologicals Limited

## COUNCILLOR TREVOR ROGAN CHAIR OF THE REGENERATION AND PLANNING SERVICES SCRUTINY FORUM

**April 2010**

**Contact Officer:** James Walsh – Scrutiny Support Officer  
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## BACKGROUND PAPERS

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

- (a) UK Business Incubation (2009) *What is Business Incubation?*, Available from: <http://www.ukbi.co.uk/index.asp?SID=222> [Accessed 20 October 2009]

- (b) Sanderson, D. (2009) *Business Incubation in Hartlepool: A Feasibility Study*, DTZ Pida Consulting
- (c) Hartlepool Borough Council (2009) *Business Incubation System*
- (d) Hartlepool Partnership (2010) *Hartlepool Partnership – Priority Aims*, Available from:  
[http://www.hartlepool.gov.uk/partnership/site/scripts/documents\\_info.php?documentID=361&pageNumber=2](http://www.hartlepool.gov.uk/partnership/site/scripts/documents_info.php?documentID=361&pageNumber=2) [Accessed 11 March 2010]
- (e) Report of the Scrutiny Support Officer entitled ‘Scrutiny Investigation into Hartlepool’s Business Incubation System – Scoping Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 5 November 2009.
- (f) Report of the Scrutiny Support Officer entitled ‘Hartlepool’s Business Incubation System – Setting the Scene – Covering Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 18 February 2010.
- (g) Report of the Director of Regeneration and Neighbourhoods entitled ‘Draft Scrutiny Report – Business Incubation’ delivered to the Regeneration and Planning Services Scrutiny Forum of 18 February 2010.
- (h) Presentation by the Economic Development Manager entitled ‘Business Incubation’ presented to the Regeneration and Planning Services Scrutiny Forum of 18 February 2010.
- (i) Report of the Scrutiny Support Officer entitled ‘Hartlepool’s Business Incubation System – Business Evidence – Covering Report’ presented to the Regeneration and Planning Services Scrutiny Forum of 4 March 2010.
- (j) Presentation by the Economic Development Manager entitled ‘Scrutiny Enterprise Brief’ delivered to the Regeneration and Planning Services Scrutiny Forum of 4 March 2010.
- (k) Minutes of the Regeneration and Planning Services Scrutiny Forum of 17 July 2009, 5 November 2009, 18 February 2010 and 4 March 2010

## **SCRUTINY CO-ORDINATING COMMITTEE**

**23 April 2010**



**Report of:** Chair of the Neighbourhood Services Scrutiny Forum

**Subject:** POSSIBLE ENVIRONMENTAL IMPACTS OF DUST DEPOSITS ON THE HEADLAND AND SURROUNDING AREAS – FINAL REPORT – COVERING REPORT

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

- 1.1 To inform Members of the Scrutiny Co-ordinating Committee that they will be presented with the findings and recommendations of the Neighbourhood Services Scrutiny Forum's investigation into the 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas' at this meeting, however, at the time of distribution of this agenda the Final Report was still being amended as a result of discussions at the Neighbourhood Services Scrutiny Forum's meeting held on 12 April 2010.

### **2. BACKGROUND INFORMATION**

- 2.1 At the time of writing this report, the Neighbourhood Services Scrutiny Forum's Final report into the 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas' was being amended following discussions at the Neighbourhood Services Scrutiny Forum's meeting held on 12 April 2010. Although, arrangements have been made for the Neighbourhoods Services Scrutiny Forum's Final Report to be circulated under separate cover and in advance of this meeting.
- 2.2 During consideration of their Draft Final Report into the 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas' at their meeting of 12 April 2010, Members requested that a number of items of additional information be circulated to the Neighbourhood Services Scrutiny Forum and residents in advance of today's Scrutiny Co-ordinating Committee meeting. Members and residents have been invited to submit their views on this additional information in writing in advance of today's meeting and details of any received will be provided to the Committee. In addition to this, in considering the Final report, the Scrutiny Co-ordinating Committee is

asked to provide residents will the opportunity to comment on the Final Report and additional information at today's meeting.

- 2.3 In addition to this, Members will be aware that the Health Scrutiny Forum conducted an investigation into the potential health implications of dust deposits on the Headland and surrounding areas in October 2009. The findings and recommendations of this investigation were considered by the Scrutiny Co-ordinating Committee at the meeting of 11 December 2009. A copy of this Interim report is attached as **Appendix A**, for Members information and will be submitted to Cabinet for consideration alongside the Neighbourhood Services Scrutiny Forum's Final Report in to 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas'.

### 3. RECOMMENDATION

- 3.1 That Members note the content of this report and receive the Neighbourhood Services Scrutiny Forum's Final Report into the 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas' at this meeting on 23 April 2010.

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### BACKGROUND PAPERS

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

## **SCRUTINY CO-ORDINATING COMMITTEE**

**11 DECEMBER 2009**



**Report of:** HEALTH SCRUTINY FORUM

**Subject:** INTERIM REPORT – DUST DEPOSITS ON THE HEADLAND

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

- 1.1 The purpose of this report is to outline the findings and recommendations of the Health Scrutiny Forum following its investigation into 'Dust Deposits on the Headland'.

### **2. BACKGROUND INFORMATION**

- 2.1 In response to serious concerns from residents on the Headland and surrounding areas to the health implications of dust deposits in these areas, the Chair of the Health Scrutiny Forum agreed that this issue should be investigated by the Health Scrutiny Forum.
- 2.2 The Scrutiny Co-ordinating Committee on 9 October 2009 was advised of the Health Scrutiny Forum's intention to investigate the potential health implications of dust deposits on the Headland. In accordance with agreed practice the outcome of the Health Scrutiny Forum's investigation would be presented to the Scrutiny Co-ordinating Committee. Once the report had been received by Members of the Scrutiny Co-ordinating Committee a decision would be made about if and how any further investigation be undertaken into issues relating to the dust deposits on the Headland that were not covered by the Constitutional function of the Health Scrutiny Forum.

### **3. METHODS OF INVESTIGATION**

- 3.1 Members of the Health Scrutiny Forum met formally on 27 October 2009 at the Borough Hall to receive evidence relating the health implications of dust deposits on the Headland and surrounding areas. A detailed report of the issues raised during this meeting is available from the Council's Democratic Services.

**4. MEMBERS IN ATTENDANCE AT THE HEALTH SERVICES SCRUTINY FORUM**

- 4.1 With the health implications of dust deposits on the Headland and surrounding areas being of such great concern to residents, the Chair of the Health Scrutiny Forum invited all Elected Members and Resident Representatives to the meeting of the Health Scrutiny Forum held on 27 October 2009. Detailed below is the attendance list for the meeting held on 27 October 2009:-

Members of the Health Scrutiny Forum:-

Councillors: S Akers-Belcher (substituting for Councillor Worthy), Brash, Barker, A Lilley, G Lilley, Young

Resident Representatives: Jean Kennedy

Other Councillors in attendance: Allison, Atkinson, Fleming, Griffin, Hall, Jackson, J Marshall, McKenna and Preece.

Other Resident Representatives in attendance: John Cambridge, Bob Farrow, Ted Jackson, Evelyn Leck, John Lynch, Iris Ryder, Bob Steel and Joan Steel

**FINDINGS**

**5. EVIDENCE GATHERED BY MEMBERS OF THE HEALTH SCRUTINY FORUM**

- 5.1 In order to formulate conclusions and recommendations the Health Scrutiny Forum met on 27 October 2009. Evidence gathered by Members during the meeting is detailed below:-

**Evidence from Department for Regeneration and Neighbourhoods**

- 5.2 The Health Scrutiny Forum met on 27 October and Members received a detailed report by the Director of Regeneration and Neighbourhoods covering the history behind the problems of dust deposits on the Headland, the activities carried out by the Environmental Health Team and the various inter-agency liaison meetings that had taken place between Hartlepool Borough Council, residents, representatives from the Port Authority and other statutory government bodies.
- 5.3 Members were interested to learn that over the years there have been a number of reported problems with noise and dust emanating from the Port and when problems have arisen and complaints received by Hartlepool Borough Council, investigations have been carried out and measures put in place to alleviate the noise and dust problems.



- 5.4 The Principal Environmental Health Officer informed the Forum that between September 2008 and January 2009 there had been no complaints received by the Department relating to dust and noise complaints in connections with activities on the Port. However, since 20 January 2009 there have been a number of complaints concerning 'brown spots on windows' and accumulations of dust.
- 5.5 In order to determine the health risks of the accumulations of dust the Principal Environmental Health Officer presented the Forum with **Table 1** (below) which demonstrated that a number of dust samples had been gathered throughout July and September 2009, taking in a number of different locations and weather conditions. These samples were sent away for independent testing and the results showed levels of iron and titanium that were akin to levels of iron and titanium found in dust deposits elsewhere in the Town.

**Table1: Results of Dust Samples**

Weekly Samples
Daily Samples

		Iron	Titanium	Cadmium	Lead	Chromium	Arsenic	Mercury
27/07/2009	9 Seaview Terrace	100-200mg/kg	100-200mg/kg	None	None	None	None	None
28/07/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
17/08/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
17/08/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
17/08/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
17/08/2009	127 Northgate	Trace	Trace	None	None	None	None	None
20/08/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
20/08/2009	8 Town Wall	Trace	Trace	None	None	None	None	None
20/08/2009	127 Northgate	Trace	Trace	None	None	None	None	None
20/08/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
09/09/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
09/09/2009	8 Town Wall	Trace	Trace	None	None	None	None	None
09/09/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
09/09/2009	127 Northgate	Trace	Trace	None	None	None	None	None

- 5.6 Forum Members were informed that further sampling had been carried out in other locations on the Headland and that these results were due at the end of October 2009. When Members met on 1 December the results of this further sampling were presented, as detailed in **Table2** overleaf:-

Table2: Results of Further Dust Samples

Weekly Samples
Daily Samples

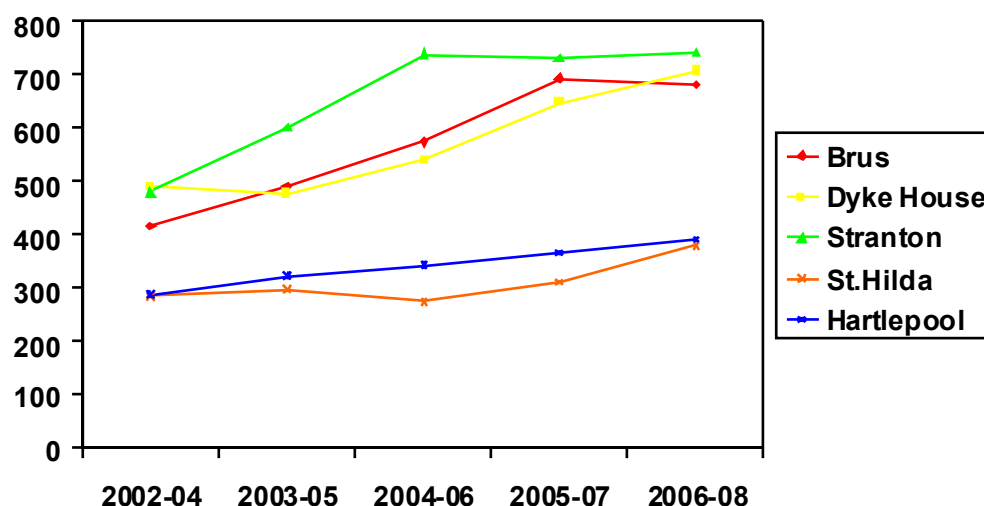
		Iron	Titanium	Cadmium	Lead	Chromium	Arsenic	Mercury
30/06/2009	127 Northgate	Trace	Trace	None	None	None	None	None
06/07/2009	3 telford Close	Trace	Trace	None	None	None	None	None
13/07/2009	Small Crafts	Trace	Trace	None	None	None	None	None
20/07/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
27/07/2009	3 telford Close	Trace	Trace	None	None	None	None	None
04/08/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
10/08/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
17/08/2009	8 Town Wall	Trace	Trace	None	None	None	None	None
24/08/2009	127 Northgate	Trace	Trace	None	None	None	None	None
01/09/2009	Small Crafts	Trace	Trace	None	None	None	None	None
07/09/2009	3 telford Close	Trace	Trace	None	None	None	None	None
14/09/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
21/09/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
24/09/2009	3 telford Close	Trace	Trace	None	None	None	None	None
24/09/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
24/09/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
24/09/2009	8 Town Wall	Trace	Trace	None	None	None	None	None
24/09/2009	127 Northgate	Trace	Trace	None	None	None	None	None
24/09/2009	Small Crafts	Trace	Trace	None	None	None	None	None
09/09/2009	3 telford Close	Trace	Trace	None	None	None	None	None
09/09/2009	Small Crafts	Trace	Trace	None	None	None	None	None
20/08/2009	3 telford Close	Trace	Trace	None	None	None	None	None
20/08/2009	Small Crafts	Trace	Trace	None	None	None	None	None
28/09/2009	3 telford Close	Trace	Trace	None	None	None	None	None
28/09/2009	18 Thorpe Street	Trace	Trace	None	None	None	None	None
28/09/2009	9 Seaview Terrace	Trace	Trace	None	None	None	None	None
28/09/2009	8 Town Wall	Trace	Trace	None	None	None	None	None
28/09/2009	127 Northgate	Trace	Trace	None	None	None	None	None
28/09/2009	Small Crafts	Trace	Trace	None	None	None	None	None

- 5.7 The Health Scrutiny Forum Members, at their meeting of 27 October 2009, were interested to learn that along with the sampling of dust deposits, the Council also assess the level of PM10 (Particulate Matter, 10 microns in diameter) which are those particulates that can enter the lungs. The Department for Environment, Food and Rural Affairs (DEFRA) sets an annual acceptable mean level of PM10s as 40  $\mu\text{gm}^3$  (microgrammes per cubic metre), monitoring on the Headland in 2001 had returned an annual mean of 24  $\mu\text{gm}^3$ , which Members recognised as being well within the acceptable level dictated by DEFRA.

**Evidence from Executive Director of Public Health**

- 5.8 Members of the Health Scrutiny Forum were delighted to receive a presentation at their meeting on 27 October 2009, from the Executive Director of Public Health, NHS Tees in relation to a recent investigation he had undertaken into the health of residents on the Headland in Hartlepool. After being contacted by a St Hilda Ward Councillor and hearing concerns from local residents, the Executive Director of Public Health had agreed to look into health issues on the Headland and to ascertain if there was a trend that could be linked to the dust deposits.
- 5.9 The Executive Director of Public Health explained to Members that the methodology behind researching the health of the residents of the Headland was to examine data relating to respiratory, skin and liver disease as the most likely health complications to arise from contact with dust deposits.
- 5.10 The Forum was particularly interested in data gathered relating to hospital admission for respiratory illness, as detailed in **Graph1** below. This evidence indicated very clearly that in comparison to neighbouring wards and the whole of Hartlepool, residents of the Headland were less likely to be admitted to hospital with lower respiratory disease.

Graph1: Directly age-standardised hospital admission rate per 100,000 for lower respiratory disease (J40-J45) in Hartlepool 2002-2008



- 5.11 In relation to **Graph1** (above) a question was raised about the location of the scrap metal pile 20 years ago, as being on the site of the Marina. With the site of the Marina falling into the Stranton Ward, it was queried if such high figures for hospital admission for lower respiratory disease could be caused by a delay in action of the dust, similar to the length of time for cases of asbestosis. The Executive Director of Public Health stated that scientifically it was not

possible to determine if the previous location of the scrap pile had a health effect on residents in that area, with other factors such as smoking being more likely for the high numbers of respiratory disease in that ward. In addition it was scientifically unsound to speculate on the scrap metal pile causing respiratory disease, when current figures for the Headland did not prove a current link between the location of the scrap pile and respiratory disease.

- 5.12 The evidence gathered from the Headland Medical Practice also equally demonstrated to Members that there was not enough statistical difference of excessive health problems in relation to dermatitis, eczema, respiratory disease, liver, skin and respiratory diagnoses to conclude that the dust deposits were causing health problems for the residents of the Headland. However, the Executive Director for Public Health had agreed to look into cancer data, although it was noted by the Forum that it would be usual to find a correlation between respiratory or skin diseases and cases of cancer when the contaminate was airborne.

### **Evidence from Health Protection Agency**

- 5.13 The Consultant in Health Protection from the Health Protection Agency had provided written evidence to the Health Scrutiny Forum at their meeting of 27 October 2009. The Consultant in Health Protection highlighted to Members the role of the Health Protection Agency and that they supported the evidence provided by the Executive Director of Public Health. However, in background papers received by the Forum, Members noted that in inter-agency meeting on 8 September 2008 the Health Protection Agency had stated that with the Headland being a deprived ward, that there were links between the health of the people and the deprivation of the area.

### **Evidence from Residents of the Headland**

- 5.14 When the Health Scrutiny Forum met on 27 October 2009, the residents of the Headland and surrounding areas provided the Members of the Forum with detailed evidence both verbal, in photographic form and reiterated their concern of the problems of dust deposits by presenting the Chair of the Health Scrutiny Forum with a signed petition.
- 5.15 The verbal evidence presented by residents stated a belief that the dust deposits were causing lung and skin problems, as well as an associated rise in stress caused by noise from the port area and damage to windows, cars and other property from the dust deposits. There was also concern raised by residents about the damping operations that were designed to spray water over the scrap metal to reduce dust emissions, but that the run off was potentially causing environmental damage to marine life that had yet to be investigated. It was clear to Members of the Forum that levels of frustration from residents of the Headland and surrounding area was high and that trust was at an all time low.

- 5.16 Members of the Health Scrutiny Forum were shown a video which demonstrated the loading of scrap metal onto a ship in the port and dust emissions from activity, which was described as not meeting the procedures outlined when loading scrap metal onto boats. During the video it was reiterated to Member of the Forum that residents were suffering from the anxiety and stress due to the constant need to clean windows, carpets, curtains and other areas where the dust was accumulating.

## **6. CONCLUSIONS**

- 6.1 The Health Scrutiny Forum concluded:-
- 6.2 That it is recognised that there is a problem with dust deposits from the Port area, that not only has it been a historical problem, but after a hiatus of complaints to the Council, there was currently a reoccurrence of dust problems affecting residents of the Headland;
- 6.3 That evidence gathered by the Executive Director of Public Health concluded that there was no evidence to suggest the dust deposits were causing respiratory, liver or skin diseases in residents of the Headland;
- 6.4 That issues around levels of cancer need further analysis before a view could be reached in relation to any possible links to dust deposits;
- 6.5 That it was scientifically impossible and unsound to conclude that the previous location for the scrap metal pile was the cause behind levels of respiratory disease in the Stranton area of Hartlepool;
- 6.6 That so far sampling of dust deposits on the Headland were consistent with the content of general dust; and
- 6.7 That concerns in relation to the potential damage to property, the environment, the possible statutory nuisance and any operational deficiencies arising from Port operations were noted, but it was recognised that these went beyond the limitations of the function of the Health Scrutiny Forum.

## **7. RECOMMENDATIONS**

- 7.1 The Health Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Committee's key recommendations to the Scrutiny Co-ordinating Committee are as outlined below:-
- (a) That the Health Scrutiny Forum receives results of further investigations into dust deposits on the Headland by the Executive Director of Public Health into cancer rates;

- (b) That the Chair of the Health Scrutiny Forum contacts the Executive Director of Public Health to request that in conjunction to the investigation outlined in recommendation (a), further exploration be undertaken to ascertain any potential link between dust deposits on the Headland and surrounding area and the occurrence of stress related illness;
- (c) That a further scrutiny investigation be carried out into the dust deposits on the Headland and surrounding areas by an appropriate committee / forum with reference to the following areas:-
  - (i) A site visit to the Port area to observe the loading of scrap metal onto a ship and examination into the potential damage to properties, the environment, noise and any possible statutory nuisance of Port activities;
  - (ii) Consultation with the Port workforce and exploration of possible options in terms of enforcement, ensuring that any operational deficiencies on the Port site are not repeated; and
  - (iii) Exploration into the role of the Environment Agency as the legally responsible body for the regulation of the operating permit of activities in the Port.

## **8. ACKNOWLEDGEMENTS**

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

### Hartlepool Borough Council

Councillor Peter Jackson, Portfolio Holder for Neighbourhoods and Communities;

Councillor Ged Hall, Portfolio Holder for Adult and Public Health Services;

Dave Stubbs, Director of Regeneration and Neighbourhoods;

Adrian Hurst, Principal Environmental Health Officer;

Sylvia Tempest, Environmental Standards Manager.

### External Representatives

Members of the public who participated and contributed throughout the investigation and at the meeting of the Health Scrutiny Forum held in the Borough Hall on 27 October 2009;

Professor Peter Kelly, Executive Director of Public Health, NHS Tees;

Paul Quayle, QA/SHE Manager, Heerema Hartlepool Ltd;

Mr Alan Lloyd, Construction Manager, Heerema Hartlepool Ltd;

Ken Smith, Operations Director, PD Ports;

Ian Baxter, Regional Manager, Van Dalen Hartlepool Ltd;

Mr Ashby, Van Dalen Hartlepool Ltd; and

Mr M Bardon, Van Dalen Hartlepool Ltd.

**COUNCILLOR JONATHAN BRASH**  
**CHAIR OF THE HEALTH SCRUTINY FORUM**

**December 2009**

**Contact Officer:-** James Walsh – Scrutiny Support Officer  
Chief Executive's Department – Corporate Strategy  
Hartlepool Borough Council  
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**BACKGROUND PAPERS**

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

- (i) Report of the Scrutiny Manager entitled 'Dust on the Headland – Request for Scrutiny Investigation' presented to the Scrutiny Co-ordinating Committee on 9 October 2009.
- (ii) Report of the Scrutiny Manager entitled 'Dust Deposits on the Headland – Covering Report' presented to the Health Scrutiny Forum of 27 October 2009.
- (iii) Report of the Director of Regeneration and Neighbourhoods entitled 'Dust Deposits on the Headland' presented to the Health Scrutiny Forum of 27 October 2009.
- (iv) Presentation by the Executive Director of Public Health entitled 'An Overview of Health on the Headland in Hartlepool' received by the Health Scrutiny Forum of 27 October 2009.
- (v) Minutes of the Scrutiny Co-ordinating Committee of 9 October 2009.
- (vi) Minutes of the Health Scrutiny Forum of 27 October 2009.



## **NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

### **FINAL REPORT**

#### **POSSIBLE ENVIRONMENTAL IMPACTS OF DUST DEPOSITS ON THE HEADLAND AND SURROUNDING AREAS**

**April 2010**



## **SCRUTINY CO-ORDINATING COMMITTEE**

**23 April 2010**



**Report of:** Neighbourhood Services Scrutiny Forum

**Subject:** FINAL REPORT INTO THE POSSIBLE ENVIRONMENTAL IMPACTS OF DUST DEPOSITS ON THE HEADLAND AND SURROUNDING AREAS

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

- 1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into the 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas'.

### **2. BACKGROUND INFORMATION**

- 2.1 The Health Scrutiny Forum, in October 2009, carried out an investigation into the potential health implications of dust deposits on the Headland and surrounding areas in response to serious concerns from residents. Members of the Health Scrutiny Forum met formally on 27 October 2009 to receive evidence relating to the potential health implications of dust deposits on the Headland and surrounding areas.
- 2.2 Following its investigation the Health Scrutiny Forum presented its Final Report to the Scrutiny Co-ordinating Committee on 11 December 2009. The recommendations in the Final Report were accepted by the Scrutiny Co-ordinating Committee.
- 2.3 At this meeting of 11 December 2009, it was recommended that:-
- (a) the Neighbourhood Services Scrutiny Forum:-
    - (i) undertake a site visit to the Port area to observe the loading of scrap metal onto a ship; and
    - (ii) examine the potential damage to properties, the environment, noise and any possible statutory nuisance of Port activities.

- (b) the Regeneration and Neighbourhoods Department in consultation with the relevant Portfolio Holder(s):-
  - (i) consult with the Port workforce and explore the possible options in terms of enforcement, ensuring that any operational deficiencies on the Port site are not repeated; and
  - (ii) explore the role of the Environment Agency as the legally responsible body for the regulation of the operating permit of activities in the Port.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

- 3.1 To examine the potential damage to properties, the environment, noise and any possible statutory nuisance of Port activities.

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

- 4.1 The following Terms of Reference for the investigation were agreed by the Neighbourhood Services Scrutiny Forum on 16 February 2010:-
  - (a) To gain an understanding of the activity roles and professional responsibilities of the Council and Environment Agency in relation to the licensing and enforcement of Port activities;
  - (b) To explore the roles and responsibilities of PD Ports, Van Dalen Metals Recycling and Trading and Heerema Fabrication in relation to how they operate to ensure that their activities have minimal environmental impact;
  - (c) To examine the potential damage that port activities may have on:-
    - (i) properties on the Headland and surrounding areas; and
    - (ii) the environment
  - (d) To explore the concerns of residents in relation to the potential damage that port activities may have on properties on the Headland and surrounding areas and the potential damage to the environment and people's quality of life;
  - (e) To assess the impact of the potential noise pollution from Port activities to establish whether it contributes to a statutory nuisance; and
  - (f) To undertake site visits to the Port area and Town Wall to observe the loading / unloading of ships.

## **5. MEMBERSHIP OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

### **5.1 Membership of the Neighbourhood Services Scrutiny Forum for the 2009 / 10 Municipal Year was as outlined below:-**

Councillors: S Akers-Belcher (Chair), C Barker (Vice-Chair), R Cook, J Coward, T Fleming, J Marshall, T Rogan, G Worthy, E Wright

Resident Representatives: J Cambridge and B Loynes

## **6. METHODS OF INVESTIGATION**

### **6.1 The Members of the Neighbourhood Services Scrutiny Forum met formally from the 16 February 2010 to 24 March 2010 to discuss and receive evidence directly relating to their investigation into the 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas'. A detailed record of these meetings is available from the Council's Democratic Services or via the Hartlepool Borough Council website.**

#### **6.1 A brief summary of the methods of investigation are outlined below:-**

- (a) Written evidence from the Council's Regeneration and Neighbourhoods Department enhanced with verbal evidence;
- (b) Verbal evidence from the Portfolio Holder for Transport and Neighbourhoods;
- (c) Written evidence from the Environment Agency enhanced with verbal evidence;
- (d) Written evidence from Van Dalen enhanced with verbal evidence;
- (e) Presentation from PD Ports enhanced with verbal evidence;
- (f) Presentation from Heerema enhanced with verbal evidence; and
- (g) Written evidence from Headland residents enhanced with verbal evidence
- (h) Evidence from the Focus Group held on 23 February 2010
- (i) Evidence from visits to view Headland properties;
- (j) Evidence from site visit to PD Ports; and
- (k) Evidence from viewing the loading / unloading of ships from the Headland Town Wall

## FINDINGS

### 7. THE ACTIVITY ROLES AND PROFESSIONAL RESPONSIBILITIES OF THE COUNCIL AND ENVIRONMENT AGENCY

- 7.1 Members of the Forum were keen to explore the activity roles and professional responsibilities of the Council and the Environment Agency in relation to the licensing and enforcement of port activities and therefore invited evidence from the Council's Regeneration and Neighbourhoods Department, the Portfolio Holder for Transport and Neighbourhoods and the Environment Agency.

#### **Evidence from the Regeneration and Neighbourhoods Department**

- 7.2 The Forum welcomed evidence from the Director of Regeneration and Neighbourhoods outlining the Council's roles, responsibilities, and regulatory powers; what constitutes a statutory nuisance; the monitoring and sampling undertaken; complaints received; and the economic background and planning permissions of the Port and its occupiers.

#### *Roles and responsibilities, regulatory powers and statutory nuisance*

- 7.3 The Director of Regeneration and Neighbourhoods highlighted to the Forum that there are two sets of regulatory powers covering pollution issues in and around the port; these are the Environmental Protection Act 1990 and the Environmental Permitting Regulations 2007.
- 7.4 Under the Environmental Protection Act 1990 any nuisance from general port activities including the majority of the loading and unloading of cargoes is regulated by the Local Authority under the provisions of the Environmental Protection Act 1990. In order to action a claim for statutory nuisance, an activity needs to be, or is likely to be a nuisance, or is prejudicial to health.
- 7.5 Members requested a legal definition on what constitutes a statutory nuisance. The Director of Regeneration and Neighbourhoods sought a legal opinion and clarified that the test for statutory nuisance is generally accepted to be the 'private nuisance common-law test' that is, judged by the standard of the reasonable man, and whether the activity amounts to an unreasonable interference with the use and enjoyment by the claimant of his/her land, taking into account the nature of the area, has the activity materially and unreasonably detracted from his/her enjoyment of their own property?
- 7.6 Section 79 of the Environmental Protection Act defines the following matters as constituting a statutory nuisance:-

- (d) any dust, steam, smell or other effluvia arising on industrial, trade or business premises and being prejudicial to health or a nuisance and

- (g) noise emitted from premises so as to be prejudicial to health or a nuisance

7.7 Section 80 of the Act states;

- (1) where a Local Authority is satisfied that a statutory nuisance exists, or is likely to occur or recur, in the area of the authority, the Local Authority shall serve a notice (‘an abatement notice’) imposing all or any of the following requirements:-

- (a) requiring the abatement of the nuisance or prohibiting or restricting its occurrence or recurrence

- (b) requiring the execution of such works, and the taking of such steps as may be necessary for any of those purposes

7.8 In the case where a nuisance arises on an industrial, trade or business premises it is a defence to prove that the best practicable means were used to prevent, or to counteract the effects of, the nuisance. Section 79 (9) defines ‘practicable’ as reasonably practicable having regard among other things to local conditions and circumstances, to the current state of technical knowledge and to financial implications.

7.9 Case law was also provided to the Forum to help clarify the situation regarding damage to property from dust arising from port activity. The case referred to was *Wivenhoe Port -v- Colchester BC* [1985] J.P.L. 175. Members were informed that this was a case in relation to statutory nuisance caused by dust from the handling of soya meal. It was held in the Crown Court that a nuisance within the definition of statutory nuisance must interfere materially with the personal comfort of residents in the sense that it materially affects their well being although it might not be prejudicial to their health. Dust falling on vehicles might be an inconvenience to their owners and might even diminish the value of the car but this would not be a statutory nuisance. In the same way dust falling on a garden or inside a shop would not be a statutory nuisance but dust in the eyes or hair even if not shown to be prejudicial to health would be an interference with personal comfort.

7.10 Members of the Forum were surprised to hear that there is no clear objective definition as to what constitutes a nuisance. It has been said that there is a scale between mildly irritating and intolerable and in each case the determination of whether a nuisance exists is a matter of judgement (*Budd v Colchester BC* 1997). In addition, the determination is based upon an objective test of reasonableness. In cases that have been considered, courts have not taken regard of the particular sensitivities of an individual (*Heath v Brighton Corporation* 1908). Indeed the concept was clearly stated in 1872 in respect of noise:-

‘...a nervous, or anxious, or prepossessed listener hears sounds which would otherwise have passed unnoticed, and magnifies and exaggerates into some new significance, originating within himself,

sounds which at other times would have been passively heard and not regarded' (*Gaunt v Fynney 1872*).

- 7.11 Therefore, Members were informed that a person with a particularly sensitive olfactory or auditory response is not given any higher standard of protection than a person with 'normal' response. However, although there are powers under section 82 of the 1990 Act for an individual to take action, the primary enforcement method relies on the local authority taking action. The local authority must be of the opinion that either substantial personal discomfort or a health effect must exist. There are eight key issues to consider when evaluating whether a nuisance exists, these are impact, locality, time, frequency, duration, convention, importance and avoidability.
- 7.12 The standard cannot be defined precisely and much will depend on the view taken by the court of the seriousness of the harm, the health impact and a balance of the key issues. However, it is the opinion of the Council's professional officers that there is not sufficient evidence to pursue an action for a statutory nuisance.
- 7.13 In relation to the Environmental Permitting Regulations 2007, Members were informed that there are processes on the docks that are regulated under the provisions of the Environmental Permitting Regulations 2007. Section 79(10) of the Environmental Protection Act 1990 prevents the use of the nuisance provisions where an environmental permit is in place. In these cases the regulation has to be undertaken through the conditions on the permit and the nuisance provisions can only be used with a derogation from the Secretary of State.
- 7.14 There are 2 permitted operations on the Port:-
- (i) Van Dalen's - which is a permitted waste operation and therefore now regulated by the Environment Agency (EA); and
  - (ii) The coal and coke deliveries handled by PD Ports which Hartlepool Borough Council (HBC) as a Local Authority regulate. The description of the permitted operation is 'The discharging of coal of various sizes and petroleum coke by ship's cranes and/or quayside cranes from ship's hold to quay and/or direct to road transport at Victoria Harbour.' There are various conditions attached to this permit, which were circulated to the Forum.
- 7.15 A Member brought to the Forum's attention the fact that new European legislation has been agreed recently which may change the way environmental issues are assessed and inspected. Council Officers informed the Forum that they are aware of this legislation and will ensure compliance once it is implemented.
- 7.16 Members were informed that under the provisions of the Environment Act 1985 and The Air Quality Regulations, the Council has to continually review and assess the air quality in the Borough. There is a requirement to assess a

number of specified pollutants which have set objectives which must be met. A full review and assessment was initially undertaken in 2000. A progress report has to be prepared annually and every 3 years the Council has to undertake an updating and screening assessment. As part of this process one of the pollutants the Council has to assess are PM10 particulates. These are the particulates that are less than 10 microns in diameter which can enter the lungs. The objective that has to be met is an annual mean of  $40\mu\text{g}/\text{m}^3$  and a 24 hr mean of  $50\mu\text{g}/\text{m}^3$ . These are the levels at which there is a potential risk to health. The Council undertook ambient monitoring on the Headland at a site in Union Street in 2001 and the verified results which were accepted by the Department for Environment, Food and Rural Affairs were an annual mean of  $24\mu\text{g}/\text{m}^3$ . This is comfortably within the target objective.

### *Complaints received*

- 7.17 Members requested information on how complaints are handled when they are received from residents. The Director of Regeneration and Neighbourhoods highlighted to the Forum that there were problems in the 1990's concerning noise and dust from the Port and in particular around activities on Irvine's Quay. This resulted in a liaison group being set up with representatives from the Port Authority, the Council and residents from the Headland and Town Wall. These original liaison meetings have now been disbanded.
- 7.18 At the end of February and beginning of March 2008 a number of complaints were received from residents of the Town Wall concerning alleged dust nuisance from the scrap operation on the Port. The complaints indicated that windows were covered in a fine layer of black dust with some of this dust being magnetic indicating that it contained metals. Council Officers spoke to Van Dalen, the operator on the port in order to resolve these problems. As it was recognised that there was a problem with dust from Van Dalen's operations and from the Port it was decided that the best way to pursue this was to set up another liaison group with all interested parties.
- 7.19 The first meeting of the liaison group was held on 6 March 2008 and was attended by the local Ward Councillors, residents from the Town Wall and representatives from Van Dalen, the Council, the Health and Safety Executive and the Environment Agency. It was decided at this meeting that the main aim was to resolve the dust problems without causing any further environmental complications. Members were informed that further liaison meetings were held up until 8<sup>th</sup> September 2008. The minutes of these meetings were circulated to Members of the Forum.
- 7.20 One Member highlighted that in the minutes of one of these liaison group meetings reference was made to a Dust Management Plan and that it was agreed that a Dust Management Plan was needed. The Director of Regeneration and Neighbourhoods clarified that it is the responsibility of Van Dalen to produce this Dust Management Plan in accordance with their

licence and for the Environment Agency to monitor it and enforce if necessary. Van Dalen's Dust Management procedures were circulated to the Forum, although the Forum felt that they were not robust and effective.

- 7.21 Resulting from these liaison meetings major improvements at the dock side including improvements to dock side hoppers have been carried out.
- 7.22 It was highlighted to the Forum that no complaints were received to the Council between September 2008 and January 2009. In January and February 2009 complaints were received about brown spots on windows and limestone dust on cars and property. The Director of Regeneration and Neighbourhoods confirmed to Members that when a complaint is received about the operations within the Port area, an inspection is undertaken wherever practical.
- 7.23 Therefore, in April 2009 the decision was made to undertake a monitoring exercise around the Headland, Marina and Central Estate. The monitoring started in June 2009 and involved samples of UPVC and two sets of Petri dishes (daily and weekly samples) coated in a fine layer of petroleum jelly located at sites all around the Headland, Central Estate and the Marina. The following locations were used for the samples: Telford Close; Commercial Street (Small Crafts Pub); 18 Thorpe Street; 9 Seaview Terrace; 8 Town Wall; and 127 Northgate. Included in this monitoring daily weather reports were logged, including wind speed and direction and daily records were collected of all shipping and cargoes loaded and unloaded in the Port. The results of the samples, which were circulated to the Forum, showed no heavy metals to be present and only trace levels of iron oxide and titanium dioxide. The analyst's opinion is that these levels are consistent with the levels found in general dust and dirt.
- 7.24 Members were also informed that visual monitoring of Port activities has been undertaken by Council Officers, along with photographic evidence.

*Economic background and planning permissions*

- 7.25 Members received a report from the Director of Regeneration and Neighbourhoods outlining the key economic benefits of the Port and its occupiers, this included the companies PD Ports, Heerema, JDR Cables, Huntsman Tioxide, Van Dalen and OMYA. Key information included that Tees and Hartlepool is the third largest Port in the UK. That 20 per cent of Heerema's turnover last year was offshore wind markets and that OMYA's supplier chain is almost exclusively to businesses in Hartlepool. Residents did express concerns that this report did not take into account the cost of damage to their property.
- 7.26 As additional information, in support of the investigation, Members requested information on the planning controls in relation to PD Ports, Van Dalen, Heerema, JDR Cables, OMYA and Hogs Fuels.



- 7.27 Residents raised concerns about the operations carried out on the OMYA site (Middleton Road) relating to the dust that is created when unloading hoppers. The OMYA site is controlled through planning and the Director of Regeneration and Neighbourhoods indicated to the Forum that he would investigate this issue further.

#### **Evidence from the Portfolio Holder for Transport and Neighbourhoods**

- 7.28 The Portfolio Holder for Transport and Neighbourhoods highlighted to the Forum that £30,000 has recently been allocated from the SCRAPT budget to provide equipment to monitor and gather evidence of any particulates. This station will be located permanently on the Headland. The Forum and residents welcomed this, as residents felt that the Petri dishes were not suitable for gathering certain types of particulates. The Portfolio Holder suggested that the location of the new monitoring station be discussed with residents before it is sited.

#### **Evidence from the Environment Agency**

- 7.30 The representative from the Environment Agency outlined to the Forum the regulatory roles of the Environment Agency in relation to operations at Hartlepool Docks. The Environment Agency is the statutory authority for applying and enforcing waste management and water pollution control in England and Wales.
- 7.31 The Waste Management Licensing Regulations and more recently the Environmental Permitting Regulations require that waste management operations involving the storage, treatment or disposal of waste usually requires an environmental permit, issued by the Environment Agency. Certain low risk activities involving the beneficial use of waste are exempt from the need for a permit.
- 7.32 The Forum was informed that Van Dalen is the only premises within Hartlepool Docks which operate a waste management operation under an environmental permit issued by the Environment Agency. Van Dalen has operated from a site within Hartlepool Docks since 2001, stockpiling waste metals for export by ship under the furnace-ready scrap position. Members questioned why Van Dalen was operating without a permit prior to 2008. The representative from the Environment Agency clarified that prior to 2008 there were a number of sites operating nationally with materials that were not classed as waste at the time. In January 2009, the site was issued with a permit but this does not allow for any treatment of waste on site. It is also not practical or possible to prevent all emissions from a site and conditions within the permit reflect this.
- 7.33 The representative from the Environment Agency confirmed that the Environment Agency were involved in the Liaison Group meetings and as a result of these meetings, Van Dalen agreed to commission work to investigate dust arising from their site, and the potential effects any such emissions may be having.

- 7.34 Van Dalen commissioned Envoy Environmental, a consultancy firm to undertake outline monitoring and a study on emissions from loading activities. They also agreed to take dust samples from the residents and analyse them. The Environment Agency highlighted that within the Envoy report it was found that personnel exposure to dusts on the Van Dalen site was generally within acceptable limits, although specific personnel in close contact with the ship loading should be advised to wear simple particulate face masks as and when necessary. This would support the view that it is highly improbable that there would be exposure above acceptable limits beyond the site boundary.
- 7.35 The Environment Agency informed Members that inspections have been carried out, including during ship loading operations. Although it was evident that waste movement operations produced a dust plume above the storage area and ship, the Environment Agency has so far not identified a visible plume of dust stretching from the Van Dalen operations to the Headland. The Environment Agency was provided with video footage from residents confirming that a dust plume is produced above the waste movement activities but the Agency are unable to conclude from this footage the distribution and impact that this may be having off site. The representative from the Environment Agency did conclude that dust particles are capable of travelling hundreds of metres, as highlighted in the Environment Agency's M17 Technical Guidance Document on the Monitoring of Particulate Matter in Ambient Air around Waste Facilities.
- 7.36 Members were informed that in 2009, the Environment Agency and Van Dalen, regardless of the presence or absence of evidence of pollution have discussed what reasonably practicable measures are being, or could be, taken to manage the site to minimise emissions. Since then Van Dalen has updated their management system to more clearly specify roles and responsibilities for measures to prevent pollution, including minimising dust emissions. Van Dalen has dust suppression arrangements in place on their site and these currently appear adequate to protect the environment. However, Van Dalen has agreed to install an impemeable kerb around the base of the scrap storage area which will minimise direct run-off from the storage heap. This work is expected to be completed in April 2010.
- 7.37 The Environment Agency has also confirmed to Van Dalen that they can benefit from an exemption to abstract water from Hartlepool Dock for use on their site. The Environment Agency will keep working with Van Dalen to identify practicable measures to further minimise emissions but do not consider that it is reasonably practicable to prevent all dust emissions from ship loading operations on the site.
- 7.38 One suggestion was to conduct a monitoring activity after a professional clean up to enable fresh dust samples to be taken. Although, there are many types of monitoring that can be undertaken there is still the issue of background dust. Therefore, it was suggested by the Environment Agency that the best way forward is to minimise emissions from the site as opposed to elaborate monitoring programmes.

- 7.39 Members and residents were concerned about the dust and materials from wider port activities entering and polluting the waters of Hartlepool Dock. The Environment Agency, at this time, does not believe that the site operations are having any significant impact on the water environment. Visual inspections of the dock have been made with a view to collecting samples if contamination was visible or discharge was identified. A surface and sub surface sample has been collected adjacent to Van Dalen's site which identified levels of metals that would typically be identified in seawaters in this area, none of which were of concern. The Environment Agency informed members that they will continue to inspect the dock and investigate any unusual accumulations. It was confirmed that the dock floor is dredged regularly with all dock based habitat completely removed. Residents disagreed with this statement and were of the opinion that the dock floor is not fully dredged on a regular basis.
- 7.40 Residents highlighted their concerns about the contamination of the marine environment as lobsters taken from the area surrounding the dock appeared ginger in colour as a result of the scrap deposits. The Environment Agency did request to see evidence of this. The Forum did also invite comment from the Hartlepool Boatsman Association asking for their views on the marine environment, however, to date, a response has not been received.
- 7.41 Members questioned whether removing contaminated water by tankers may be better than using the current method of the foul sewage system. It was confirmed by the Environment Agency that discharge to a foul sewer was the preferable method of discharge and this presented no conceivable risk.
- 7.42 The Environment Agency, since the start of 2008 has recorded 8 reports of environmental concerns. Members and residents were encouraged to report concerns of environmental harm at any time by contacting the Environment Agency on their incident hotline.

## **8. THE ROLES AND RESPONSIBILITIES OF PD PORTS, VAN DALEN AND HEEREMA IN RELATION TO HOW THEY OPERATE TO ENSURE THAT THEIR ACTIVITIES HAVE MINIMAL ENVIRONMENTAL IMPACT**

- 8.1 Members of the Forum invited the key companies, (PD Ports, Van Dalen and Heerema) to outline to the Forum the ways that they operate to ensure that their activities have minimal environmental impact.

### **Evidence from Van Dalen**

- 8.2 Members received a written report from Van Dalen which outlined that they operate to the waste management licence and site plan as issued and agreed with the Environment Agency. In addition to the controls and methods described within these legal documents Van Dalen have also gone further and arranged improved working practices with PD Ports and voluntarily placed restrictions onto their working hours.

- 8.3 Members were informed that in order to minimise any potential effect that operations may have on their neighbours on the Headland, Van Dalen do not work 24 hours, although they could on shredded materials. Regarding the material, Plat and Girder, Van Dalen have cut back their hours as it is a noisier material to load. Clarification was sought from Members on the operational hours of the loading of ships. It was confirmed that Van Dalen's usual operations commenced at 7am although on occasions when a ship was in dock, operations commenced at 6am. In all cases Van Dalen do not operate any heavy plant machinery before 8.00pm, and no longer work on Saturdays and weekends except for essential maintenance or possible delays with ship loading.
- 8.4 It was highlighted to Members that as a further precaution, working in conjunction with the Environment Agency, Van Dalen has removed all the sleepers from the bund wall and replaced the bottom sleepers with a sealed concrete base, which has been protected, on Van Dalen's side, with steel plates to prevent any damage. This will ensure that there is no possibility of any water entering the dock during heavy rainfall. Members queried whether Van Dalen was able to establish if any run-off water is contaminated. However, Members were informed that the vast majority of water used within Van Dalen's operations evaporated with any excess water being discharged straight into the foul sewer.
- 8.5 In terms of loading of ships the dock crane operatives are under strict instruction to lower their grabs as far down into the hold as possible and not drop the material from a great height onto the stowed cargo. If there is a possibility of any prevailing winds or any risk of dust becoming airborne in the surrounding area Van Dalen has an operator spraying water intermittently onto the stockpile. It is not doused so that the cargo does not become flooded in order to prevent any run-off into the dock.
- 8.6 Members questioned whether there was a limit / tonnage on the height of the scrap. It was confirmed by both Van Dalen and the Environment Agency that there is no limit / tonnage on the amount of scrap that can be stored. Reference was made to the height of the scrap in a meeting that was held back in 1994 between the Council, residents and the Port Authority and in this meeting it was agreed that the height of the scrap would be kept to a minimum wherever possible. Members suggested that this could be a possible agreement that could be re-instated.

### **Evidence from PD Ports**

- 8.7 PD Ports highlighted to the Forum the types of cargoes they handle, which are rutile sand; scrap; talc; coke; steel pipes and plate; timber; and offshore projects. In order to consider their neighbours on the Headland PD Ports only carry out stockyard work on weekdays and in relation to minimising

dust from cargoes, PD Ports highlighted to the Forum that they use the best available techniques including investing in new cranes, hoppers and grabs. In relation to coke, PD Ports comply with the licensing conditions by using a selected berth and have minimal stockpiles on the quay.

- 8.8 PD Ports informed Members that they have implemented a change in operating hours and will continue to invest in the training of employees.
- 8.9 It was confirmed by PD Ports that all residents in the area are stakeholders of the Port and that PD Ports have a duty of care to all its stakeholders. Reference was made to a recent complaint during which dust was spilling out of one of the hoppers. PD Ports were aware of this complaint which was investigated immediately. The result of the investigation highlighted that it was an operator error in overfilling the grab and that particular operator had been appropriately reprimanded. Members queried whether other equipment had been considered for the loading / unloading of ships, for example, a suction method as opposed to a grab. Members were informed that there is suction equipment available but it was highlighted to the Forum that it was not suitable for rutile sand or talc. Following on from this, Members questioned whether using containers or sacks had been considered as an option for transferring the products. PD ports confirmed that the companies purchasing / transporting the product would be keen to see no dust escaping during transition and was sure that alternatives will have been examined. However, quarterly liaison meetings are held with the companies involved and PD Ports gave a reassurance that they would raise this issue at the next scheduled meeting.
- 8.10 Members questioned whether operations could be transferred to a different location, as it was noted by the Forum that the Managing Director of PD Ports in 1994 had said in a letter to a resident that it may be possible to transfer the scrap metal trade to Tees Port so long as this can be done with the consent of the customer. PD Ports confirmed that the vast majority of products handled within the Port served local industry and if operations were to be transferred to an alternative site elsewhere, the additional cost in terms of transport and relocation may be cost prohibitive to the companies gaining new contracts. Although, in terms of moving the scrap metal, further examination of the possibility of moving the scrap metal may be considered.
- 8.11 Residents did understand why rutile sand was imported to Hartlepool but questioned why scrap metal was stored on the site as it was only stored for export and reference was again made to the possible relocation of the scrap metal operations to Tees Dock area as there appeared to be a lot of available land in that area. PD Ports indicated that there was not a vast amount of land available in the Tees Dock area and there had recently been a huge increase in the number of container and ferry terminals needed. Discussions were already ongoing to expand the operations within the Tees Dock area to

include the import of materials for the operations of power stations as well as for the construction of wind turbine machinery.

### **Evidence from Heerema**

- 8.12 Heerema provided an outline to the Forum of the Heerema Group of companies including the locations of their sites. A number of current and previous projects were highlighted including a breakdown of employment levels on the Hartlepool site.
- 8.13 Members of the Forum referred to the recent compensation paid out to residents on the Headland by Heerema's insurance company to replace residents' windows and noted that there is a test window within the Heerema site. Members asked to view the photographs of this test window. However, Heerema confirmed that a presentation was given to a Member of the Forum in October 2009 prior to the Health Scrutiny Forum meeting held in the Borough Hall on the Headland on the 27 October 2009, which included photographs of the test window. Members were informed that the test window and subsequent photographs were taken for internal monitoring purposes due to the extent of claims incorrectly paid out on Heerema's behalf. Heerema feel that any information provided may be used in the wrong context resulting in Heerema Hartlepool being compromised by providing the information and in view of the above unfortunately, Heerema are reluctant to provide the information that was requested.
- 8.14 Members asked Heerema whether any damage had been caused to vehicles in and around the Heerema site due to dust emissions and Heerema clarified that no-one had raised any problems.

## **9. SITE VISITS TO THE PORT AREA AND TOWN WALL TO OBSERVE THE LOADING / UNLOADING OF SHIPS TO EXAMINE THE POTENTIAL DAMAGE THAT PORT ACTIVITIES MAY HAVE ON PROPERTIES AND THE ENVIRONMENT**

- 9.1 As part of the investigation, Members of the Forum visited PD Ports; observed ships loading and unloading from the Town Wall; and also residents very kindly offered to show Members around their homes to view the damage and to speak to them directly about their concerns. The Forum thanked all residents for inviting Members of the Forum into their homes.
- 9.2 Members visited PD Ports on 19<sup>th</sup> February 2010 to observe a ship unloading. However, the ship had finished unloading before members arrived. Although, Members did find the visit very useful in terms of gaining an understanding of

the layout of the Port but were disappointed as they would have liked to have seen activity on the Port.

- 9.3 Throughout the investigation Members were encouraged to view the loading / unloading of ships from the Town Wall. Members were kept informed of the ships that were due into the Port on a regular basis.
- 9.4 When Members visited residents on the Headland, a short questionnaire was distributed to Members in order to collate comments and views. The following questions were asked with the answers and comments listed below:-

**1) Was there any dust deposits inside or outside of the property?**

- (a) Only slight
- (b) Yes
- (c) dust around and sharp particles

**2) If yes, had these dust deposits caused damage to the property?**

- (a) Yes
- (b) Not sure
- (c) difficult to say as do not have expert knowledge in this area

**3) If yes, can you give a brief description of the damage?**

- (a) There was dust around but do not have expert knowledge to conclude that the dust was causing the damage.
- (b) One resident highlighted that a service road at the back of his house used by Heerema was not tarmaced and this caused a lot of dust on his property.
- (c) There was not very much dust around, a ship came into dock while I was visiting one property on the Town Wall. I am not sure dust causes as much damage as resident's state. There was certainly no dust on cars in fact they were really clean. However, there was a small amount of metal type dust in window frames. I was shown rusty window hinges but I felt it could have been caused by the salty sea air. I visited the Headland at approx 9.30am 1/3/10 and again approx 3pm it was a lovely day no dust anywhere. Again visited Tues 2/2/10 the ship was being unloaded of its cargo which I believe could have been white powder, the crane lowered the cargo

into the hopper, it was not dropped from a height, the lorries were filled then drove off. My husband and I watched this process for quite a while, no evidence of dust anywhere. Brown spots on own windows.

- (d) Rusted hinges on windows. Interior damaged P.V.C window sills and door frames. Garages filled with brown / grey abrasive dust. Black mould marks on furnishings and laundry. Rutile sand creates black pitted markings and grime on plaster work and paintwork.

## **10. CONCERNS OF RESIDENTS IN RELATION TO THE POTENTIAL DAMAGE THAT PORT ACTIVITIES MAY HAVE ON PROPERTIES, THE ENVIRONMENT AND PEOPLE'S QUALITY OF LIFE**

- 10.1 The Forum was very keen to engage with members of the public to hear their views and concerns in relation to the possible environmental impacts of dust deposits on the Headland and Surrounding Areas.

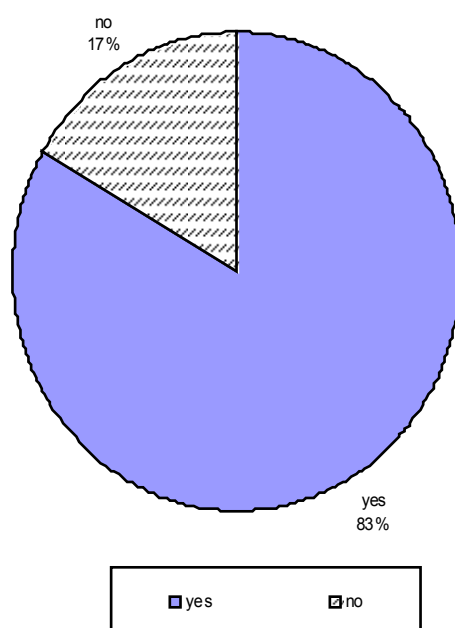
### **Feedback from Leaflets / Focus Group**

- 10.2 In order to gather views from members of the public, the Forum agreed to hold a Focus Group on 23 February 2010. The event was well publicised in the local press together with the distribution of 3600 leaflets to all households on the Headland, Marina and Central Estate inviting people to attend the focus group and the formal meeting of the Neighbourhood Services Scrutiny Forum on 1<sup>st</sup> March 2010.
- 10.3 A short questionnaire was printed on the back of the leaflet and people were asked to complete the questionnaire and submit their written views / comments / questions if they were unable to attend the focus group or the 1<sup>st</sup> March meeting. 18 questionnaires were completed and returned. The graphs below show the responses to each question.



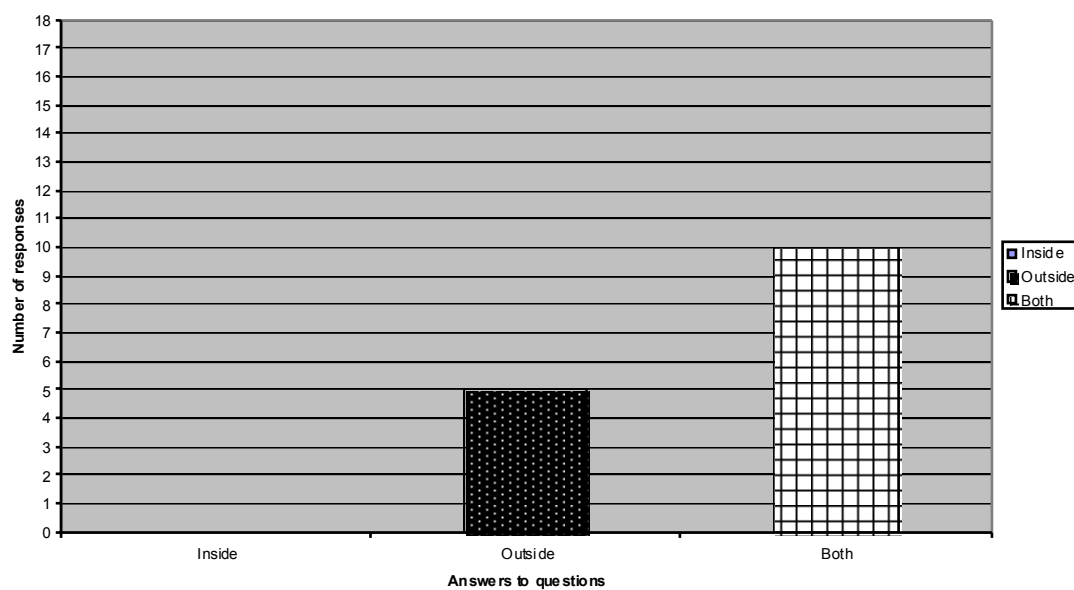
## 10.4 Question 1

Do you think that your property has been damaged by dust from the port area?

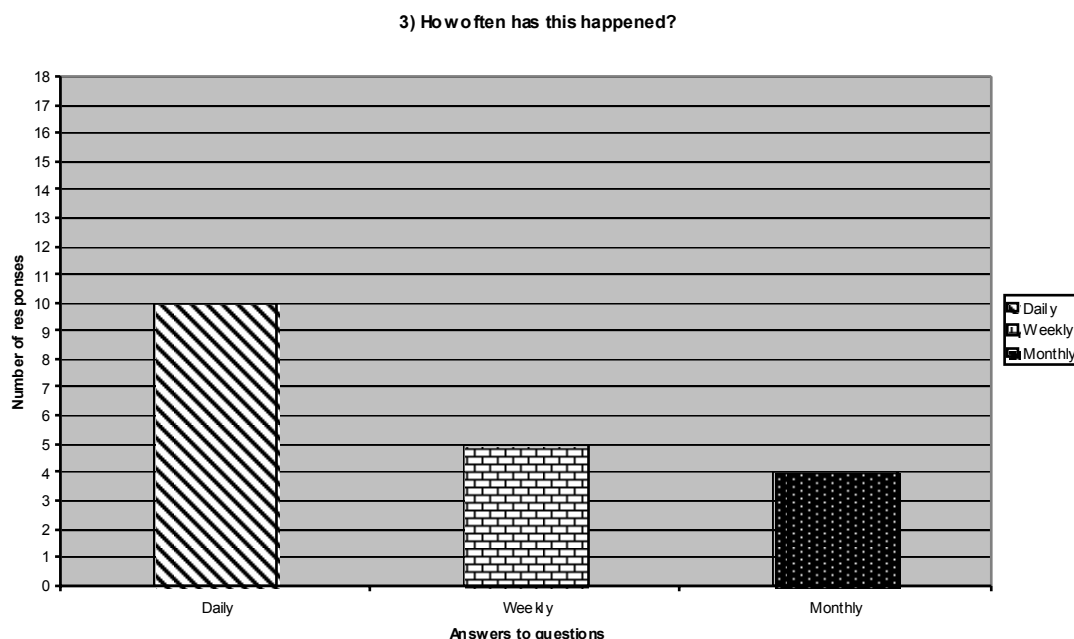


## 10.5 Question 2

2) If yes, was the damage inside, outside or both?



## 10.6 Question 3



(Please note that 3 people gave more than one answer to the above question – for example it happens daily and weekly)

10.7 The following views / comments were received from residents and have been written how they were received (minus the health aspects):-

- (a) **Prissick Street** – no issues.
- (b) **Slake Terrace** – In my opinion the dust does not cause damage to buildings.
- (c) **Throston Street** – My property is a newly built house and have noticed rust around window ledges, fragments are spread across the whole of the window ledge and cannot be removed when cleaning. Also our windows are cleaned on a regular basis but always seem to have a thin layer of dust over them. Never really thought anything about it until this letter arrived through my letterbox. Do you think there is a possible connection?
- (d) **Town Wall** – Have had to paint rendering and woodwork more frequently to front of house. Don't keep windows open. Door step often covered in dust. Have to wash more often. Also noise has started again but keeps well within time limits
- (e) **Town Wall** – I've had double glazing installed for less than a year and specs of rust already appearing on the paintwork. The dust from the scrap heap on the docks is constantly settling on the windows and doors. No attempt is made to lessen this and noise from loading is bad.

- (f) **Town Wall** – How much longer do we have to put up with this filth, it is damaging our properties, would any of the Council Members like to live among this filth, we have to do something and get it moved now.
- (g) **Town Wall** – This is now getting beyond a joke. Constant black / red dust in house and outside. Worse when ships loading up or unloading. Please give me a clean street to live.
- (h) **Town Wall** – This dust settles on everything inside and out even in the summer you can't open your windows as they thick with dust and black spots.
- (i) **Darlington Street** – I would appreciate an honest inquiry into the problem and for it not to be covered up and any truths buried.
- (j) **Northgate** – A number of years ago houses on the Headland used to have a reduction in rates etc. Noise when Heerema was starting building rigs outside and piling for docks.
- (k) **Northgate** – we need to know why our properties are at risk for the sake of profits of PD Ports
- (l) **Northgate** – we should not have to live in the atmosphere from the dust it affects our lives and property
- (m) **Cliff Terrace** – My view is that it is another way for residents of that particular part of the Headland to try and con the Council out of more cash. I think it's disgusting. I don't know how many more times this has to be addressed. A complete waste of money.
- (n) **Cobb Walk** – Within a few months of having new windows and doors installed they were (and still are) covered in brown coloured specks. Who (if anybody) will re-imburse me with the cost of my windows and doors.
- (o) **Heronspool Close** – Very bad stench from T.M.D on a daily basis, ongoing since 2001. Houses, cars contaminated. Other contamination – TMD Friction, Oaksway Ind. Estate, Hartlepool.
- (p) **Telford Close** – We have been resident in Telford Close TS24 0UE for 10 years and are not aware of any problems relating to environmental dust. One of our sills being used for monitoring purposes. The council staff who discussed the matter with me before installation referred to 'red spots' on UPVC. A friend who lives well to the west of the railway says that he frequently cleans off such marks. Major movement of stored pipes south of Cleveland road have caused short term visible dust clouds and noise. Observations of shipping at Hartlepool suggests that nearby residents may well be occasional subject to levels of contamination that are unacceptable in the 21<sup>st</sup> century.

- (q) **Somersby Close** – Regarding the issue's of dust myself and my family have lived in this property since 1984 when it was first built. Myself and neighbours past and present have remarked how dusty the houses are. You can dust and by the end of the day it looks as if it's never been touched. When we open a window grime gets on our blinds and the window sills are covered in grime too. I can wash my car and the following day it's covered in a film of dirt without it moving. We always blamed the Steetly Plant but it can't be because since its closure it's remained the same, it can be a nuisance but over the years we have had to live with it. Also, in the last year or so I have noticed a very low pitched rumble noise, its more noticeable at night time even with the windows closed you can hear it. It does sound a lot like a diesel car outside with the engine ticking over but if you look outside there is nothing there. It doesn't keep you awake but if you wake up during the night it's annoying enough to make it hard for you to drop back off to sleep. Does anyone know the causes for the dust and the low rumble noise? Its not the police helicopter because that noisy, this noise is the very low end of the noise range hertz not kilohertz. Its not tinnitus because my wife hears it too.

10.8 The focus group which was held on 23<sup>rd</sup> February 2010 at the Headland Borough Hall gathered views / comments / questions from residents in relation to the possible environmental impacts of dust deposits on the Headland and surrounding areas.

10.9 Four questions were asked at the focus group. The questions are detailed below along with the responses:-

- (1) Do you think that you have suffered environmental damage to your property as a result of port activities?**

Yes

- (2) If yes, what was the damage and how often does it happen?**

Damage to:-

- (i) cars / gardens / clothing (washing cannot be dried outside) / curtains / carpets / furniture / heating / gas fires / windowsills / interior walls / wallpaper / exterior walls / frames of doors and windowsills / gardens / plants / lawns / paving / plant pots / garden furniture / outside fences / walls / blinds / damage to caravettes and caravans / boats in dock / paintwork / door furniture / motorbikes / windscreens / wiper blades / contamination to home grown vegetables / hinges rust / fibre glass pitted / stainless steel rust coated / discolouration of UPVC and aluminium windows i.e rust marks / marine life (ginger lobsters living in scrap)

- (ii) Cleaning the house and contents require more power use i.e carbon footprint and extra money from residents to pay for.
- (iii) Depending on the direction of wind / actual activity on dock – If wind direction is on Headland then we get covered with dust on homes / cars etc and this can be up to a few centimetres thick. If wind direction is away from Headland we can still get a slight covering. Either way we have to continuously clean this dust away resulting in scratches on windows and what you don't get off gets into window frames etc and leaves brown / red marks
- (iv) Continuously decorating, waste of time as we know it will be dirty again soon. Move scrap to Teesport where there is no housing because all scrap is brought in by road
- (v) Rust dust scours materials / rust scum floats on water, sinks.
- (vi) Quay washed down into dock.
- (vii) Loss of value to property
- (viii) From heavy metal exposure / black dust

Frequency:-

24 hours 7 days a week for ever, daily occurrence whether there is activity going on at the Port or not, due to the stock piles of scrap on Irvines Quay, on going

**(3) Do you think that port activities affect the quality of your life? If yes, can you explain how? (answer to be non – health related – i.e not stress, anxiety, depression etc)**

- (i) Can't open windows / can't sit in gardens / walk the streets when we are being bombarded with dust
- (ii) Lack of sleep due to noise causes tiredness to people on shifts etc
- (iii) Feeling of worthlessness
- (iv) Children playing in a dirt environment
- (v) Volume of traffic when Heerema is in operation – change of shift has cars going in both directions creating noise and danger to the public.
- (vi) No where else in Hartlepool is close to industry – makes you feel like a second class citizen.

(vii) Living in a deprived area (a council made slum / ghetto like)

(viii) The noise is intolerable some days it means that we can't have our windows open

**(4) If you have any specific questions relating to the possible environmental impacts of port activities please detail below.**

During the Focus Group residents submitted a range of questions and answers to these questions were provided at the Forum's meeting on 16<sup>th</sup> March 2010.

**Written evidence from Headland residents**

- 10.11 Residents of the Headland submitted written evidence to the Forum which was circulated and highlighted their concerns regarding the dust that comes from the docks area which lands on properties, cars and leaves everywhere covered in a reddish/brown dust. Residents highlighted that when it is windy it is really thick and it marks property if it is not removed straight away and when it is removed it scratches the paint work of the car and the UPVC windows.

**11. CONCLUSIONS**

**11.1 The Neighbourhood Services Scrutiny Forum concluded:-**

- (a) That the information received from residents on the Headland has been invaluable throughout this scrutiny investigation and the Forum would encourage residents to continue to carry out their own monitoring and report their findings to the Council and Environment Agency;
- (b) That Petri dishes are not the most effective way to collect evidence of dust particulates and that the Forum welcome the installation of a new monitoring station in consultation with residents over the location of the station;
- (c) That the roles, remits and contact details for all relevant organisations needs to be clearly publicised;
- (d) That there is an acceptance of why rutile sand is imported into Hartlepool but not the scrap metal;
- (e) That there should be a height limit on the amount of scrap metal that can be stored at the Van Dalen site;
- (f) That the unloading of talc at the OMYA site on Middleton Road needs further exploration by the Regeneration and Neighbourhoods

Department as concern was raised about the amount of dust that is created when unloading hoppers;

- (g) That the statutory nuisance law should be reviewed and changes be made to better reflect residents problems, as for example those being experienced by the residents of the Headland;
- (h) That a Dust Management Plan is a requirement of Van Dalen's operating permit but this plan needs to be as effective and robust as possible; adhered to; and if not adhered to then enforced by the Environment Agency;
- (i) That throughout the investigation noise of port activities has not been raised as an area of great concern to members of the public and where individual cases did arise these have been investigated separately by the Regeneration and Neighbourhoods Department;
- (j) That, at this time, the Environment Agency do not believe that the site operations are having any significant impact on the water environment; and
- (k) That the Environment Agency has, to date, not identified any unacceptable emissions or impacts on the environment after responding to reports and carrying out their own inspections

## **12. RECOMMENDATIONS**

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

- (a) That the Council write to the Environment Agency outlining the residents concerns highlighted throughout this investigation;
- (b) That the Council lobby the Member of Parliament for Hartlepool and the Secretary of State for the Environment for changes to the statutory nuisance law to better reflect residents problems, as for example those being experienced by the residents of the Headland;
- (c) That the Council work with the:-
  - (i) the Environment Agency and Van Dalen to review and improve Van Dalen's Dust Management Procedures to minimise emissions from the site; and
  - (ii) the Environment Agency and PD Ports to enhance their dust suppression arrangements

- (d) That Council Officers be instructed to pursue action for a statutory nuisance claim whilst recognising that this goes against professional advice;
- (e) That the Council facilitate discussions with Van Dalen to reinstate the informal agreement made between Van Dalen and residents on a maximum height for the scrap metal;
- (f) That the Council explores with the relevant companies the option of moving the scrap metal and all the cargoes; and provides an update to Cabinet on the discussions which have been undertaken within three months;
- (g) That the Council carries out intense investigation and monitoring to collect evidence of dust deposits;
- (h) That the Council, in relation to monitoring:-
  - (i) consult with residents to identify a suitable location for the new monitoring station;
  - (ii) that given residents concerns regarding the effectiveness of the evidence received from Petri dishes they ceased to be used and alternative methods of collecting samples be explored;
  - (iii) that residents be encouraged to carry out their own monitoring and continue to report their findings back to the Council and Environment Agency; and
  - (iv) produce a guide for residents on sampling including the most effective ways to collect samples
- (i) That the Council produce a document in consultation with residents that clarifies the remit and contact details for all the relevant organisations;
- (j) That residents of the Headland and surrounding areas be kept up to date on the progress of all recommendations; and
- (k) That Members of the Neighbourhood Services Scrutiny Forum and residents be invited to attend the meeting of the Health Scrutiny Forum when it considers the additional information which has been requested from Professor Kelly.



## 15. ACKNOWLEDGEMENTS

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

### Hartlepool Borough Council:

Councillor Peter Jackson – Portfolio Holder for Transport and Neighbourhoods

Dave Stubbs – Director of Regeneration and Neighbourhoods

Sylvia Tempest – Environmental Standards Manager

Adrian Hurst – Principal Environmental Standards Officer

Resident Representatives

### External Representatives

Ken Smith – PD Ports

Sean Beach – PD Ports

Ian Baxter – Van Dalen

Paul Quayle – Heerema

Graeme Hull – Environment Agency

Members of the public

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

**Contact Officer:-** Laura Starrs – Scrutiny Support Officer  
Chief Executive's Department - Corporate Strategy  
Hartlepool Borough Council  
Tel: 01429 523 087  
Email: [laura.starrs@hartlepool.gov.uk](mailto:laura.starrs@hartlepool.gov.uk)

## BACKGROUND PAPERS

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

- (i) Report of the Health Scrutiny Forum entitled 'Interim Report – Dust Deposits on the Headland' presented to the Scrutiny Co-ordinating Committee of 11 December 2009.
- (ii) Report of the Scrutiny Support Officer entitled 'Suggested Proposals to amend the Neighbourhood Services Scrutiny Forum's Work Programme for the 2009 / 10 Municipal Year presented to the Neighbourhood Services Scrutiny Forum of 26 January 2010.
- (iii) Report of the Scrutiny Support Officer entitled 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas – Scoping Report' presented to the Neighbourhood Services Scrutiny Forum of 16 February 2010.
- (iv) Report of the Scrutiny Support Officer entitled 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas – Verbal Evidence – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 1 March 2010.
- (v) Report of the Director of Regeneration and Neighbourhoods entitled 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas' presented to the Neighbourhood Services Scrutiny Forum on 1 March 2010.
- (vi) Report of the Environment Agency entitled 'Report on Environment Agency Regulation of Operations within Hartlepool Docks' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 1 March 2010.
- (vii) Report of the Scrutiny Support Officer entitled 'Evidence from the Portfolio Holders – Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 1 March 2010.
- (viii) Report of the Scrutiny Support Officer entitled 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas – Evidence from Key Groups – Covering Report'– presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 16 March 2010.
- (ix) Report of Van Dalen entitled 'Neighbourhood Services Scrutiny Forum – 16<sup>th</sup> March 2010 – Written Evidence from Van Dalen' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 16 March 2010.

- (x) Presentation from PD Ports entitled 'PD Ports Hartlepool – Minimising Environmental Impact' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 16 March 2010.
- (xi) Presentation from Heerema presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 16 March 2010.
- (xii) Report of the Director of Regeneration and Neighbourhoods entitled 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas – Evidence from the Regeneration and Neighbourhoods Department' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 24 March 2010.
- (xiii) Report of the Scrutiny Support Officer entitled 'Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas – Feedback from the Site Visit held on 19<sup>th</sup> February 2010, the Observations of Ships from the Town Wall, the Visits to properties on the Headland and the Focus Group held on 23<sup>rd</sup> February 2010 – Covering Report'– presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 24 March 2010.
- (xiv) Feedback from Focus Group held on 23 February 2010 presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 24 March 2010.
- (xv) Feedback from visits to properties on the Headland presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 24 March 2010.
- (xvi) Feedback from Focus Group leaflets / questionnaire presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 24 March 2010.
- (xvii) Minutes of the Scrutiny Co-ordinating Committee of 11 December 2009.
- (xviii) Minutes of the Neighbourhood Services Scrutiny Forum held on 16 February 2010, 1 March 2010, 16 March 2010 and 24 March 2010.
- (xix) Envoy Report – Dust and Particulate Monitoring – 2 May 2008.
- (xx) Monitoring of Particulate Matter in Ambient Air around Waste Facilities – March 2004.
- (xxi) Review and Assessment of Air Quality 2003 – Update and Screening Report.
- (xxii) Copies of Environmental Permits.
- (xxiii) Minutes of Liaison and officer meetings and contact list.

- (xxiv) Chronological list of events.
- (xxv) Background information – pre 1996.
- (xxvi) Questions received from focus group and answers.
- (xxvii) Port operations planning history.
- (xxviii) Memo's from PD Ports.
- (xxix) Written statement from Headland residents.
- (xxx) Safety Data Sheets.
- (xxxi) Van Dalen Dust Management Procedures.



# **NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

## **FINAL REPORT**

### **CLIMATE CHANGE AND CARBON MANAGEMENT**

April 2010

## Scrutiny Co-ordinating Committee

23 April 2010



**Report of:** Neighbourhood Services Scrutiny Forum

**Subject:** FINAL REPORT – CLIMATE CHANGE AND CARBON MANAGEMENT

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### 1. PURPOSE OF REPORT

- 1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into Climate Change and Carbon Management.

### 2. SETTING THE SCENE

- 2.1 At the meeting of the Neighbourhood Services Scrutiny Forum of 24 July 2009, Members determined their Work Programme for the 2009/10 Municipal Year. The topic of 'Climate Change and Carbon Management' was agreed to inform a major in-depth Scrutiny Inquiry for the Forum's 2009 / 10 work programme.
- 2.2 Responsibility for the Council's response to the challenge of climate change and the Council's commitment to managing carbon emissions falls under the remit of the Environmental Standards Section which is part of the Regeneration and Neighbourhoods Department.
- 2.3 The Climate Change Act became law in 2008 and one of the key aims underpinning the Act is:-
- "To improve carbon management and help the transition towards a low carbon economy in the UK"*<sup>1</sup>
- 2.4 To reach this goal Local Authorities are being challenged to reduce carbon dioxide (CO<sub>2</sub>) emissions by 34% by 2020, with a further target of an 80% reduction of CO<sub>2</sub> emissions by 2050.

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<sup>1</sup> Defra, 1 December 2008

- 2.5 In conjunction with the Climate Change Act 2008, Hartlepool Borough Council also has a responsibility to work towards three National Indicators (NI) led by the Department for Environment, Food and Rural Affairs (Defra) as detailed in Table 1 below:-

*Table 1: Prepare for the Impacts of and Secure Local and Global Action to Tackle Climate Change*

Code	NI	Aims
NI185	CO <sub>2</sub> reduction from local authority operations	To measure the progress of local authorities in reducing CO <sub>2</sub> emissions from the relevant buildings and transport used to deliver their functions and to encourage them to demonstrate leadership on tackling climate change.
NI186	Per capita reduction in CO <sub>2</sub> emissions in the Local Authority area	To provide sector breakdowns for industry, domestic and transport emissions.
NI188	Planning to Adapt to Climate Change	Designed to measure progress in preparedness in assessing and addressing the risks and opportunities of a changing climate.

### 3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 To gain an understanding of Hartlepool Borough Council's response to the issue of Climate Change and identify what efforts the Council is making to manage its carbon emissions.

### 4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

- 4.1 The following Terms of Reference for the investigation were agreed by the Neighbourhood Services Scrutiny Forum on 17 August 2009:-
- (a) To gain an understanding of the Local Authority Carbon Management Programme (LACMP) and Hartlepool Borough Council's commitment to the LACMP;
  - (b) To examine the implications of the Carbon Reduction Commitment (CRC) to Hartlepool Borough Council;
  - (c) To review the initiatives aimed at reducing the use of energy resources by the Council;
  - (d) To seek the views of partner / external agencies on ways to meet the challenges of Climate Change and Carbon Management; and

- (e) To assess the awareness of climate change in the community and how its profile may be raised.

## **5. MEMBERSHIP OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

- 5.1 Membership of the Neighbourhood Services Scrutiny Forum for the 2009 / 10 Municipal Year was as outlined below:-

Councillors: S Akers-Belcher (Chair), C Barker, R Cook, J Coward, T Fleming, J Marshall, T Rogan, G Worthy, E Wright

Resident Representatives: J Cambridge and B Loynes

## **6. METHODS OF INVESTIGATION**

- 6.1 The Members of the Neighbourhood Services Scrutiny Forum met formally from the 17 August 2009 to 1 February 2010 to discuss and receive evidence directly relating to their investigation into 'Climate Change and Carbon Management'. A detailed record of these meetings is available from the Council's Democratic Services or via the Hartlepool Borough Council website.

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

- (a) Presentations from Hartlepool Borough Council Officers which was enhanced with verbal evidence;
- (b) Written evidence from the Council's Regeneration and Neighbourhoods Department;
- (c) Written evidence from the Mayor as Portfolio Holder for Community Safety and Housing;
- (d) Written evidence from the Chair of Hartlepool's Environment Partnership;
- (e) Presentation from a representative from Middlesbrough Council;
- (f) Member attendance at a Climate Change Activity Session on 6 November 2009;
- (g) Focus Group held on 11 January 2010;
- (h) Written evidence from the North East Improvement and Efficiency Partnership;
- (i) Written evidence from the Tees Valley Joint Strategy Unit enhanced with verbal evidence;



- (j) Written evidence from the North East Climate Change Partnership enhanced with verbal evidence;
- (k) Written evidence from Friends of the Earth enhanced with verbal evidence; and
- (l) Written evidence from the Environment Agency enhanced with verbal evidence
- (m) Written evidence from the Energy Saving Trust Advice Centre enhanced with verbal evidence

## **FINDINGS**

### **7. WHAT IS CLIMATE CHANGE?**

#### **Evidence from the Regeneration and Neighbourhoods Department**

- 7.1 To start the investigation Members wanted to gain a general understanding of climate and the causes and effects of climate change. Members were informed by the Environmental Standards Manager that climate is the long term weather patterns in an area. This includes weather conditions, seasons and weather extremes like hurricanes, droughts or rainy periods. The main influence on climate is temperature and over the billions of years that the planet has existed the temperature has seen many fluctuations and with it the climate has also changed.
- 7.2 The Forum heard that the natural causes of climate change are:-
- (a) solar variations – slight changes in the amount of energy that is emitted by the sun;
  - (b) orbital variations – small changes in the way that the earth orbits the sun;
  - (c) ocean circulation – changes in the distribution of heat around the world is likely to disrupt ocean and atmospheric circulation, leading to large and possibly abrupt shifts in regional weather patterns; and
  - (d) volcanic eruptions – huge eruptions of ash and sulphur dioxide cause reflection of the sun and lead to cooling
- 7.3 There are also man made causes of climate change which contribute to the Greenhouse effect and cause global warming. The Greenhouse effect is, in part, a natural phenomenon and without it this planet would be too cold for life to exist. Sunlight passes through the atmosphere and the layer of gases surrounding the earth act like a blanket and slows the escape of the sun's energy which causes it to warm. However, human actions have caused the natural balance to be tipped, and as a result, the surface of the Earth is becoming increasingly hotter. The Forum noted that the main heat

absorbing gases in the atmosphere are carbon dioxide, for example burning fossil fuels; methane, for example, vehicles fuelled by petrol and diesel, nitrous oxides, for example cows and landfill sites; and CFC's, for example fridges and aerosols.

- 7.4 Global warming is causing the climate to change. Global warming causes planet wide increases in temperature, the impact will cause a profound effect on the world's different climate zones. For example, melting of icecaps; increased desertification; temperate regions will experience warmer, wetter winters, drier summers and more frequent storm events; and there will be an increased intensity and occurrence of hurricanes and storms leading to increased flooding.
- 7.5 Members were very interested to hear about the effects that climate change will have in the North east of England. The Forum was informed that it is expected that the North East region will experience the following changes as a result of climate change:-
- (a) warmer summers and winters;
  - (b) wetter winters;
  - (c) drier summers;
  - (d) a rise in sea level; and
  - (e) an increase in the frequency and severity of extreme weather events.
- 7.6 In terms of the implications and consequences of climate change, the Environmental Standards Manager outlined to the Forum, the following:-
- (a) impacts on the natural environment:
    - (i) increase in woodland productivity and extension of the grass growing season;
    - (ii) amount of water needed to sustain crops;
    - (iii) local species and habitats are in danger of being lost; and
    - (iv) migratory behaviour will have impacts on over wintering bird populations.
  - (b) impact on the built environment:
    - (i) winds are expected to increase in frequency and will result in a rise in storm damage insurance intensity;

- (ii) sea levels will rise causing increased coastal erosion, flooding of low lying areas, reduced tourism because of loss of coastal resorts;
- (iii) highways and rail infrastructures will all suffer from subsidence, flooding and drainage issues; and
- (iv) increased structural damage to buildings.

(c) impact on human health and wellbeing:

- (i) food poisoning cases are estimated to increase by 10,000 per year due to warmer weather;
- (ii) skin cancer is likely to increase by 5,000 cases per year, implications for outside workers;
- (iii) increase in diseases such as malaria; and
- (iv) heat related deaths are likely to increase from 800 to 2,800 cases per annum in the UK.

## **8. THE LOCAL AUTHORITY CARBON MANAGEMENT PROGRAMME (LACMP) AND HARTLEPOOL BOROUGH COUNCIL'S COMMITMENT TO THE LACMP**

### **Evidence from the Regeneration and Neighbourhoods Department**

- 8.1 In response to the impacts of climate change the Forum was pleased to hear about how the Council has responded to these issues. Members were informed that the Hartlepool Partnership signed the 'Hartlepool Declaration on Climate Change'. This is the local version of the 'Nottingham Declaration' which is the UK Local Government climate change agreement. In October 2007, Council Officers produced a Hartlepool Climate Change Strategy on behalf of the Local Strategic Partnership and worked in partnership with the other Tees Valley Authorities to produce a Tees Valley Climate Change strategy. In January 2009, the Mayor signed the Covenant of Mayors and committed to 'go beyond the objectives set by the EU for 2020, reducing the CO2 emissions in our respective territories by at least 20%'.
- 8.2 The Forum was informed that the Regeneration and Neighbourhoods Department is leading on various initiatives to combat and reduce the impacts of Climate Change including the Local Authority Carbon Management Programme (LACMP). The Environmental Standards Manager outlined to the Forum that in April 2009, the Council was accepted onto Phase 7 of the LACMP. Through the programme, the Carbon Trust provides support to help Local Authorities realise carbon emissions savings. Membership provides the Council with the opportunity to 'put our own house in order' so we can lead by example and encourage others in the community

to do the same. The management of the programme is through a Programme Board which provides a strategic overview. Board members include the Chief Executive and Cabinet Member, Councillor Peter Jackson. An essential element of the programme is the development of an action plan for realising carbon savings and embedding carbon management into Council services.

### **Evidence from the Mayor as Portfolio Holder for Community Safety and Housing**

- 8.3 The Mayor submitted written evidence to the Forum detailing how the Council is managing its carbon emissions, how the Council plans to meet future climate change challenges and specific initiatives aimed at reducing the use of energy resources used by the Council.
- 8.4 In terms of how the Council is managing its carbon emissions, the Mayor informed Members that a baseline has been established for carbon emissions resulting from Council services, as is required for National Indicator (NI) 185. The baseline year for this Indicator is 2008/09, meaning that for all future years, the Council will be able to calculate the percentage change in carbon emissions. Although this baseline is not a full carbon footprint, it does give an accurate assessment of emissions resulting directly from service provision, and includes the following sources:-
- (a) Energy and fuel use in buildings and by public lighting;
  - (b) Staff travel, including public transport and business mileage; and
  - (c) Fuel use by the Council's fleet of vehicles, including outsourced recycling services
- 8.5 The year on year comparison of data obtained for NI185 will be analysed and used to identify areas and services where the greatest savings can be made.
- 8.6 The Council is working hard to reduce carbon emissions resulting from its operations and is a participant in the Carbon Trust's LACMP, which will act as a driver to ensure a Council wide action on carbon reduction. An aspirational target has been set to reduce carbon emissions from Council services by 35% over five years, based on a 2008/09 baseline. This is a very challenging target, and sets out the commitment that the Council has to reducing its impact on the environment.
- 8.7 The LACMP guided the Council in the production of a Carbon Management Plan, which will be published in March 2010. The plan outlines the Council's vision for carbon management, and also proposes a number of projects that will contribute to the achievement of the 35% target. A Carbon Management Team has been established to deliver carbon savings across council services. The wide cross section of members on the team will ensure that carbon saving potential is maximised, and that awareness of the issues

surrounding climate change is raised amongst employees. A Carbon Management Programme Board, which includes the Chief Executive and Cabinet Member, offers strategic guidance and direction for the programme.

- 8.8 Another very significant benefit of reducing carbon is the cost savings that can result from reducing energy and resource use. The Council's Business Transformation Process will allow the Council to adopt structures, procedures and infrastructure to allow for large scale carbon/cost savings. Buildings rationalisation will make considerable cost/carbon savings possible in the medium term, and increase the efficiency of the workforce.
- 8.9 Members were informed that Display Energy Certificates (DEC's) show the energy efficiency of a building against a benchmark. All public buildings with a useful floor area of 1,000m or greater must display a DEC in a prominent place, so that visitors to that building are aware of its performance. The Council analyses results from DEC assessments to ensure that the lowest performing buildings are targeted for energy efficiency improvements.
- 8.10 In relation to how the Council plan to meet the challenges of Climate Change and Carbon Management a number of potential projects have been identified to ensure that challenging carbon reduction targets are met. A Rapid Assessment of Projects (RAP) Tool, provided by the Carbon Trust, has been used to make a brisk assessment of which projects will be worth pursuing further. The RAP tool has provided the Council with a number of potential energy efficiency projects, which will now be further assessed to identify the carbon and cost savings that will be possible.
- 8.11 A £40,000 Invest-to-Save programme has been allocated for energy efficiency projects. This will be used to fund efficiency improvements across the Council, and half of all savings will be returned to the programme to fund further projects. Projects with estimated pay back periods of less than 3 years will be prioritised. Projects have been identified and funded, so that savings will be available for re-investment in the 2010/11 financial year.
- 8.12 Various sources of funding will be sought to enhance the Invest-to-Save fund, and ensure that the level of investment in energy efficiency projects is great enough to allow the Council to achieve the challenging 35% carbon reduction five year target set under the LACMP.
- 8.13 A Climate Change Adaptation Strategy will be produced in early 2010, and will outline the risks that the Council will face in a changing climate. The strategy will put in place a number of procedures that will ensure coherent service delivery under a range of anticipated extreme weather events associated with climate change. The strategy will be the first of its kind amongst Tees Valley authorities, and will improve the resilience of the Council and its provision of services to the community.
- 8.14 The Mayor outlined a number of initiatives aimed at reducing the use of energy resources used by the Council. These are as follow:-

- 8.15 **Civic Centre Refurbishment** - Energy efficiency improvements are being incorporated into the Civic Centre refurbishment, and include significant changes to lighting and heating within the building.
- 8.16 **Public Lighting** - Energy efficiency improvements to street lighting have included the use of solar powered 'Keep Left' bollards, which produce their own energy on-site. LED units have been trialled, and a grant bid to the North East Improvement and Efficiency Partnership for approximately £50,000 has been accepted for the installation of LED lighting on Marina Way. LED street lights require considerably less energy than conventional bulbs, require less maintenance, and provide brighter white light that reduces the perceived fear of crime.
- 8.17 **Switch Off and Save Campaign** - Display Energy Certificate (DEC) scores are being analysed to identify the buildings that need the most urgent energy efficiency improvements. A staff education campaign, called 'Switch Off & Save' (S.O.S.) is currently under way, and will engage all staff via presentations to individual teams. Energy use in corporate buildings is currently being monitored to identify the buildings that should be prioritised for action under the S.O.S. campaign. The campaign will raise awareness of the areas where energy is currently being wasted, and offer practical solutions to improve energy efficiency at work. Follow up checks will be made to ensure that co-operation is being received by staff, following presentations to each team.
- 8.18 **SALIX Funding** - Salix provide interest free loans for energy efficiency improvements in the public sector. The Council has successfully applied for approximately £63,000 for the purchase and installation of various technologies to reduce energy use across its estate. In order to qualify for Salix funding, projects must have a payback period of less than five years, and applications must include a completed 'Project Compliance Tool' to ensure that this will be the case. The savings achieved through the use of technology will be sufficient to repay the initial loan.
- 8.19 **Schools Environmental Action Initiative (SEAI)** - The SEAI has achieved a great deal of success with the schools that have been involved. A second officer has now been employed through Neighbourhoods Working Fund monies to roll the initiative out to all schools, in order to ensure buy-in from all areas of the authority. Approximately half of all emissions associated with the Council originate from schools, and for this reason, it is vital that schools are engaged and encouraged to reduce energy and resource use. Energy use will be monitored in schools to identify areas of the school that could be made more energy efficient. Surveys are also being carried out to ensure that energy use outside of school hours is kept to a minimum. Assemblies and after school meetings will ensure that both staff and pupils are aware of energy efficiency issues, and act to reduce energy use.
- 8.20 **Transport** - The Council's fleet of vehicles is run on 5% biodiesel mix, meaning that there is a 5% reduction in the use of fossil fuel and also a reduction in carbon emissions. Low carbon vehicles are currently being

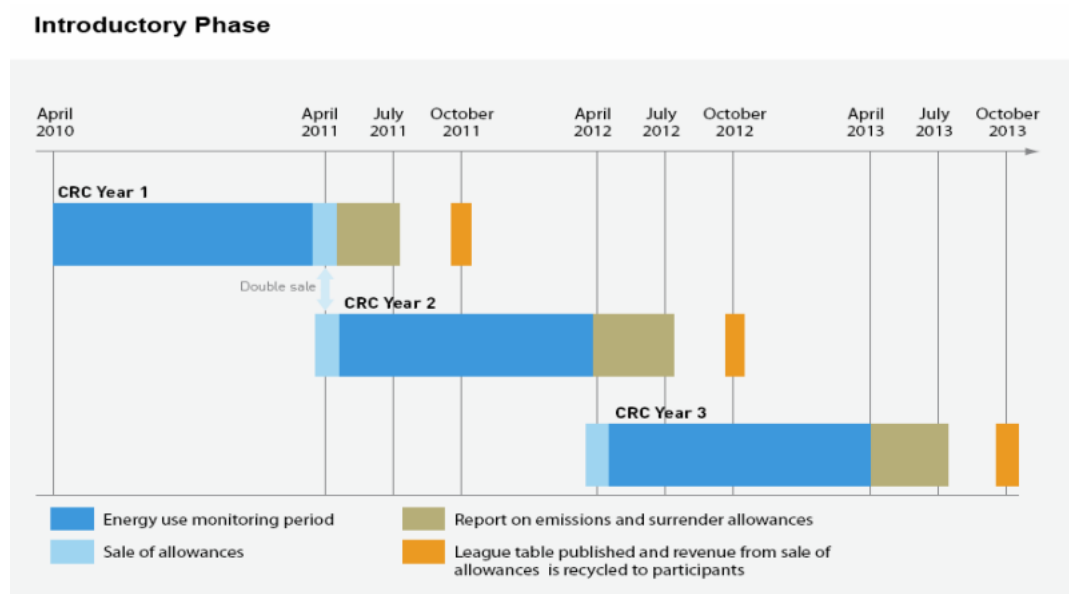
trialled to ensure that the fleet is running at maximum efficiency. The Council has recently trialled a 500cc diesel engine van, which can achieve in excess of 100 miles per gallon of fuel. Electric scooters are also being trialled to identify suitability for supervisors travelling to various sites around the borough. Safe and Fuel Efficient Driving (SAFED) training courses have been provided for staff in the past, and training will now be rolled out across the Council fleet. SAFED training improves fuel efficiency by an average of 10%. Business users will also be targeted to ensure that all business travel is done in an efficient manner.

## **9. THE IMPLICATIONS OF THE CARBON REDUCTION COMMITMENT (CRC) TO HARTLEPOOL BOROUGH COUNCIL**

### **Evidence from the Regeneration and Neighbourhoods Department**

- 9.1 Carbon is an increasing problem and due to the challenging targets that have been set, the Council is committed to the Carbon Reduction Commitment (CRC) which began in April 2010. The Forum was informed that there will be a tax on carbon emissions from statutory sources and a financial penalty / reward for carbon saving performance. The Government's Low Carbon Transition Plan to begin in July 2010 is a comprehensive guide for UK carbon reduction. By 2020 there will be 7 million home energy make-overs, 40% energy from renewable sources; investment in and provision for electric vehicles; creation of 1.2 million green jobs; and a robust, low carbon economy.
- 9.2 The CRC is a mandatory emissions trading scheme for organisations using over 6,000 MWh to calculate the carbon footprint of energy use. Allowances are at £12 per tonne of CO<sub>2</sub> emitted with an annual league table recording performance with rewards / penalties for good / poor performers. The available allowances will decrease. The table below show the timeline for implementation.

## 9.3 Table 2 – Timeline for Introductory Phase



9.4 Hartlepool's energy related emissions in 2008/09 equalled 15,309 tonnes, this did not include transport emissions. Through the Carbon Reduction Commitment it costs the Council £12 per tonne of CO<sub>2</sub>. Therefore, 15,309 tonnes cost £183,708 in allowances. The following illustrates the reward / penalties in the first five years of the scheme:-

(a) Year 1: Reward/penalty =  $\pm 10\%$

(c) Year 2: Reward/penalty =  $\pm 20\%$

(c) Year 3: Reward/penalty =  $\pm 30\%$

(d) Year 4: Reward/penalty =  $\pm 40\%$

(f) Year 5: Reward/penalty =  $\pm 50\%$

9.5 The value at stake will be linked to Hartlepool's performance against other organisations participating in the scheme.

9.6 The Forum raised the point that in order to help save energy all Council meetings should be held in rooms that are the correct size for their purpose and audience. For example, if it is expected that only a few people will be in attendance at a meeting then a smaller Committee room should be used, wherever possible.

## 10. THE INITIATIVES AIMED AT REDUCING THE USE OF ENERGY RESOURCES BY THE COUNCIL



**Evidence from the Regeneration and Neighbourhoods Department**

- 10.1 The Forum enquired about the examples of work that had been carried out by the Council or that is currently underway to reduce the carbon footprint of the Council. Officers from the Regeneration and Neighbourhoods Department outlined examples to the Forum along with a number of potential projects that will contribute to the Carbon Management Programme and associated strategies.
- 10.2 The Forum was informed that the link between climate change and carbon emissions that result from everyday actions is now widely considered by the scientific community as being undeniable. In order for the extent of devastating climate change related impacts to be minimised, it is vital that global action is taken to reduce carbon emissions. The United Kingdom has taken a global lead on tackling climate change, and has called on Local Authorities to influence communities in order to achieve challenging national targets. In order for Local Authorities to effectively influence others, it is important that they ensure that they are leading by example and setting the standard for carbon reduction.
- 10.3 The Council has made a commitment to reducing carbon emissions from its estate by supporting a number of national initiatives, including The European Union's Covenant of Mayors and the 10:10 Campaign, both of which challenge organisations to commit to go beyond national carbon reduction targets. The Council is also a member on this year's Carbon Trust Carbon Management Programme, which will offer support and guidance, and present opportunities for sharing of experiences and best practice with other authorities. The Carbon Management Programme has set an aspirational target to reduce carbon emissions by 35% over five years. A comprehensive Carbon Management Plan will be finalised in March 2010, and will form the basis of the Council's Carbon Reduction Strategy for the coming five years.
- 10.4 A Carbon Management Team has been established to reduce carbon emissions resulting from council operations. Members of the team were carefully selected to cover a wide cross section of council services. The team will be responsible for producing the Council's Carbon Management Plan. Strategic guidance is provided by the Carbon Management Programme Board, which includes the Chief Executive and Cabinet Member.
- 10.5 The Carbon Trust have provided a 'Rapid Assessment of Projects' (RAP) Tool, which gives a basic indication of the types of carbon saving projects that will give the most benefit for the Council. The results gained from the RAP Tool are estimates to be used as a guide only. It is intended that the RAP tool be used to identify potential projects that may be investigated further at a later date. Members of the Forum were shown the most desirable projects, based on outturns from the RAP tool, and includes estimated carbon savings, cost of implementation and likely typical payback period. The accuracy of these estimates cannot be relied on, and so further investigations will take place to identify the actual savings that can be expected. Various factors influence the effectiveness of each project

included in the RAP tool. For example, insulation will give greater savings in an inefficient building than in an efficient one, and so the RAP tool should be used as a guideline only.

- 10.6 The Carbon Management Team met on 9 October 2009 to discuss potential projects to carry forward as part of the Carbon Management Programme. A representative from the Carbon Trust facilitated a half-day Opportunities Workshop, which presented the group with a long list of potential projects. These were then prioritised with the use of an Ease/Effect Matrix. A list of prioritised opportunities was circulated to the Forum. The Carbon Management Team will now look to quantify potential savings that would result from those projects that were given the highest level of priority.
- 10.7 The Forum was informed that the Council is a partner of the Tees Valley Climate Change Partnership, which shares best practice on climate change related issues. The Council is also represented at North East Improvement & Efficiency Partnership (NEIEP) meetings.
- 10.8 The Climate Change Sub-Group of the Environment Partnership (a theme group of the Local Strategic Partnership), has recently been resurrected, and will now meet on a quarterly basis to discuss the ways in which the area can progress towards a low carbon economy. The Sub-Group includes representatives from across the borough.
- 10.9 An internal Climate Change Officers' Group has been established to raise awareness of the implications of climate change, and to ensure that there is a council wide approach to tackling associated issues. The group meets on a quarterly basis, and focuses on reducing the Council's carbon footprint, and adapting to reduce the impacts of climate change upon the authority.
- 10.10 Members were pleased to hear that the Council has worked with The Energy Saving Trust (EST) on the 1-to-1 Programme during 2008/09 to identify areas where energy efficiency improvements could be made. A meeting was held with the EST in early October 2009, and it is clear that a lot of progress has been made against the EST's recommendations, including participation on the Carbon Trust's Carbon Management Programme. Further actions will follow in accordance with recommendations from the EST.
- 10.11 Energy efficiency improvements are not a new topic for the Council; for a number of years, projects have been undertaken to improve the efficiency of the Council. A very significant recent advancement that will allow energy savings to be maximised is the Business Transformation Process, which has seen the current five departments merge to form three. The Business Transformation Programme includes an element in relation to Energy Management and the establishment of an "Invest-to-Save" scheme, as outlined above, which will identify opportunities within the Council to improve its energy efficiency and produce a rolling programme of projects.

- 10.12 Reducing energy consumption not only reduces running costs, but, in most cases, improves working conditions which can increase staff productivity. Furthermore, the environmental benefits from reductions in carbon emissions and energy use can enhance organisational image and improve public relations. The Council is developing a Carbon Reduction Strategy which will incorporate energy in buildings policy and modern energy efficiency and minimising energy use methodologies. Invest-to-Save projects to improve heating and hot water controls and to install lighting controls offer real potential to achieve improved energy efficiency with pay back periods of less than 5 years.
- 10.13 It was highlighted to the Forum that Cabinet has agreed a £40,000 Invest-to-Save programme that will fund energy saving projects. Half of all savings made under the programme will be re-invested into further energy saving projects. Although this will go a long way towards reducing carbon emissions, it will be necessary to source and secure further funding to maximise carbon savings across the Council. The Council has successfully applied for an interest free loan for approximately £63,000 from Salix Finance, which is administering the £51.5m that was set aside by government in the last budget to help the public sector to improve energy efficiency in buildings. There are strict criteria for the types of projects funded by Salix, in order that the savings made through investment are sufficient to repay the loan in full. Various other sources of funding will also be sought.
- 10.14 Since the introduction of National Indicators (NIs) 185 and 186, The Council is in an excellent position to monitor, record and reduce its use of natural resources. NI185 refers to the emissions resulting from the use of energy from its own estate, and includes:
- (a) Gas and electricity usage in buildings;
  - (b) Electricity usage from street lighting;
  - (c) Fuel use from fleet vehicles;
  - (d) Fuel usage from other contractors for recycling; and
  - (e) Business mileage (private car mileage and public transport).
- 10.15 The baseline year for this National Indicator is 2008/09, meaning that at the end of each subsequent year from 2009/10, the Council will be able to identify carbon management performance.
- 10.16 A baseline has also been produced for the Carbon Management Programme. The template for this baseline includes a Value at Stake section, which outlines the potential energy and fuel savings that can be realised if the five year aspirational carbon reduction target of 35% is achieved. The model takes into account projected increases in energy prices and is a direct comparison against a 'do nothing' approach. The

financial savings that would be achieved through a 35% reduction would be highly significant.

- 10.17 A number of projects and activities have been implemented over recent years, with three main aims; to reduce carbon emissions; to reduce running costs; and to improve the overall efficiency of the workforce.
- 10.18 A summary of some of the major improvements that have taken place or are planned to take place were highlighted to the Forum, and are as outlined below:-
- (a) Civic Centre refurbishment – energy consumption in the Civic Centre is higher than in any other Council managed building. Energy efficiency regulations were introduced to the UK construction industry in 1985. As the Civic Centre was constructed prior to this, energy efficiency was not a major consideration in its design. The ongoing refurbishment of the building has energy efficiency improvement as a central element, and is indeed seen as a priority. Significant energy, carbon and cost savings have been and will continue to be realised as a result of the works being carried out, which include:
    - (i) Heating improvements – the current system relies on conditioning large volumes of fresh air. The new system will incorporate technology to utilise wasted heat from one part of the building to provide “free” energy to condition another part of the building. For example, if the South side of the building has a high solar gain and the units on that side are in cooling mode, part of the North side may be in shade and might require heating. The system will recover the heat removed from the units on the south side and release it as a heating medium to the units on the North side. The new heating system will also allow the removal of inefficient 2kw and 3kw electrical fan heaters, which have been used to assist in cold spots;
    - (ii) Lighting improvements - Replacement of the existing T8 (the ‘T’ represents tube diameter in eighths of an inch, and the lower the ‘T’ value, the more efficient the tube) switch start lighting system with a modern recessed modular dimmable luminaires utilising latest T5 lamp technology and standard high frequency control gear. These provide improved lighting conditions, use less energy, have lamps that last 60% longer, and comply with the latest T5 lamp technology system.
- 10.19 Various improvements have been made to public lighting, including the use of solar powered ‘Keep Left’ bollards and the trialling of light emitting diode (LED) street lights, amongst other improvements.
- 10.20 Members were informed that the Council has recently been awarded approximately £50,000 by the North East Improvement & Efficiency Partnership (NEIEP) for efficiency improvements to street lighting. This funding will be spent on the installation of innovative LED lighting units at

Marina Way. The new units use less energy and require less maintenance than existing units.

- 10.21 The Forum requested further information on street lighting from the Council's Highways Services Manager. Members were informed that in Hartlepool there are 15428 electrically powered units, 14309 street light columns, 550 illuminated signs, 329 bollards and 45 beacons.
- 10.22 In terms of lighting, the Council use approx 7,000 MWh per annum which costs the Council £528k in 07/08 but £600k in 08/09 therefore producing approximately 3,200 tonnes of carbon.
- 10.23 Some authorities have considered turning off lights, most recent was Bury Council but they reconsidered after consultation.
- 10.24 The Council are looking at energy savings, for example efficient street lighting units and also reduced wattage. The benefit of the new energy efficient technology is a reduction in power consumption. Three areas being developed are:-
- (a) Energy efficient units, the best example is LED, but further development is required;
  - (b) Reduction of burning hours – (turn off altogether – or turn on later, turn off earlier); and
  - (c) Dimming – reducing light levels at the least critical times.
- 10.25 In 2005 the Council's Highways section was the first service to be awarded the Green Star for converting to Green energy. The Council has implemented the following lighting schemes to save energy:-
- (a) introduction of a dimming arrangement from 100w to 70w between 00:00 and 05:00 (approx 12 lamps on the Headland Square scheme approximately three years ago). No negative feedback has been received;
  - (b) The Council introduced LED's in Belisha Beacons, reducing power consumption from 100w to 18w in approximately 20 locations across the town;
  - (c) Introduced the first solar powered Keep Left bollards (about a dozen on the recent Burn Road scheme);
  - (d) Introduced dimming from 60w to 45w between 02:00 and 05:00 and remote monitoring (approximately 13 lamps on Egerton Road scheme, June 2009);
  - (e) Trialling 2 LED Street Lamps;

- (f) Made an internal bid for £48k to replace the remaining 290 Mercury Lanterns – to reduce energy consumption from 94w to 55w;
- (g) Made bid to RIEP (Regional Improvement & Efficiency Partnerships) for £55k (£50k from REIP, £5k from the Council) to use to replace 172 90w SON lanterns with 22w PL Fluorescent units on Marina (This scheme will save approximately £205,242 in energy costs over the next 25 years; £54,480 in maintenance cost savings; and 684 tonnes of CO2 emissions);
- (h) Also made bid to RIEP for £70k to extend the use of LED lanterns on the Marina;
- (i) Introduced electronic ballasts (replacing wire wound ballasts) which gives an energy saving of 5 – 10% per unit;
- (j) Considering using new on/off switching regime (from 70/35 lux on/off to 35/18 lux on/off – saves approx 244 hours burning time per annum per lamp which equates to about 5.9% of the total);
- (k) Also replacing all 70w SON's and 55w SOX lamps with fluorescent white lights. Use of white light enables a reduction in the standard required;
- (l) All Keep Left bollards are made from recycled plastic and damaged ones are re-used; and
- (m) All lanterns now in use are now recyclable (older units are not and must be carefully disposed)

10.26 The Forum questioned whether there is a legal requirement for roads to be lit to a certain standard. The Highways Services Manager informed the Forum that there is and that plans to roll out white light are on hold until these standards can be met.

### **Initiatives aimed at Schools and Council Staff**

10.27 Members were also interested to hear about how the Council engage with children and young people. The Forum was informed that the Environment Roundabout is an annual event that engages Year 5 primary school pupils in various environment related subjects, including sustainable transport, waste & recycling, biodiversity, responsible water use and climate change. Each of these scenarios has direct links to climate change adaptation and mitigation, and allows pupils to develop a strong understanding of the broader implications of climate change. Approximately 500 children took part in the event in 2010. Due to the success of the Environment Roundabout event, an event is currently being planned to engage secondary schools in environmental initiatives.

- 10.28 The Schools Environmental Action Initiative (SEAI) is supporting Hartlepool's schools to reduce their energy and resource use. Schools engaged in the past have reduced energy and water use by 2%. Funding has recently been secured to roll out the SEAI to all schools. Targets have been set to reduce energy and water use in two pilot schools by 5% during 2009/10 and 7% during 2010/11. St. Hilda's School achieved an impressive 23% reduction in energy use, and a 38% reduction in water use from 2007 to 2008.
- 10.29 A comprehensive analysis on energy and resource use was carried out at the Council's Leadbitter Buildings in 2006/07. This was followed up by an education campaign for all staff, and the following savings were achieved:
- (a) Gas consumption was reduced by 17%;
  - (b) Electric consumption was reduced by 10%;
  - (c) Water consumption was reduced by 68%;
- 10.30 It was highlighted to members that an education campaign (the Switch Off & Save (S.O.S.) Campaign) is currently underway to raise awareness of energy efficiency across the Council, and to offer solutions for energy efficient working. All staff will be engaged via presentations to individual teams. Checks will be made in each office to ensure that good practice is adopted by all.
- 10.31 An innovative approach has been adopted to reduce the carbon footprint of waste originating from Council operations. Individual bins have been removed from offices, and integrated recycling units installed in all offices. Trials in several offices found that this method increases recycling rates significantly.
- 10.32 Members were informed of the Jesmond Road Primary School Rebuild. The new school will be built to very high standards in terms of energy efficiency, and will include a brown roof, living wall and a highly efficient heating system and will make use of natural light, ventilation and heat.
- 10.33 It was highlighted to members that a Sustainable Construction Group was formed in 2008, and has produced a draft Sustainable Construction Policy. Guidance will be produced in order to ensure that the policy is translated into practice for both corporate and public use.
- 10.34 Use of recycled sub-base material for construction work at Brenda Road was trialled, which significantly reduces the carbon implications of projects in comparison with the use of virgin raw materials. The use of recycled material not only reduces carbon emissions associated with quarrying, but also preserves resources and reduces reliance on landfill. Early indications from onsite construction staff are very promising.

- 10.35 Car sharing is being promoted within Hartlepool, in order to reduce the number of journeys being made by private vehicles. The Council is a partner of the Tees Valley 2Plus Travel Scheme, which has over 1,000 members.
- 10.36 Safe and Fuel Efficient Driving (SAFED) training courses have been provided for appropriate officers. On average, SAFED training increases fuel efficiency by 10%. An officer has now been appointed within the Road Safety Team to facilitate employee driver training in order to achieve similar savings across the council fleet and also with business users. Reducing emissions from the Council's fleet by 10% would save approximately 162 tonnes of CO<sub>2</sub> per year (based on the Council's 2008/09 figures).
- 10.37 The diesel used for the Council's fleet of vehicles has a 5% bio-diesel content, which reduces the use of fossil fuels by 5%, and also significantly reduces emissions resulting from transport in comparison to the use of regular diesel.
- 10.38 A teleconferencing facility trial is currently being developed by HBC in order to reduce the need for travel to meetings. The facility will be open to all staff, depending on availability. As well as reduced mileages (and associated carbon emissions/costs), officers will be able to 'attend' meetings that may not have been possible previously, giving a potential increase in the efficiency of the workforce.
- 10.39 Members heard that rainwater harvesting equipment has been installed at Stranton Garden Nursery to reduce the need for mains water for plant watering. Although variations in climatic conditions make quantification difficult, this process has two highly significant benefits, in that the need for treated mains water is less, and the risk of flooding during heavy rainfall is reduced.
- 10.40 The Council's Municipal Waste Management Service has seen major improvements over recent years, with the recycling rate reaching 38% during 2008/09.
- 10.41 Members were informed that the Council has a Sustainable Procurement Strategy to ensure that the carbon footprint associated with purchasing goods and services is minimised.
- 10.42 The Council has an active Paper Use Policy, which aims to maximise the use of recycled paper throughout the authority; minimise the amount of paper used within the authority and striving for a 'paper free' office environment; and maximise the amount of paper recycled by the authority
- 10.43 The review, procurement and implementation of a managed print service in 2008 has led to significant paper reduction and energy savings, as well as reducing the number of printers across the authority.
- 10.44 Hartlepool participated in World Wildlife Fund (WWF) led Earth Hour in 2009. Earth Hour raises the profile of energy efficiency and climate change, and



the Council turned off the lights that illuminate the Trincomalee ship at the Historic Quay, and asked the community to follow suit by turning off electrical appliances when not in use.

- 10.45 The Council are committed to reducing emissions per capita in the local authority area as part of the current Local Area Agreement, setting a reduction target of 3.75% per annum over three years. For each of the two years that data has been published for, the Council has exceeded these targets.

## **11. VIEWS OF PARTNER / EXTERNAL AGENCIES ON WAYS TO MEET THE CHALLENGES OF CLIMATE CHANGE AND CARBON MANAGEMENT**

- 11.1 The Forum was very keen to engage with all relevant partners and external agencies to gather their views and suggestions on how to meet the challenges of climate change and carbon management. Detailed below are the views and suggestions received from the key partners and agencies.

### **Evidence from the Chair of Hartlepool's Environment Partnership**

- 11.2 The Chair of the Environment Partnership informed the Forum of the partnerships roles and responsibilities. These are to bring together the Private sector, the public sector agencies, voluntary environment groups and the public in the form of resident representatives to work in a formal environment towards all of the environmental issues associated within Hartlepool and the localities. The Partnership have various sub groups for which they have just had a review of their terms of reference, one sub group is the climate change sub group and their original draft terms of reference were circulated to the Forum but are at present being re-drafted. You can see the depth in which the Partnership look into the problems of climate change, encompassing representatives from a wide variety of organisations throughout Hartlepool, Teesside and East Durham.
- 11.3 The Partnership has just reviewed the terms of reference of all of the sub groups and it is clear that all groups are cross cutting, by this the Chair explained that when you listen to the Council's Environmental Co-ordinator on what is going on with Pride in Hartlepool, they are also tackling parts of climate change, for instance they are educating school children on reducing energy use and thus the carbon footprint of their homes and schools. This is one instance of many within these groups. Also, the sub groups are working and bringing in some uniformity, the groups now look at the workload in the coming year and they must set their goals on each subject, giving evidence at the end of the year on how their findings and recommendations were integrated back into the public arena, and many of these findings in some way help to reduce the carbon emissions.
- 11.4 The Environment Partnership is a very good 'vehicle' to get the message of carbon management, through all of these group and agencies to a very wide spectrum of both the public, organisations and companies.

- 11.5 The Forum was interested to hear of any suggestions to help raise awareness in the community. The Chair of the Environment Partnership believes that the Council already carries out good work in raising awareness of climate change in the community and it is difficult to suggest something as we are already doing most. However it would not do any harm to remind the people of Hartlepool about the most basic tips that they can use in their own home, things like only fill the kettle with the water that you will use once it has boiled, turning off electrical items rather than leaving on standby and lots of other little tips. So the question is that they are receiving the carbon reduction education through various avenues but how do we remind people of the basics. The Council could have a dedicated 'tips' page in magazines such as Hartbeat and at every opportunity where we communicate with the public, we could utilise the schoolchildren and ask schools to get the children to take home information leaflets when the school are sending letters etc home with the children. The Chair of the Environment Partnership thinks that most people have had the message through education and believes that most just need reminding to utilise the tips at every opportunity.
- 11.6 Once the process of reminding people has been established and the Council are happy that a good percentage are doing the basic things then we can look at introducing more 'complicated' information like, for instance, when people are buying new electrical goods what questions they need to ask about power consumption and how to understand the information that they are getting back so that they can go for the equipment that not only uses the least energy but also cost the least energy to manufacture and deliver to the shops.

### **Evidence from the Tess and Durham Energy Advice (TADEA)**

- 11.7 TADEA Ltd is a non-profit energy advice company operating across the North of England with offices in Billingham and Newcastle. All of their operations are compliant with the ISO 14001 accreditation and a sustainability policy. TADEA Ltd holds the contract for the Energy Saving Trust advice centre in the North East of England. This service provides free and impartial energy advice to households and communities. Outreach events can be arranged to raise awareness in specific communities.
- 11.8 In terms of specific initiatives aimed at reducing the use of energy resources, it was highlighted to the Forum that TADEA Ltd currently deliver Hartwarmers in Hartlepool. Hartwarmers is funded through Single Housing Investment Programme, the Primary Care Trust and Utilities to provide energy efficiency measures to the most vulnerable households in Hartlepool. The Mayor of Hartlepool is a strong advocate of the initiative which has helped 3500 homes to date. TADEA LTD, can also provide tailored energy audits and training for council buildings and staff.

### **Energy Saving Trust Advice Centre**

- 11.9 The representative from the Energy Saving Trust Advice Centre thanked Members of the Forum for undertaking an investigation into Climate

Change and Carbon Management and assured Members that the Energy Saving Trust will continue to work closely with the Council.

### **Evidence from Middlesbrough Council**

- 11.10 The Forum invited Middlesbrough Council's Sustainability Co-ordinator to talk to them about their Council's approach to tackling climate change. The Forum was informed that in March 2008 Middlesbrough Council and Partner Organisations were awarded Beacon Status for tackling Climate Change, one of six Council's across England to be given this award. The Beacon Award Scheme is run by the Improvement and Development Agency (IDEA) and recognises Councils that demonstrate clear leadership, excellent vision and innovation on key themes
- 11.11 It was highlighted to the Forum that Middlesbrough Council's achievement of Beacon Status was down to a number of aspects including signing up to the Nottingham Declaration on Climate Change, partnership working and their carbon reduction targets.
- 11.12 Members praised Middlesbrough Council for their efforts however felt that if only 60% of the planet were acting, only so much could be achieved if the other 40% continued polluting. The representative from Middlesbrough Council acknowledged this but said that those countries which polluted the most were those which were making the biggest strides in this area. Comment was often made about China's energy usage but as a country they were far more proactive than most in understanding sustainable technology and energy. African countries tended to use far less resources than the UK and USA and it seemed only fair that those countries polluting the most should contribute the most to putting it right.
- 11.13 It was highlighted to the Forum that in order to successfully engage with the wider community then an idea is to integrating climate change priorities with other priorities such as fuel poverty as this tended to increase public interest. He highlighted in particular an initiative whereby drivers were encouraged to use their cycles around the town centre through the provision of a free central storage facility. The Forum was very interesting in the cycling scheme, especially the costs of setting the scheme up as Members were of the opinion that this initiative could be potentially a great social enterprise for the future.
- 11.14 Information was received from the Director of Middlesbrough's Environment City on the costs of their cycling centre. The costs are difficult as it depends on the extent of the activity that is included. The Director included below an idea of typical costs if staff are employed through a charity (with on costs lower than for a Local Authority). Cycling Officer (delivers training, runs events and staff cover when Assistant on leave etc): £21,000 pa (including on costs). Cycle Centre Assistant (reception in Centre): £15,000 pa. Annual running costs: £5,000-£10,000, depending on whether there are rent and rate charges or whether premises can be obtained for free/rent can be foregone.

The Middlesbrough Cycling Centre is in a unit in the Bus Station that had proved impossible to let commercially. Set up costs will depend upon current state of premises chosen and level of décor/facilities. A DDA compliant shower and toilet is essential, together with the cycle storage, reception desk, information racks etc. Typical £10000 - £20000 (year one cost only and a small maintenance sum each year). Clearly the salary cost is the largest single ongoing commitment and it is worth thinking about whether the centre could be developed as part of another facility that is already staffed or as part of the development of a new facility. In Middlesbrough, one of the drivers was to increase the general staffing presence in the Bus Station to improve the sense of security for visitors. The Centre currently has a higher staffing level as external funding is used for the Cycle Trainer posts.

- 11.15 Following on from this, the Forum requested information about the cycling schemes / initiatives and storage that the Council provides. Members were informed that the Council promotes cycling in schools through School Travel Plans and the national standard cycle training that the Council deliver to children in Years 5, 6 and 7. Pupils are encouraged to cycle to school after receiving this training and through the School Travel Plan Awards scheme, schools can submit bids for secure cycle storage. Through the Work Place Travel Plan process the Council encourage organisations and businesses to provide cycle storage and promote cycling as an alternative to car use. Over the Easter time 2010 the Council are planning to introduce adult cycle training schemes and 'back to cycling events' for those that wish to take up cycling for commuter and leisure trips. In addition the Council is to introduce a salary sacrifice scheme whereby employees can purchase cycles through the Council at discounted rates which will contribute to sustainability and climate change agendas.
- 11.16 With regard to cycle storage the Council currently has five or so lockers at the Train Station. This having been said, it is intended to completely re-vamp cycle storage in the vicinity of the station as part of the Transport Interchange and station improvement works, as the storage is not very well used. The works will hopefully result in a better uptake of secure cycle storage. A key element of the Transport Interchange is the Pedestrian and Cycleway Spine:-
- (a) It will run from the Interchange entrance on Church Street to the bus shelters and the train station;
  - (b) The cycleway will terminate in an area providing secure cycle lockers;
  - (c) The pedestrian route runs to the rear of the shelters allowing access to all bus pick-up/drop-off points and connects to train station frontage;
  - (d) All crossing points across the Park and Ride car park access roads will be raised to pedestrian level facilitating pedestrian and cyclist priority;

- (e) Crossing points will be ramped for vehicle use to provide traffic calming measures;
  - (f) Pedestrian and cycleway routes will be bounded on the car park side by a row of high quality ornamental tree species of a smaller size, creating an avenue feel while ensuring that the route is open and easily surveyed for safety reasons;
  - (g) The tree planting will all be located in an open grassed area to provide unrestricted views for user safety;
  - (h) A second feature point will be located at the intersection of the pedestrian/cycleway spine and the staircase access footway in order to reduce the potential for user conflict; and
  - (i) The second feature point will be a raised area (approx. 200mm high) with ground cover shrub planting and a central art feature with a transportation theme.
- 11.17 The Director of Regeneration and Neighbourhoods informed Members that in relation to sustainable transport, a commitment of £20k had been made by the Council to install four charging points for electric cars across the town.
- 11.18 In relation to bicycle storage Members were concerned that the storage facilities at the train station did not seem to be used as it was not clear how to access them. It was suggested that this issue be looked at and improved, possibly through additional signage. The Director of Regeneration and Neighbourhoods acknowledged that this is an issue, as it is at Seaton Station and would look at the signage and advertisement of the facility.
- 11.19 The Forum questioned planning policies and how these incorporated sustainability. The representative from Middlesbrough Council highlighted to the Forum that in terms of planning policy this could be problematic because while developers had to work within government guidelines they were perfectly able to build elsewhere if they felt the requirements imposed by Middlesbrough Council were too steep. Therefore there needed to be some negotiation in these matters. However a number of new builds in Middlesbrough, specifically the Middlehaven development, were being constructed to high sustainability standards and it was hoped that others could be encouraged to build to these high standards. Sustainable development is the core principle underpinning the town planning system. Planning authorities are required to ensure it is treated in an integrated way within the development plan. Climate change and carbon management are covered by several policies in the Middlesbrough Local Development Framework (LDF) Core Strategy. The relevant criteria of these policies are summarised below:-

### **Section 1.01 - Policy CS4 Sustainable Development**

- 11.20 All development will be required to contribute to achieving sustainable development principles by, where appropriate:
- g. being located so that services and facilities are accessible on foot, bicycle or by public transport. Reliance on the public car must be reduced or minimised and the use of sustainable forms of transport encouraged;
  - i. locating developments that attract large numbers of people in those locations which are accessible by sustainable forms of transport and will contribute most to achieving social inclusion;
  - m. ensuring that inappropriate development is not carried out in the floodplain and sustainable methods of surface drainage are used. This should include the incorporation of Sustainable Urban Drainage Systems in new developments to mitigate against localised flooding, promote water conservation and help protect water quality;
  - n. minimising the generation of waste and maximising the use of recycled materials;
  - o. contributing to reducing the causes and impacts of climate change; and
  - p. incorporating within developments of 10 dwellings, or a floorspace of 1,000 sq.m, or more onsite renewable energy facilities or energy saving technologies (for example combined heat and power systems, photovoltaic cells and wind turbines) that provide as a minimum 10% of energy requirements. There should be no demonstrable harm to biodiversity interests on visual or residential amenities or by way of pollution generation. Where such harm is likely it will be necessary to demonstrate that this is outweighed by the benefits contributing to diverse and sustainable energy supplies and reducing carbon emissions; provision should be made to mitigate or compensate for any such harm.

### **Policy CS5 - Design**

- 11.21 Proposals will be required to achieve the following:
- j. incorporation of features in terms of layout, design and specification to achieve high levels of energy and environmental efficiency. All new residential developments should be completed to a Buildings Research Establishment (BRE) Eco-homes\* rating of very good or excellent, and all new non-residential development should be completed to a Buildings Research Establishment Environmental Assessment Method (BREEAM) rating of very good or excellent. Development should also meet the Energy Efficiency Best Practice Standard and conform to the Code for Sustainable Homes.

### **Policy DC1 - General Development**

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\*Now replaced by The Code for Sustainable Homes

- 11.22 Unless there is a specific and acceptable reason for the exception to be made, all development proposals will be required to take account, or satisfy as a minimum the following:
- f. the effect on levels of air, water or noise pollution of the environment is limited both during and after completion; and
  - g. emphasis is placed upon the use of sustainable construction methods and environmentally sound resources and materials.
- 11.23 The representative from Middlesbrough highlighted to the Forum the One Planet Living approach and its ten principles of zero carbon, zero waste, sustainable transport, sustainable materials, local and sustainable food, sustainable water, natural habitats and wildlife, culture and heritage, equity and fair trade and health and happiness. The vision being to create ‘a world in which people everywhere can lead happy, healthy lives within their fair share of the Earth’s resources’. Members queried how many of the 10 principles were achievable in reality. The representative from Middlesbrough acknowledged some of the targets (zero carbon, zero waste) would take a long time and could not be done without commitment from Governments however challenging targets were necessary to encourage progress.

#### **Evidence from the Tees Valley Joint Strategy Unit**

- 11.24 Members heard evidence from the Tees Valley Joint Strategy Unit which was formally established in 2005. The Tees Valley Climate Change Partnership includes Hartlepool Borough Council and all of the other Tees Valley Local Authorities, the Environment Agency, RENEW, Tees and Durham Energy Advice Centre, and the Energy Savings Trust. The first Tees Valley Climate Change Strategy was adopted in 2007.
- 11.25 The partnership is being expanded and now includes the University of Teesside. A revised climate change strategy has been drafted, reflecting significant changes in the national policy context and the desire to engage other sectors.
- 11.26 The vision of the TVCCP is “*creating prosperous and resilient communities in a low carbon economy.*” The draft Tees Valley Climate Change Strategy details the key vulnerabilities, opportunities, mitigation and adaptation options in the following areas:
- (a) Business support;
  - (b) Housing;
  - (c) Connectivity;
  - (d) Creating quality of place;

- (e) Communication and awareness raising - which is vital to achieving substantial emissions reductions and adapting lifestyles and property.
- 11.27 It was highlighted to the Forum that the short term actions and targets contained in the draft Tees Valley Climate Change Strategy are based on the existing action plans of the Local Authorities, and actions that are needed at sub-regional level based on the recommendations of the Committee on Climate Change and the Tees Valley Business Case for Development. The strategy seeks to harmonise existing best practise across the sub-region and integrate Local Authority action on climate change with the economic development of the Tees Valley. The draft Tees Valley Climate Change Strategy has set medium term targets in line with the UK carbon budgets, and the medium term targets will be delivered through the existing mechanisms of the revised Tees Valley Unlimited Business Plan.
- 11.28 All of the Tees Valley Local Authorities have, or are currently producing a carbon management plan to address emissions arising from their own operations, and the Carbon Reduction Commitment will drive improvements in energy efficiency in Local Authorities. All of the local authorities are reporting on the climate change National Indicators 185 (CO<sub>2</sub> reduction from local authority operations), 186 (per capita reduction in CO<sub>2</sub> emissions in the LA area), and 188 (Planning to Adapt to Climate Change). Hartlepool will have developed an Adaptation Strategy and Plan by March 2010.
- 11.29 TVCCP are actively seeking to expand the partnership to other private and public sector organisations, and is developing a climate change charter which will include a commitment from organisations to reduce their carbon footprint. The Tees Valley Green Business Network is currently piloting an environmental award scheme in Middlesbrough that will help to promote the climate change charter to organisations. It is intended to extend this scheme to the whole Tees Valley, including Hartlepool, early in 2010.
- 11.30 All of the North East Local Authorities, including Hartlepool Borough Council, have signed up to the Covenant of Mayors initiative, which is a commitment to reduce CO<sub>2</sub> emissions in the local authority territory by at least 20% by 2020.
- 11.31 Suggestions to help raise awareness of climate change in the community include the regional programme of workshops to raise awareness of the recently published UK Climate Impacts Programme UK Climate Change Projections from 16 to 20 November 2009. The Council is recommended to send an officer/officers to receive technical training on using the software associated with the projections in November 2009. TVCCP would like to organise screenings of the Age of Stupid film for elected members and other interested people in Hartlepool before the UNFCCC convenes in Copenhagen on December 7 2009. Friends of the Earth are willing to organise the screenings in partnership with the Local Authorities, as part of their 'Get Serious about CO<sub>2</sub>' campaign. In this way, the cost is limited to



approximately £150 instead of a far higher fee were the Council to apply for a license to show it in its own right.

11.32 To raise and share good practice about climate change, the TVCCP is currently discussing how to develop the concept of a Carbon Achievement Zone for the Tees Valley with the Energy Savings Trust. The concept is based on providing coherent and targeted messages on climate change, and providing a framework to coordinate climate change related activities such as home insulation and retrofitting.

11.33 Members of the Forum were very keen to find out about any initiatives aimed at reducing the use of energy resources which would be of benefit to the Council. Members were informed are the following initiatives:-

- (a) Initiatives such as the Covenant of Mayors will support measures to reduce carbon dioxide emissions in Hartlepool. All local authorities in the North East have signed up to the Covenant and are using a common carbon planning tool to develop Sustainable Energy Action Plans (SEAP). These will identify options for reducing carbon emissions in the local authority territory by at least 20% by 2020. This may facilitate joint procurement of low carbon technologies and services.
- (b) The European Investment Bank (EIB) has designed a loan package specifically to support investment associated with the Covenant of Mayors. The SEAPs developed by local authorities, including Hartlepool Council, can be used to unlock financing opportunities through the EIB. The organisations ANEC and ONE North East have approached the EIB to apply for support to develop a business case for investment in the North East, and the SEAPs.
- (c) One North East currently has an open call for ERDF project/operation proposals in support of innovative energy efficiency measures to demonstrate and test the application of renewable energy technologies for existing social housing.
- (d) The 10:10 initiative is a public commitment to reduce carbon emissions by 10% by 2010. Several Local Authorities have signed up already, including Hartlepool Borough Council. The TVCCP has also signed up.

### **Evidence from the North East Climate Change Partnership**

11.34 The representative from the North East Climate Change Partnership congratulated the Council on the significant commitment in place already to address climate change including the provision of Local Area Agreement indicators, signatory to the Covenant of Mayors, engagement in the carbon Trust's Carbon Management Programme and being a member of the Tees Valley Climate Change Partnership. The representative from the North East Climate Change Partnership confirmed that the future of climate change in the North East of England was predicted to include changing weather

patterns and increased frequency of extreme events, particularly rainfall precipitation. It was added that although temperatures would be likely to increase between now and 2050, the extreme cold will be at sub zero, and coupled with polarisation of rainfall precipitation will result in the likelihood of significant snowfall.

- 11.35 Members questioned what barriers there were in relation to increasing public involvement. The representative from the North east Climate Change Partnership felt that press coverage was an issue and there are many people committed although there are still some sectors more cynical than others in relation to the man made nature of climate change.

### **Evidence from the Environment Agency**

- 11.36 Members were informed that the Environment Agency is playing a central role on climate change. Their work covers both reducing emissions of greenhouse gases, commonly known as mitigation, and managing the impacts of climate change, or adaptation. The Environment Agency are doing so in their role as the Government's principal environmental advisor and regulator through:-

- (a) Mitigation - Currently, around 40 per cent of the UK's greenhouse gas emissions are covered by regulatory and economic schemes the Environment Agency implement. This will grow to 48 per cent by 2012. For industries the Environment Agency regulate, they consider their energy use and limit releases of pollutants in the permits we issue. The Environment Agency also helps to run some of the main carbon trading schemes to reduce greenhouse gas emissions.
- (b) supporting the development and use of low-carbon technologies, including renewables, carbon capture and storage, and nuclear power, while minimising other environmental impacts. Some aspects we are involved with are:
  - (i) Carbon capture and storage
  - (ii) Landfill gas emissions
  - (iii) Climate change and nuclear power
  - (iv) Water industry carbon reduction
  - (v) Small scale hydropower
  - (vi) Ground Source Heat Pumps
  - (vii) Biomass and biofuels
  - (viii) Marine renewables

- 11.37 Members were informed that action needs to be taken to adapt to unavoidable climate change and build resilience against higher temperatures, rising sea levels and extreme rainfall patterns. The Environment Agencies focus is to make sure that England and Wales are able to adapt to the changing climate, and particularly the increasing risks of river and coastal flooding, the growing pressures on water supplies for

people and the environment and the consequences of a changing climate for biodiversity.

- 11.38 The Environment Agency is leading on adaptation to climate change in:
- (a) Flood risk management;
  - (b) Coastal realignment strategy;
  - (c) Managing water resources; and
  - (d) Biodiversity conservation
- 11.39 The Environment Agency has implemented a number of actions within its own organisation to reduce CO<sub>2</sub> by introducing energy efficiency measures in its building, improving the use of technology and buying lower emission vehicles for its fleet. A number of additional measures have been implemented including switching all their offices, depot and sites to green electricity tariffs which saved more than 17, 500 tonnes of carbon dioxide each year.
- 11.40 Over the last two years the Environment Agency has cut its carbon footprint by 14%. The Environment Agency has pledged to do even more to reduce its impact on the environment by participating in the 10:10 campaign which aims to cut carbon emissions by 10% in 2012
- 11.41 The Environment Agency's pledge to cut carbon emissions is part of their overall commitment to reduce the environmental impact of all parts of the organisation. As part of this commitment, they are:
- (a) Reducing the miles driven by their staff. Over the last two years the Environment Agency have already reduced mileage by 8.9 million miles;
  - (b) Working with developers to create the greenest office development in the UK for their new corporate office in Bristol;
  - (c) Forming a strategic partnership to develop large scale wind turbines on their land;
  - (d) Rolling out technology to reduce energy use in our buildings by 15%;
  - (e) Purchasing over 99% of electricity from renewable sources;
  - (f) Operating one of the greenest, award winning transport fleets in the country;
  - (g) Closely managing temperature and lighting in buildings to reduce energy;
  - (h) Diverting food waste from landfill; and investing in rainwater harvesting, waterless urinals and spray taps.
- 11.42 In terms of raising awareness in schools, schools provide one route for raising awareness and taking action on climate change both directly within the school and beyond through links with the school's wider community.

The representative from the Environment Agency drew member's attention to The Department for Environment, Food and Rural Affairs Climate Challenge, which has funded two initiatives that focus on young people and raise their awareness of climate change. For children aged 7-14 there is the Carbonator website (<http://www.carboncontrol.org.uk/carbonator/default.aspx>), which has been designed as the junior version of the Act on CO2 online calculator. For 11-18 year olds, a website called 'Your climate your life' (<http://www.yourclimateyourlife.org.uk/>) has been developed. The website is linked to the geography curriculum and provides a wealth of information, interactive features, images and downloads. It has been developed in partnership with schools to engage and inspire teachers and students to understand climate change.

- 11.43 It was highlighted to Members that the Carbon Trust have produced a document entitled "Saving energy in schools (ECG073) - A guide for headteachers; governors; premises managers and school energy managers", which is available to download from their website. More information on how schools can save energy can be found at the Eco-Schools website.
- 11.44 Members were informed about the North East Climate Change Schools Project which is an exciting and unique programme initially piloted in the North East of England between 2007–2009. It is a partnership between Science Learning Centre North East, Durham University, the Environment Agency (funded by the Northumbria Regional Flood Defence Committee) ClimateNE, One World Network North East, the North East Strategic Partnership for Sustainable Schools and the Association of North East Councils. Every Local Authority in the North East is represented in the Climate Change Lead Schools network. The purpose of the project is to enable schools to embed climate change throughout the national curriculum and showcase schools as 'centres of excellence' in climate change teaching, learning and positive action in their local communities.
- 11.45 In Hartlepool there are currently six Climate Change Lead Schools in 2009-2010 (four of these schools were involved with the project in the last academic year and have re-registered as Lead Schools this year. There is the opportunity to promote participation more widely. Recruitment occurs on an annual basis and the next round begins in May):-
- (a) Hart Primary School
  - (b) St. Peter's Elwick Primary School
  - (c) Barnard Grove Primary School
  - (d) St. Hild's School
  - (e) High Tunstall College of Science
  - (f) Seaton Carew Nursery School

- 11.46 There may also be scope to link the schools' achievements through the Climate Change Schools Project more closely to the work of the Council on climate change.
- 11.47 In order to raise awareness in the business sector the Envirowise website has information on raising awareness within a business. It gives advice on how appointing a company Business Champion can help to change behaviour, with information on a typical role profile of a Business Champion and the importance of staff motivation and awareness.
- 11.48 The Carbon trust website has a number of useful publications on how to reduce energy use including The Carbon Trust support for SMEs (Small to Medium Enterprises). This leaflet outlines the Carbon Trust services that are most relevant for SMEs, including simple and practical, no, or low-cost ways to reduce the amount of energy you use.
- 11.49 Members were informed about the Tees Valley Green Business Network which is a local partnership initiative that is helping to support businesses in improving their environmental performance and achieving business benefits as a result. Various information is drawn together on the Network website [www.greenteesvalley.org](http://www.greenteesvalley.org) – and businesses can seek advice directly. The Green Business Network Awards Scheme gives recognition to businesses that are taking action on climate change and in other ways that benefit the environment.
- 11.50 In terms of raising awareness in households and communities individuals, businesses and public sectors can sign up to the 10:10 campaign. 10:10 is a project to unite every sector of British society behind one simple idea: that by working together we can achieve a 10% cut in the UK's carbon emissions in 2010.
- 11.51 The Act on CO2 website (<http://actonco2.direct.gov.uk/actonco2/home.html>) has a range of useful information, including a carbon calculator, tips on reducing your energy usage and a list of current campaigns.
- 11.52 The Energy Savings Trust website has a Community Carbon Footprint Tool. This allows groups of individuals to measure their carbon emissions and work out their community carbon footprint. Local businesses and community buildings in the community can also calculate their carbon footprint.
- 11.53 In terms of specific initiatives aimed at reducing the use of energy resources that would benefit the Council, the Environment Agency are aware of the Council's active participation in the Tees Valley Climate Change Partnership and that an action plan for Hartlepool has been developed. The Environment Agency suggested that the Council may wish to consider some of the measures that the Environment Agency has taken to reduce its own emissions (if it is not already taking similar action).

**Evidence from Friends of the Earth**

- 11.54 The representative from Friends of the Earth commended the work already carried out in Hartlepool through the Council's approach to setting a reduction target and developing a strategy to reach that target. However, the representative from Friends of the Earth questioned whether the Council was striving to reach the correct target. The Intergovernmental Panel on Climate Change recommends a target of 40% reduction on 1990 levels by 2010. However, Friends of the Earth felt that a reduction of 42% was scientifically robust, which had been reaffirmed through the launch of the Get Serious about CO<sub>2</sub> campaign. It was noted that several cities in the UK had already committed to a 42% reduction by 2020.
- 11.55 It was indicated to the Forum that to be able to deliver a 42% reduction, additional investment is required and a consultancy firm had been engaged by Friends of the Earth to examine best practice within local authorities across the UK and how to finance. The Forum agreed that in terms of financing, the increasing pressures faced by Councils at this time was understandable and that central government should be pressed for additional resources to enable further initiatives to be delivered.
- 11.56 Members of the Forum noted that Darlington Borough Council had undertaken some really good work in relation to sustainable transport and breaking the link between economic development and transport. In addition Kirk Lees Council has made a significant investment in addressing climate change through corporate policy, with the installing of energy efficiency measures in homes across the Borough. The Council's Director of Regeneration and Neighbourhoods added that the Council has several successful initiatives already in place to help residents of the town insulate their homes.
- 11.57 The representative from Friends of the Earth informed Members that there is a lot of work that local authorities can do in relation to encouraging renewable energy and creating a platform for renewable energy as a source of business and economic growth in the area. The Director of Regeneration and neighbourhoods confirmed that as a local authority it was incumbent on the Council to reflect on the target and if it was viable to increase it, it would be looked. Members were informed that Hartlepool was one of the first local authorities in the county to install volumetric housing at level 4 and it was anticipated that level 5 will be achieved once the development is complete.

**Evidence from the North East Improvement and Efficiency Partnership (NEIEP)**

- 11.58 The Forum received written evidence from the North East Improvement and Efficiency Partnership who advised on ways to help the Council tackle climate change. It was highlighted that Hartlepool is a signatory to the

Covenant of Mayors, a European wide climate change initiative. This also commits the Authority to meeting various targets, and the need to develop a Sustainable Energy Action Plan by February to the European Commission, the NEIEP believes, which is an area the Forum might like to focus on.

- 11.59 The NEIEP suggested that as well as implications the Forum might also like to consider whether the authority is taking appropriate steps to prepare for the Carbon Reduction Commitment. Some early measures can help to reduce cost implications and also whether the Authority is using the London Energy Toolkit.
- 11.60 Members were informed that in relation to the issue of awareness of climate change, the focus should be on behaviour change, awareness does not translate into the types of required behaviour change. The Partnership ran a recent event on social marketing to introduce officers to this methodology as a means of securing behaviour change.

## **12. AWARENESS OF CLIMATE CHANGE IN THE COMMUNITY AND HOW ITS PROFILE MAYBE RAISED**

- 12.1 The Forum was very keen to engage with members of the public and school children to hear their views in relation to climate change and community awareness. As such, a Focus Group was held on 11 January 2010 at the Civic Centre, Hartlepool and a Climate Change Activity Session was organised for members to attend on 6 November 2009, also at the Civic Centre.

### **Focus Group held on 11 January 2010**

- 12.2 Whilst turnout was low, the event was well publicised in the local press together with the distribution of leaflets/posters to community groups and venues.
- 12.3 Members of the public were given the opportunity to express their views and provide input into the investigation. The Group's views were sought on the following questions:-

#### **(i) Do you have any ideas or practices which could help reduce our carbon footprint?**

- (a) Try to reduce car usage, car sharing was suggested, although the Council do encourage and promote this;
- (b) the reduction of council buildings and the creation of open plan offices was viewed as a good way to reduce energy;
- (c) schools were seen as a priority area for energy reduction;

- (d) a checklist for individual households showing how energy can be saved was seen as a way to help reduce household energy costs;
- (e) continue to work with other local authorities / schools / universities in the area to develop new ideas and initiatives;
- (f) dimming of street lights was considered; and
- (g) maximise the natural resources available e.g wind

**(ii) Do you feel that the community is aware of the effects of climate change?**

- (a) the general opinion was that children and young people had a good understanding of climate change and its effects but it was felt that many adults either were not aware of the effects of climate change or there was a resistance to act.

**(iii) Can you suggest ways to help raise awareness of climate change in the community to help to reduce our carbon footprint?**

- (a) focus on publicising / promoting climate change to the public, use the voluntary sector to promote information;
- (b) more publicity on targets set and how public can help to achieve them;
- (c) highlight to the public what exactly climate change is and its effects;
- (d) publicise examples of how saving energy can make a difference, use 'cost' examples; and
- (e) educate the public on schemes available to help reduce energy costs, for example, wall and roof insulation schemes.

**Climate Change Activity Session held on 6 November 2009**

- 12.4 A class of year 5 pupils were also invited to participate in the activity session. Members and the children participated in three activities which focused on climate change. The first activity was a play which looked at how water is wasted on a daily basis and how to be 'waterwise'. The second activity introduced the concept of food miles and their carbon implications and looked at the importance of buying locally sourced food. For the final activity the Members and children made personal pledges to help with climate change.



- 12.5 Members commented on the impact children have on addressing climate change as they are a strong voice within the home and can influence change with their parents and peers. In view of this it was suggested that ways of working with schools and young people should be explored further. Although, Members raised concerns about the amount of influence the Council has on schools and businesses in relation to their commitment to carbon reduction.

*Photographs from Climate Change Activity Session*



**Evidence from the Regeneration and Neighbourhoods Department**

- 12.6 The Climate Change Officer highlighted to the Forum the ways in which the Council are actively engaging with the community which included:-
- (a) informal presentations and discussions with community groups;
  - (b) school events;
  - (c) smarter living roadshows which includes topics such as energy saving, recycling and local environmental quality;
  - (d) solar car events where children construct solar powered cars and discuss the benefits of renewable energy;
  - (e) Tees Valley Green Business Award – due to be launched with businesses;
  - (f) Smart meter workshops;
  - (g) Eco-driving challenge; and
  - (h) Displays at Middleton Grange Shopping Centre

- 12.7 Members welcomed the involvement of young people as they are very keen to raise awareness of climate change issues within the home environment. It was noted that identifying the most appropriate forums and groups to convey the climate change message was a key issue and it was suggested by the Forum that the support of the Hartlepool Voluntary Development Agency would be invaluable.

### 13. CONCLUSIONS

#### 13.1 The Neighbourhood Services Scrutiny Forum concluded:-

- (a) That the Council have already carried out excellent work in relation to climate change and the reduction of their carbon footprint;
- (b) That a cycling centre with free cycle storage would be a great social enterprise for the future;
- (c) That cycle storage facilities at Hartlepool train station did not seem to be used and it was not clear how to access them. It was suggested by the Forum that this issue be looked at and improved through additional signage;
- (d) That it is recognised that challenging targets are necessary to encourage progress;
- (e) That the Council needs to continue to engage and encourage schools, businesses and the Council's workforce to reduce energy usage;
- (f) That children and young people have a good understanding of climate change and its effects but the Forum felt that adults either were not aware of the effects or there was a resistance to act;
- (g) That children and young people are a strong voice within the home and can influence change and ways of working with children and young people should be explored further;
- (h) That there are concerns about the amount of influence the Council has on schools and businesses in relation to their commitment to carbon reduction;
- (i) That awareness of climate change needs to be raised and it would be helpful to the public if they were shown how to save energy in their own homes, for example through a dedicated 'tips' page in magazines and questions which to consider when buying new electrical equipment to assess / compare energy consumption among products;
- (j) That the Forum support the Council's efforts to maximise the natural sources available for energy, for example, wind power;

- (k) That the Council welcome and support the introduction of electric charging points for electric vehicles across Hartlepool; and
- (l) That Council meetings, wherever possible, should be held in rooms that accommodate the number of people who are in attendance in order to save energy,

## **14. RECOMMENDATIONS**

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

- (a) That the Council lobby Central Government for additional funding to enable further energy saving initiatives to be delivered locally;
- (b) That the Council continue to work with schools and businesses to support and encourage them to reduce their energy usage;
- (c) That the Council explore further ways of working with children and young people to continue to promote climate change and its effects;
- (d) That the Council explore further ways to publicise climate change and work with the Hartlepool Voluntary Development Agency and the wider voluntary and community sector to identify the most appropriate local forums and groups to communicate the effects of climate change to;
- (e) That the Council publicise their climate change targets along with how the public can help to achieve these targets;
- (f) That the Council continue to educate the public and the Council's workforce on how to help reduce energy costs;
- (g) That the Council, wherever possible, hold meetings in appropriate size rooms to accommodate the number of people in attendance;
- (h) That the Council encourage developers to install electric charging points for electric vehicles as part of any new developments;
- (i) That the Council continue to promote cycling initiatives to the public and the workforce; and
- (j) That the Council explore the feasibility of constructing additional cycling storage facilities in key locations across Hartlepool to encourage people to cycle

## **15. ACKNOWLEDGEMENTS**

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

### Hartlepool Borough Council:

The Mayor as Portfolio Holder for Community Safety and Housing;

Chair of Hartlepool's Environment Partnership – Councillor Peter Jackson;

Dave Stubbs – Director of Regeneration and Neighbourhoods

Sylvia Tempest – Environmental Standards Manager

Paul Hurwood – Climate Change Officer

Resident Representatives

### External Representatives

Leanne Wilson – Tees Valley Joint Strategy Unit;

Bob King – Middlesbrough Council

Adrian Hilton – North East Climate Change Partnership;

Simon Bowen – Friends of the Earth

Bill Kirkup – North East Improvement and Efficiency

Mike McNulty – Environment Agency

Members of the public

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

**Contact Officer:-** Laura Starrs – Scrutiny Support Officer  
Chief Executive's Department - Corporate Strategy  
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Email: [laura.starrs@hartlepool.gov.uk](mailto:laura.starrs@hartlepool.gov.uk)

## BACKGROUND PAPERS

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

- (i) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Climate Change and Carbon Management – Scoping Report presented to the Neighbourhood Services Scrutiny Forum of 17 August 2009
- (ii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Climate Change and Carbon Management – Setting the Scene' presented to the Neighbourhood Services Scrutiny Forum of 21 September 2009
- (iii) Presentation of the Environmental Standards Manager entitled 'Climate Change and Carbon Management Programme' delivered to the Neighbourhood Services Scrutiny Forum of 21 September 2009
- (iv) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Climate Change and Carbon Management – Carbon Reduction Commitment – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 21 September 2009
- (v) Presentation of the Climate Change Officer entitled 'The carbon Reduction Commitment' delivered to the Neighbourhood Services Scrutiny Forum of 21 September 2009
- (vi) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Climate Change and Carbon Management – Evidence from a Representative from Middlesbrough Council – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 26 October 2009
- (vii) Presentation from Middlesbrough Council entitled 'Middlesbrough – Tackling Climate Change' delivered to the Neighbourhood Services Scrutiny Forum of 26 October 2009
- (viii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Climate Change and Carbon Management – Carbon Reduction Commitment – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 21 September 2009
- (ix) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Climate Change and Carbon Management – Evidence from the Council's Regeneration and Neighbourhoods Department' – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 26 October 2010

- (x) Report of the Director of Regeneration and Neighbourhoods entitled 'Climate Change and Carbon Management Investigation: Evidence from the Regeneration and Neighbourhoods Department presented to the neighbourhood Services Scrutiny Forum of 26 October 2009
- (xi) Report of the Scrutiny Support Officer entitled 'Climate Change and Carbon Management – Written Evidence from the Mayor as Portfolio Holder for Community Safety and Housing and the Chair of Hartlepool's Environment Partnership' – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 26 October 2009
- (xii) Report of the Scrutiny Support Officer entitled 'Investigation into Climate Change and Carbon Management – Forum Participation in a Climate Change Activity Session in Conjunction with 11 Million Day' – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 21 October 2009
- (xiii) Report of the Scrutiny Support Officer entitled 'Climate Change and Carbon Management – Evidence from key Stakeholders' – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 1 February 2010
- (xiv) Presentation from the North East Climate Change Partnership entitled 'Climate Change. Hartlepool: North East England' delivered to the Neighbourhood Services Scrutiny Forum of 1 February 2010
- (xv) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Climate Change and Carbon Management – Evidence from the Council's Regeneration and Neighbourhoods Department – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 1 February 2010
- (xvi) Presentation from the Climate Change Officer entitled 'Community Engagement' delivered to the Neighbourhood Services Scrutiny Forum of 1 February 2010
- (xvii) Report of the Scrutiny Support Officer entitled 'Climate Change and Carbon Management – Feedback from the Climate Change Activity Session held on 6 November 2009 - Covering Report presented to the Neighbourhood Services Scrutiny Forum of 1 February 2010
- (xviii) Report of the Scrutiny Support Officer entitled 'Climate Change and Carbon Management – Feedback from the Climate Change Focus Group held on 11 January 2010 – Covering Report presented to the Neighbourhood Services Scrutiny Forum of 1 February 2010
- (xix) Department for Environment, Food and Rural Affairs (2008) *Climate Change Act 2008 – Key Provisions / Milestones*, Available from: <http://www.defra.gov.uk/environment/climatechange/uk/legislation/provisions.htm> (Accessed 30 July 2009).

- (xx) Department for Environment, Food and Rural Affairs (2008) Local Government Performance Framework: Defra-led National Indicators, <http://www.defra.gov.uk/environment/localgovindicators/indicators.htm> (Accessed 30 July 2009).
- (xxi) Climate Change Act 2008, Available from: [http://www.opsi.gov.uk/acts/acts2008/pdf/ukpga\\_20080027\\_en.pdf](http://www.opsi.gov.uk/acts/acts2008/pdf/ukpga_20080027_en.pdf) (Accessed 30 July 2009).
- (xxii) Report of the Director for Neighbourhood Services entitled 'The Carbon Reduction Commitment (CRC)' presented at the meeting of Cabinet of 18 May 2009.
- (xxiii) The Covenant of Mayors: available from <http://www.eumayors.eu/>
- (xxiv) ONE North East ERDF: <http://www.onenortheast.co.uk/page/erdf/firstcall.cfm>
- (xxv) The 10:10 Initiative: available from <http://www.1010uk.org/>
- (xxvi) <http://www.slcn.org.uk/climatechange/>
- (xxvii) [www.greenteesvalley.org](http://www.greenteesvalley.org)
- (xxviii) <http://actonco2.direct.gov.uk/actonco2/home.html>
- (xxix) Minutes of the meetings of 24 July 2009, 17 August 2009, 26 October 2009 and 1 February 2010





# **ADULT AND COMMUNITY SERVICES SCRUTINY FORUM**

## **FINAL REPORT**

### **PUTTING PEOPLE FIRST – THE DELIVERY OF PERSONALISED ADULT SOCIAL CARE SERVICES**

April 2010



## **Scrutiny Co-ordinating Committee**

**23 April 2010**



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

**Subject:** INVESTIGATION INTO PUTTING PEOPLE FIRST –  
THE DELIVERY OF PERSONALISED ADULT  
SOCIAL CARE SERVICES - FINAL REPORT

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

- 1.1 To present the findings of the Adult and Community Services Scrutiny Forum following its investigation into Putting People First – The Delivery of Personalised Adult Social Care Services

### **2. SETTING THE SCENE**

- 2.1 At the meeting of the Adult and Community Services Scrutiny Forum of 13 July 2009, Members determined their Work Programme for the 2009/10 Municipal Year. The topic of 'Putting People First – the Delivery of Personalised Adult Social Care Services' was agreed to inform a major in-depth Scrutiny Inquiry for the Forum's 2009/10 work programme.
- 2.2 In terms of the legislative framework, in 2006, the Health White Paper, 'Our Health, Our Care, Our Say: a New Direction for Community Services' outlined the key elements for the reform of the adult social care system in England. The aim of the reformed system being to 'respond to demographic changes presented by an aging population and the rising expectations of those who depend on social care for their quality of life and capacity to have full and purposeful lives'.
- 2.3 In delivering this major programme under the 'Putting People First' commitment, a clear shared vision and commitment has been established between the Local Government Association, the Association of Directors of Adult Social Services, the National Health Service and others for the transformation of adult social care services. This shared commitment is illustrated in the document entitled 'Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care', which was circulated to Members as background information for this investigation.

2.4 As additional background reading, a selection of extracts from the 2008/09 Self Assessment Survey, completed by the Adult and Community Services Department in May 2009, were also circulated to Members for information. The key points included:

- (a) Choice and control is at the heart of an ambitious vision for Hartlepool in transforming adult social care. The vision addresses the challenges for social care of a changing and ageing population, higher expectations and individuals desire to retain control over as many aspects of their own lives as possible for as long as possible;
- (b) Hartlepool became an In Control Total Transformation site and has received support from In Control to deliver the transformation agenda locally; and
- (c) Through the deployment of personal budgets and direct payments, people who use services are increasingly becoming commissioners of their own support, and are best placed to understand their own individual needs and commission services that enable them to live their own lives.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

3.1 To investigate the implementation and impact of the Putting People First agenda and the personalised delivery of adult social care services, including self directed support and personal budgets

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

4.1 The following Terms of Reference for the investigation were agreed by the Adult and Community Services Scrutiny Forum on 26 August 2009:-

- (a) To gain an understanding of the 'Putting People First' agenda and the delivery of personalised adult social care services in Hartlepool;
- (b) To gain an understanding of the legislative framework governing adult social care services in Hartlepool;
- (c) To examine how personalised adult social care services are being delivered in Hartlepool;
- (d) To seek the views of people who use services on the process and delivery of adult social care services in Hartlepool;
- (e) To seek and compare good / different practice from a comparable local authority in relation to the implementation of the 'Putting People First' agenda; and

- (f) To identify suggestions for improvements to the implementation of the 'Putting People First' agenda in Hartlepool.

## **5. MEMBERSHIP OF THE ADULT AND COMMUNITY SERVICES SCRUTINY FORUM**

- 5.1 Membership of the Adult and Community Services Scrutiny Forum for the 2009/10 Municipal Year was as outlined below:-

Councillors Atkinson, Coward, Cranney, A Marshall, Preece (Vice-Chair), Richardson, Simmons (Chair), Worthy and Young.

Resident Representatives: Evelyn Leck and Mary Power

## **6. METHODS OF INVESTIGATION**

- 6.1 The Members of the Adult and Community Services Scrutiny Forum met formally from the 26<sup>th</sup> August 2010 to 8<sup>th</sup> February 2010 to discuss and receive evidence directly relating to their investigation into 'Putting People First – The Delivery of Personalised Adult Social Care Services'. A detailed record of these meetings is available from the Council's Democratic Services or via the Hartlepool Borough Council website.

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

- (a) A presentation from Hartlepool Borough Council Officers which was enhanced with verbal evidence;
- (b) Evidence provided by the Portfolio Holder for Adult and Public Health Services;
- (c) A presentation and verbal evidence from Oldham Council;
- (d) Verbal evidence from the Older Persons Local Implementation Team;
- (e) Verbal evidence from the Learning Disabilities Partnership Board;
- (f) Verbal evidence from the Managing Director of In Control; and
- (g) Verbal evidence from people with experience of directing their own support.

## **FINDINGS**

### **7. UNDERSTANDING THE PUTTING PEOPLE FIRST AGENDA AND HOW PERSONALISED ADULT SOCIAL CARE SERVICES ARE BEING DELIVERED IN HARTLEPOOL**

- 7.1 In selecting this investigation, Members were keen to gain a clear understanding of the Putting People First agenda and the delivery of

personalised adult social care services in Hartlepool. Detailed below is the evidence received from the Council's Child and Adult Services Department, the Portfolio Holder for Adult and Public Health Services and the Managing Director of In Control in relation to these issues.

### **Evidence from the Child and Adult Services Department**

- 7.2 Officers from the Child and Adult Services Department provided an overview to the Forum on the progress that has been made to date in Hartlepool; the challenges and future steps; and the ongoing work.

### ***Progress in Hartlepool***

- 7.3 Members were informed that Hartlepool's Adult Social Care Service became a total transformation site in 2007 with care services being looked at with the aim to make them more tailored to a person's individual requirements with the introduction of personal budgets and direct payments for people to buy their care packages. Members highlighted that there was a lack of general clarity of personal budgets and direct payments therefore the following definitions were helpful to the Forum throughout the investigation:-

- (a) Personalisation of care services is the process to help public services focus on the needs of citizens so that they can begin to live good, ordinary and satisfying lives;
- (b) Self – directed support is support that a person decides upon and controls;
- (c) A personal budget is the money available to spend on the support; and
- (d) A direct payment is where a person receives their personal budget direct into their bank account.

- 7.4 It was highlighted to the Forum that over 1400 personal budgets had been implemented in Hartlepool since 2007 resulting in positive outcomes for people including increased flexibility, choice and more personalised care packages.

- 7.5 Members were informed that this move towards personal budgets and direct payments meant a move away from traditional services and care packages, (often with limited choice) and focused on the need to look at new and effective ways of supporting people in directing their own care and support. The Council from the beginning was committed to a change to the system and therefore required national support and links to best practice to offer such a commitment. This national support was offered by the organisation In Control.

- 7.6 In order for the Child and Adult Services Department to take forward this transformation they gained corporate and elected member sign up; created a

new system of self directed support; focussed on positive outcomes for people with increased flexibility and choice; developed new services; re-structured the department to reflect the impact of the new system and included further integration with the Primary Care Trust and the Foundation Trust.

### ***Challenges and Future Steps***

- 7.7 The Forum noted that one of the major challenges for Hartlepool throughout the transformation process was to change the culture of both workers and individuals to enable the best use of the resource allocation identified through an individual's assessment. Some of the ongoing challenges include financial monitoring and an evaluation of impact of personal budgets including the development of an IT system that will easily capture that information.
- 7.8 Members were interested to hear about the assessment procedures in place for individuals. The Social Care Transformation Manager confirmed that the Council had a duty of care to assess the level of care and support required by an individual. Part of this assessment included the production of a support plan which detailed the individuals needs and requirements and also contingency plans should an emergency situation arise, for example if an assistant / carer is ill and cannot fulfil their duties. A point score allocation is specified which is matched against an indicative resource allocation for the individual. The person then considers how they want to be supported and have their needs met and develops a support plan (with assistance from a social worker if required). The support plan is then considered by the department's Risk Enablement Panel prior to approval. It was emphasised to the Forum that if an individual's needs change then a review of the support plan will be carried out and a person's allocation, or how they choose to deploy it may alter. The Forum heard that the indicative resource allocation is finalised following completion of the support planning process. If the resources a person planned to utilise were significantly different from the indicative allocation, this may indicate that assessed needs are not being met and this would be identified through the Risk Enablement Panel. The Risk Enablement Panel is also able to identify cases where the indicative allocation is insufficient to meet a persons identified needs, and can agree additional funding where appropriate.
- 7.9 Members did raise concerns as to how an individual's care was currently monitored to ensure that the care provided was improving the person's life. Members were informed that the Council had a duty of care under the Community Care Act which includes a duty to monitor on a regular basis and evaluate the outcomes for individuals receiving care. The level of risk associated with each individual determines how regularly the monitoring takes place but all cases are formally reviewed on an annual basis. It was highlighted to Members of the Forum that monitoring can be undertaken by telephoning the individual or by visiting in person depending on the situation and level of risk assessed. If the level of outcome for the individual is not appropriate, the social worker will speak to the providers of the service to

ascertain why. Linked to this, Members questioned how the monitoring was undertaken of whether individuals were receiving the full package of support that had been identified through their assessment. Members were informed that a panel meet on a weekly basis to monitor whether the allocations identified through the assessments are being utilised. If a case arose where allocations were significantly over or under spent the case would be reviewed in line with the Council's duty of care to ensure that the individuals care needs and outcomes were being met.

- 7.10 Monitoring of whether the services are being delivered to the satisfaction of the individual was an area that the Forum explored further. Questions that are now put to the individual detail what outcomes are important to them, for example, cleaning the house or doing laundry. If, when the services are reviewed by a care manager it is identified that these outcomes are not being met, then the Department would take steps to rectify this. This is more complex if an individual has employed a carer using a direct payment rather than a contractor but there are mechanisms in place to support vulnerable people in handling this.
- 7.11 Questions were asked by Members of the Forum regarding the cost of the implementation of personal budgets and direct payments. The Principal Finance Manager indicated that the new system places more emphasis on how resources are used and focuses on the outcomes necessary for individuals. Officers from the Department felt that individuals are, in general, very responsible with their allocated budget and ensure that value for money is achieved whilst ensuring that their outcomes are met. Members noted that even if an individual is spending the exact same amount of money as with the previous system, a much more personalised outcome is achieved.
- 7.12 Members of the Forum were concerned that Criminal Record Bureau (CRB) checks cannot be enforced, although the Council do provide a facility to enable individuals to have a CRB check carried out. The purpose of a CRB check is always explained to an individual as well as the importance of obtaining references for care providers. The difficulty is that some individuals choose to employ friends or family, and although it is the individual's choice, the social worker's responsibility is to highlight the differences between personal and contractual relationships and help individuals manage.
- 7.13 In addition to the above information provided, Members requested examples of support plans with personal information removed to help with their understanding of personal budgets.

### ***Ongoing Work***

- 7.14 The Assistant Director of Commissioning highlighted to the Forum that personal budgets, which fall into the category of Choice and Control (as shown in Diagram 1) are only one element of the Putting People First agenda. Other elements include universal services, which are services that are available to the whole population, early intervention and prevention to

support people to stay in their own homes as long as possible and social capital which is the development of communities and promoting independence.

*Diagram 1: Elements of the Putting People First agenda*



- 7.15 Ongoing work in Hartlepool to work towards achieving all elements of the Putting People First agenda includes working with the Primary Care Trust on the development of Personal Health Budgets, development of extra care housing and support for people with dementia,, expansion of assistive technology (telecare and telehealth), developing more services for carers. .

## **8. Evidence from the Portfolio Holder for Adult and Public Health Services**

- 8.1 Members of the Forum invited the Portfolio Holder for Adult and Public Health Services along to an evidence gathering session to seek his views on the implementation of the Putting People First agenda.
- 8.2 The Portfolio Holder indicated that he was very pleased to hear comments on the implementation of self directed support and personal budgets and felt that the success in Hartlepool is due to excellent officers working on these services.
- 8.3 It was emphasised by the Portfolio Holder that there are a large range of services that can be accessed by people with personal budgets and the process is about empowering people and changing the roles of professional social care staff. Social workers now need to empower people to make their own decisions and choices, wherever possible.
- 8.4 The Portfolio Holder outlined that the demographics reveal that both the growing number of older people and people with disabilities provide great challenges for care services. Thus, placing greater demands on services as

individuals have their own views about what they want and who will provide it.

- 8.5 The Forum raised concerns about the possible delay that can occur in receiving an assessment when discharged from hospital. It was clarified by the Portfolio Holder that anyone is open to seek a social care assessment if they are considered to need one. There is also a multi-link team, including health and social care professionals, that works closely with the hospital to ensure that an assessment is undertaken prior to an individual leaving hospital care where that is felt appropriate. This then ensures that the appropriate level of care is provided once the individual has returned home.
- 8.6 Another area of concern for Members of the Forum was that some elderly people may feel too proud to claim the services on offer. The Portfolio Holder indicated that this is a matter that he feels strongly about and most of these people have paid into this society throughout their working life and these services are not charity, they are what is due to them.
- 8.7 There was concern raised by Members of the Forum in relation to the assessment process, particularly the financial assessment and the feeling amongst the Forum was that many older people find it intrusive and many would rather not receive a service than reveal their financial situation. The Managing Director of In Control commented that self directed support gives people real choices and could bring them out of isolation. Some people feel that there is a stigma attached to self directed support. The Forum were of the opinion that it was hoped that throughout this investigation, some of those stigmas could be removed and greater publicity could be given to the services and support available.

## **9. Evidence from the Managing Director of In Control**

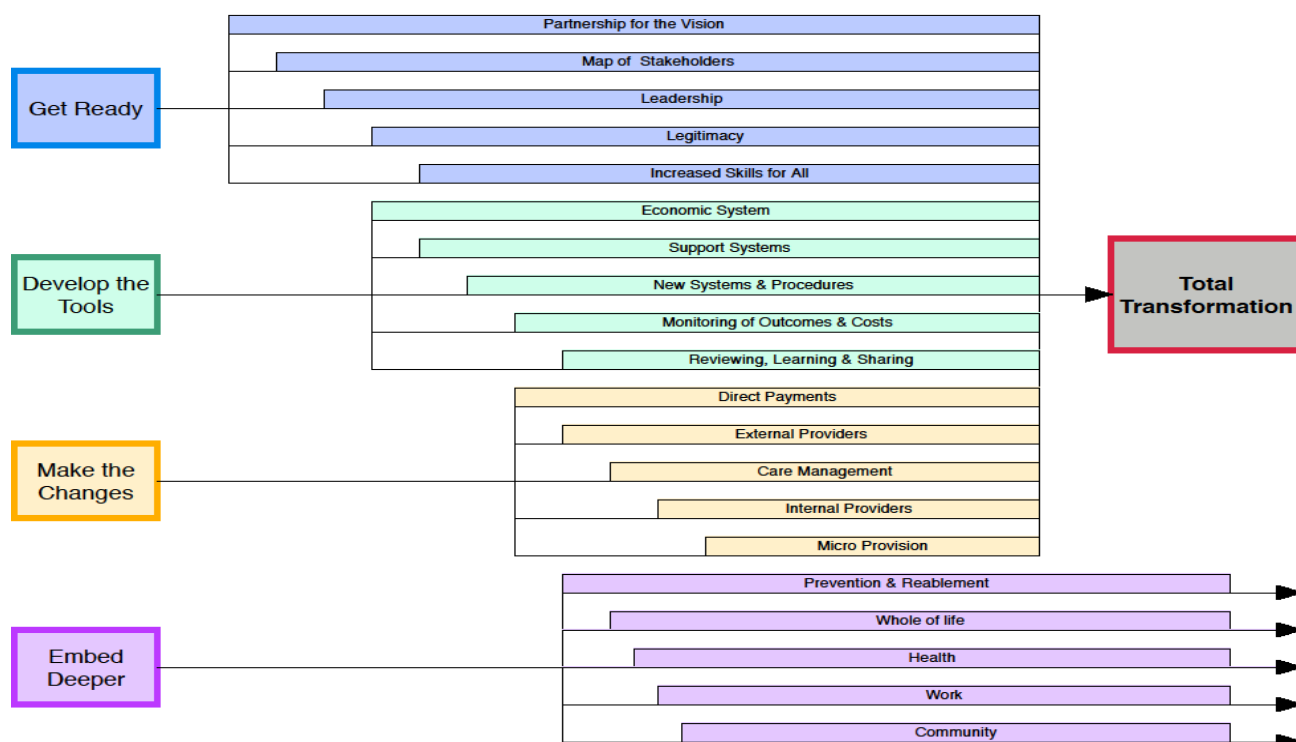
- 9.1 The Forum was very pleased that Julie Stansfield, the Managing Director of In Control could come along to a meeting to discuss the national and regional picture in relation to the delivery of the Putting People First agenda and the introduction of personal budgets in Hartlepool. The Managing Director was very positive about how well the system of personal budgets had been introduced in Hartlepool, with problems being resolved very quickly for people using services.
- 9.2 In Control was set up in 2003 as a project in order to find a new way of organising the social care system. It has now developed into an independent charity committed to promoting active citizenship, community development and the reform of the welfare state. In Control designed the self directed support system. The Government now wants all local authorities to change their systems to self-directed support.
- 9.3 In Control's mission is to play a key role in the creation of a new system of social and long term health care, where people will control their support, their money and their lives as valued citizens.



- 9.4 The Managing Director of In Control emphasised that there is a sequence of measures that are necessary and are of central importance to each and every authority seeking to implement self directed support in the manner driven by In Control. The Managing Director called this the critical path to total transformation, as shown below:

*Diagram 2: Path to Total Transformation*

### In Control's Critical Path to Total Transformation



- 9.5 Leadership was a top priority in Hartlepool for transforming the social care system. The transformation in Hartlepool was led from the front but incorporated all tiers of people.
- 9.6 The Managing Director highlighted the need for understanding. The key issues are to embed, sustain and protect with an understanding that is deep and widespread with the notion that the new way is the right way and that it is both permissible and necessary.
- 9.7 In Hartlepool, the broader leadership from the Council's Director, Nicola Bailey and her management team was in place. The Department then wanted to extend the understanding and therefore worked with Elected Members, team managers, social workers and other departments.
- 9.8 There was recognition from Hartlepool Council, from the early stages that it needed a robust system, one that was fair, transparent and efficient and therefore the Resource Allocation System had to be right along with the assessment questions.

- 9.9 The Forum was informed by the Managing Director that self directed support is premised on good support systems that will help people to make plans and think through how best to get what is in those plans. There must be an on-going development based on scrutiny of support systems asking questions such as are they fit for purpose.
- 9.10 The Managing Director explained that one of the key factors for the success of self directed support is to prioritise and keep priorities under review by having a clear overarching operating system from the outset. The need to monitor outcomes and costs along with reviews of learning and sharing practice are essential to getting the system right.
- 9.11 In order to make the necessary changes, it is not only about changing the systems but also about creating a user friendly interface, for example the different ways to control a personal budget, it does not have to be paid direct to an individual it can be managed through family and friends; a professional; or a service provider; or an independent organisation; or a representative. Changes and adoptions to the new direct payment system also need to be made by external and internal providers; and care managers.
- 9.12 In terms of large organisations with services less focused on choice and control and more on the need to keep costs down, In Control takes the view that if anyone is to make a success of personalisation, the balance of provision is strongly in favour of large providers. Many personal budget users opt for services that are highly personal to themselves which do not depend on traditional day care or home care services delivered by social care providers. In Control considers it an important role for local authorities to promote and stimulate small services that can meet the emerging needs of more and more people.
- 9.13 Nicola Bailey, the Director of Child and Adult Services quoted in a statement to In Control that “We cannot underestimate the significance and power of the cultural change within Hartlepool. This was mainly due to both strategic and operational leadership within and strong external critical friends, mostly from In Control or their associates. The work continues on new grounds, which includes whole life engagement and a corporate approach. This is no longer a simple issue for social care, it’s a local issue which ALL citizens in Hartlepool need to be part of. “
- 9.14 In order to continue to embed self directed support, as highlighted also by Officers from the Child and Adult Services Department there is a need for emphasis now to be placed on the whole of the population or the ‘whole person’ to incorporate health, work and the community. For example, individuals may live in families, may make contributions to society through a paid job or voluntary activities, and /or support members in the community.
- 9.15 The Managing Director outlined the lessons that In Control have learnt along the way, as detailed below:-

- (a) Real visionary leadership is critical;
- (b) This involves active people management;
- (c) Intervening personally – for example to lead Direct Payment groups;
- (d) Get some quick wins – Direct payments in Hartlepool, but whatever is to hand;
- (e) Think whole systems, but intelligently, decide what is most important;
- (f) Listen;
- (g) Be flexible and respond to what arises;
- (h) Don't let the challenges faze you; and
- (i) Stay true to the values

9.16 To conclude, the Managing Director emphasised that it has been an incredible journey for Hartlepool which should be celebrated and embraced, although not an easy and simple journey. Very few local authorities tackle cultural change and Hartlepool did this from the start, with all people getting involved and people should be proud. The change in management process utilised in Hartlepool will be shared nationally and internationally.

## **10. VIEWS OF PEOPLE WHO HAVE EXPERIENCE OF DIRECTING THEIR OWN SUPPORT**

10.1 The Forum was very keen to engage with people who have direct experience of directing their own support.

10.2 Members of the Forum were extremely pleased that people were willing to share their experiences with them. A summary of the comments received from people who direct their own support is detailed below:-

- (a) There were some doubts in the first year but through understanding the system the individuals are now able to tailor their care and make much more personal choices as to how to spend their allocated budget;
- (b) Feeling of increased independence.
- (c) Individuals wished that they could have accessed a personal budget earlier.
- (d) Personal budgets allow people to access many different services which previously were unknown to people.

- (e) Reduced stress to both the individuals who access the personal budget and family members as quality of life is much improved.
- (f) Support from the Teeswide Young Onset Dementia Team based in Middlesbrough had been excellent.
- (g) The support from the independent living fund, personal budget and access to work funding allowed this person to work full-time with increased flexibility.
- (h) Personal budgets working very successfully.
- (i) Some felt that the introduction of personal budgets has affected other services, for example the Havelock Centre as many people decided that it was too expensive to attend and chose other services instead. In response to this Members were concerned because there had been great demand for places at the centre in the past and the centre may be under-used because of cost. Another day service provider commented that their day care services had seen a drop in numbers and there was concern expressed about the number of unused places. The Director of Child and Adult Services informed members that numbers attending the Havelock Centre had fallen but that in lots of cases, this was because people had chosen to use their personal budget in a different way that still meet their needs. The Child and Adult Services Department will continue to seek views of users on this issue. The direct payments system has facilitated smaller organisations entering the care arena because previously the Council had block contracts with larger organisations.
- (j) Some initial reticence but now very positive about the system and the flexibility it gives.
- (k) There may be financial issues for some families who have greater health needs who wish to use personal budgets. Although, Members were informed that there is a pilot for the use of personal budgets for health care currently underway which may in the future address this aspect.
- (l) The staff at In Control very helpful.

10.3 A Member of the Forum highlighted that until a person needs to access these services directly themselves, people have little idea of the excellent services that are available to the people of Hartlepool.

10.4 Members queried the level of choice that users had in relation to their personal budgets and whether they could change the services when they liked. It was confirmed by the Director of Child and Adult Services that

people could pick and choose and change their minds as they wished, there are no restrictions. Although, Members did feel that people with access to a personal budget may need to be reminded of this.

- 10.5 The Forum was interested to hear how the Council publicises the personal budget system. The Principal Finance Manager informed Members that if an individual requires an assessment they can visit or telephone the Contact Centre in the Civic Centre. Also, it is due to be publicised on the Hartlepool Now website. The Department also intends to publicise the system through libraries, community and leisure centres in order to reach those people who are not already aware of it. Further suggestions from the Forum to publicise personal budgets included a column in the Hartlepool Mail and speaking at the 50+ Forum in Hartlepool. Details had already been publicised in the Hart Beat magazine. Members were informed that although there are excellent links between the Council and the Primary Care Trust it is still possible that there may be a small number of individuals slipping through the net and therefore awareness of the system had to be raised. At the Older Persons Local Implementation Team it had come to light that a large number of older people would prefer not to manage their personal budget. One factor was the implementation of contributions being required from individuals for some aspects of care and many did not wish to pay for services which had previously been provided freely. Many had expressed surprise at the high cost of services which the Council are obliged to provide. A suggestion made by the Forum was that the Council break down the costs of care provision when sending out notification of Council tax so that tax payers are aware of the cost.
- 10.6 The Forum expressed concern that the personal budget system could be open to fraud. Although, Members were informed that accounts are reviewed on at least an annual basis. A person who received a personal budget reiterated that support is available and would expect the personal budgets to be reviewed and monitored.
- 10.7 Members explored whether direct payments could be used to pay for home care from non agency staff as this may be cheaper than using agency staff. Members were informed that this is acceptable although employment legislation should be adhered to. The cost of certain types of care may be of concern to people, one example used was the cost of overnight stays and it was highlighted to the Forum that other facilities are available such as telecare and bed sensors and with the system being flexible it can be tailored to the needs of the individual if changes were necessary.
11. **GOOD / DIFFERENT PRACTICE FROM A COMPARABLE LOCAL AUTHORITY IN RELATION TO THE IMPLEMENTATION OF THE 'PUTTING PEOPLE FIRST' AGENDA**
  - 11.1 Members of the Forum decided that the best option in order to gather evidence from other local authorities to illustrate good / alternative practice in relation to the delivery of the Putting People First agenda was to invite

- representatives from two other local authorities to attend a meeting of the Forum.
- 11.2 Members were keen to focus on, not only good practice local authorities but also those that had delivered the Putting People First agenda in an alternative way.
- 11.3 It was acknowledged that Hartlepool was leading the way on the Putting People First agenda and officers had attended other local authorities to share best practice. Members agreed to invite representatives from Oldham Council and Manchester City Council to share their working practices and their experiences of the delivery of the Putting People First agenda. Oldham Council was chosen because it was a similar size unitary authority to Hartlepool and had rolled out their programme in a similar way and Manchester was chosen because it was a much larger authority who took a different initial approach because they did not join up with In Control.
- 11.4 The representative from Oldham Council highlighted that few complaints were coming through from residents with personal budgets who had organised their own care and support arrangements. It was highlighted to Members that the personal budget provision allowed individuals to make their own decisions; not care professionals making decision for them. The Forum felt that this was an important point that individuals were entitled to make the wrong choices in their care as well as the correct choices but should this happen; support should be given to ensure that better choices are made.
- 11.5 Manchester City Council submitted written evidence in relation to their transformation programme. The evidence received from Manchester Council was their Adult Social Care Blueprint. In order to undertake this transition in a planned, managed and positive manner, Manchester's Redesign Project was commissioned to deliver this Blueprint, which sets out how Adult Social Care needs to change over the next five years. Within the Blueprint, the starting point for service changes looks at how customers will access services through such means as information, advice, assessment and then the delivery of care services, portraying an open service, which is easy to navigate and use, a service accessible by web (as an example of the most modern channel of communication), phone, as well as face to face. This will happen in a variety of locations, such as the customer's own home and external independent locations, including, for example, libraries, GP surgeries, one stop shops.
- 11.6 This revised approach to accessing services will enable Adult Social Care to engage with its customers earlier, with the objectives of reducing high levels of need, reaching more of the people who need the services most, and reducing the costs incurred in providing access to services. A successful customer-facing service will deliver a high level of customer satisfaction, increased knowledge of what is available and where, as well as streamlined delivery methods for all services.

- 11.7 The Blueprint looks at the area of finance, ensuring that Adult Social Care provides the right funding to eligible people, always ensuring that the right outcomes are achieved. Individual budgets will shape the development of a more customer-focused care market in Manchester, and provide significant opportunities for local small business growth and employment opportunities in the joint delivery of direct, customer related services.
- 11.8 The Blueprint proposes a move towards joined-up commissioning, and the development of a model, delivering standards and processes to secure scale benefits and commissioning for services in a way that is more attractive to the market. The products offered will be provided in conjunction with partners in the public, private and voluntary sectors, and with individuals and communities.
- 11.9 Adult Social Care will also devolve from a centrally structured organisation, where 'Town Hall' is seen as the centre and will seek to understand local needs and respond to them in a flexible but structured and efficient manner, and where possible through more local service provision.
- 11.10 The Blueprint and its supporting documents outline the way in which the transition can be successfully achieved.

## **12. SUGGESTIONS FOR IMPROVEMENTS TO THE IMPLEMENTATION OF THE 'PUTTING PEOPLE FIRST' AGENDA IN HARTLEPOOL.**

- 12.1 The Forum suggested that there be improved publicity in relation to the Putting People First agenda to raise awareness of what it is, what services are available and how to access it.

### **Feedback from Viewpoint**

- 12.2 As Members of the Forum were very keen to engage with the community, one of the ways to do so was by online consultation via the Council's 'Your Town, Your Say' Webpage. An online viewpoint questionnaire was launched in January 2010 asking people to give their views on personal budgets and direct payments. However, unfortunately, no responses to the questionnaire were received.

## **13. CONCLUSIONS**

- 13.1 The Adult and Community Services Scrutiny Forum concluded:-
- (a) That personal budgets have made a real improvement to the quality of life for people who are now in control of their own affairs and can make their own care choices;
  - (b) That the Council's departmental staff be highly commended for their hard work and commitment over the last three years and for leading

the cultural change which has contributed so much to the success of this initiative in Hartlepool;

- (c) That the Hartlepool approach in conjunction with In Control is a success story;
- (d) That the excellent work already carried out to implement personal budgets and direct payments be continued to deliver the overall Putting People First agenda;
- (e) That monitoring of personal budgets is essential to ensure that the individual is receiving the services they require and that the payment is being used to suit the individuals needs;
- (f) That people with access to a personal budget can pick and choose the services they require and change their minds as they wished, there are no restrictions; and
- (g) That the Forum welcome an evaluation into the impact of personal budgets and the development of IT system that will easily capture that information;
- (h) That there is a lack of understanding about personal budgets and direct payments among the general public and awareness needs to be regularly raised and reinforced by the extensive use of the media, such as radio Hartlepool, and also by presentations to disabled and elderly groups;
- (i) That, in general, people are not aware of the high cost of care packages. A suggestion was to break down the costs of care provision and circulate when sending out notification of Council tax;
- (j) That the number of people using day care services has dropped since the implementation of personal budgets;

## **14. RECOMMENDATIONS**

14.1 The Adult and Community Services Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are outlined below:

- (a) That the Council continue to raise awareness of the Putting People First agenda;
- (b) That the Council publicise the services which are available through self directed support along with the associated costs and how to access these services;



- (c) That the Council work in partnership with the relevant organisations, partners and members of the public to deliver all the elements of the Putting People First agenda specifically through universal services and early intervention and prevention;
- (d) That the Council monitor and evaluate the effect and impact that self directed support has on:-
  - (i) existing providers and their ability to respond to the changing needs of users; and
  - (ii) the individuals with a personal budget
- (e) That the Council explore ways to stimulate and encourage the availability of appropriate services from both smaller and larger providers that reflect the evolving needs and requirements of service users.

## **15. ACKNOWLEDGEMENTS**

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

### Hartlepool Borough Council:

Councillor Ged Hall – Portfolio Holder for Adult and Public Health Services.

Nicola Bailey – Director of Child and Adult Services

Jill Harrison – Assistant Director (Commissioning)

John Lovatt – Acting Assistant Director (Operations)

Jeanette Willis – Principal Finance Manager / Transformational Lead

Sarah Ward – Social Care Transformation Manager

Resident Representatives

### External Representatives:

Julie Stansfield – Managing Director of In Control

Ken Stapleton – Project Co-ordinator, Oldham Council

Liz Bruce – Strategic Director Adults, Manchester City Council

Members of the Public

**COUNCILLOR CHRIS SIMMONS  
CHAIR OF THE ADULT AND COMMUNITY SERVICES SCRUTINY FORUM**

**Contact Officer:-** Laura Starrs – Scrutiny Support Officer  
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**BACKGROUND PAPERS**

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

- (a) Report of the Scrutiny Manager entitled 'Scrutiny Investigation into Putting People First – the Delivery of Personalised Adult Social Care Services Scoping Report' presented to the Adult and Community Services Scrutiny Forum of 26 August 2009.
- (b) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Setting the Scene – Covering Report' presented to the Adult and Community Services Scrutiny Forum of 14 October 2009.
- (c) Presentation of the Assistant Director of Adults Commissioning / Social Care Transformation Manager / Principal Finance Officer – Transformational Lead entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services delivered to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 14 October 2009.
- (d) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Options for Gathering Alternative Practice Evidence from Other Local Authorities in Relation to the Implementation of the Putting people First Agenda presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 14 October 2009.

- (e) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Discussion with People who have Experience of Directing their own Support – Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2009.
- (f) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Putting People First – the Delivery of Personalised Adult Social Care Services – Evidence from the Managing Director of In Control – Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (g) Presentation of the Managing Director of In Control entitled 'Total Transformation: Hartlepool's Story' delivered to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (h) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Evidence From Manchester City Council and Oldham Council – Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (i) Presentation of Oldham Council delivered to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (j) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Evidence from the Authority's Portfolio Holder - Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 13 January 2010.
- (k) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Discussion with People who have experience of Directing their own Support - Covering Report' presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 8 February 2010.
- (l) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Evidence from Manchester City Council – Covering Report presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 8 February 2010.
- (m) Report of the Scrutiny Support Officer entitled 'Putting People First – the Delivery of Personalised Adult Social Care Services – Suggestions for Improvement to the Implementation of the Putting People First Agenda – Covering Report presented to the Adult and Community Services Scrutiny Forum Services Scrutiny Forum of 8 February 2010.

- (n) In Control Publication - What is Self Directed Support – An Easy Read Booklet.
- (o) Self Directed Support in Hartlepool 2006 - 2009
- (p) Health White Paper, 'Our Health, Our Care, Our Say: a New Direction for Community Services' – 2006
- (q) Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care'
- (r) Selection of extracts from the 2008/09 Self Assessment Survey, completed by the Adult and Community Services Department - May 2009
- (s) Examples of Support Plans
- (t) Adult Social Care Redesign Project – Manchester City Council – October 2007
- (u) Minutes of the Adult and Community Services Scrutiny Forum of 26 August 2009, 14 October 2009, 13 January 2010 and 8 February 2010.

## **SCRUTINY CO-ORDINATING COMMITTEE**

**23 April 2010**



**Report of:** Chair of the Health Scrutiny Forum

**Subject:** FINAL REPORTS – SUSPENSION OF GREATHAM CLINIC & ALCOHOL ABUSE – PREVENTION AND TREATMENT

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

- 1.1 To inform Members of the Scrutiny Co-ordinating Committee that presented at today's meeting will be the Health Scrutiny's Final Reports into the 'Suspension of Greatham Clinic' and 'Alcohol Abuse – Prevention and Treatment'.

### **2. BACKGROUND INFORMATION**

- 2.1 At the time of writing this report, Members of the Health Scrutiny Forum, at their meeting on 13 April 2010 are to consider the Final Reports into the 'Suspension of Greatham Clinic' and 'Alcohol Abuse – Prevention and Treatment' for presentation to the Committee at today's meeting.
- 2.2 However, in accordance with the Authority's Access to Information Rules, it has not been possible to include the Health Scrutiny Forum's Final Reports within the statutory requirements for the despatch of the agenda and papers for this meeting, as the meeting of the Health Scrutiny Forum is scheduled for the afternoon of 13 April 2010. Although, arrangements have been made for the Health Scrutiny Forum's Final Reports into 'Suspension of Greatham Clinic' and 'Alcohol Abuse – Prevention and Treatment' to be circulated under separate cover and in advance of this meeting.

### **3. RECOMMENDATION**

- 3.1 Members are requested to note the content of this report and agree the Final Reports into 'Suspension of Greatham Clinic' and 'Alcohol Abuse – Prevention and Treatment'; to be circulated under separate cover in advance of this meeting.

**Contact Officer:-** James Walsh – Scrutiny Support Officer  
Chief Executive's Department – Corporate Strategy  
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### **BACKGROUND PAPERS**

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

## **SCRUTINY CO-ORDINATING COMMITTEE**

**23 April 2010**



**Report of: Health Scrutiny Forum**

**Subject: FINAL REPORT – ALCOHOL ABUSE –  
PREVENTION AND TREATMENT**

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

- 1.1 To present the findings of the Health Services Scrutiny Forum following its investigation into 'Alcohol Abuse – Prevention and Treatment'.

### **2. SETTING THE SCENE**

- 2.1 At the meeting of the Health Scrutiny Forum on 16 July 2009, Members determined their work programme for the 2009/10 Municipal Year. The topic of 'Alcohol Abuse – Prevention and Treatment' was selected as the major scrutiny topic for consideration during the current Municipal Year.
- 2.2 Although most people in the UK who drink do not become alcoholic, at least 15%<sup>1</sup> of those who do are at risk of developing a serious problem which impacts relationships, health, work and the quality of life. Research has also shown that, for men over 40 and women after the menopause, having one or two small drinks a day can help prevent coronary heart disease<sup>2</sup>. However, it is estimated that nearly one in three adults in the UK are risking their health by drinking more than the recommended daily amount of alcohol<sup>3</sup>.
- 2.3 In the short term, we are all familiar with the side effects of alcohol (loss of inhibitions, physical co-ordination) and that in large amounts it can lead to unconsciousness, coma and even death. In the longer term, however, its misuse/ abuse can cause physical damage, increase the risk of getting some diseases and make other diseases worse.

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<sup>1</sup> NHS, 2009

<sup>2</sup> British Heart Foundation

<sup>3</sup> Drinkaware, 2009

2.4 Excessive drinking over time is associated with<sup>4</sup>:-

- (i) hepatitis and cirrhosis of the liver;
- (ii) gastritis (inflammation of the stomach lining) or pancreatitis (inflammation of the pancreas);
- (iii) high blood pressure (which can lead to stroke);
- (iv) certain types of cancer, including mouth and throat;
- (v) damage to the brain;
- (vi) heart failure;
- (vii) neurological problems such as epilepsy; and
- (viii) certain types of vitamin deficiency

2.5 Excessive drinking has also been linked to<sup>4</sup>:-

- (i) obesity;
- (ii) sexual problems;
- (iii) infertility;
- (iv) muscle disease; and
- (v) skin problems.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

3.1 The overall aim of the Scrutiny investigation was to investigate the provision and effectiveness of alcohol abuse prevention and treatment services in Hartlepool.

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

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

- (a) To gain an understanding of national recommendations relating to the provision / delivery of alcohol abuse prevention and treatment services;
- (b) To gain an understanding of the alcohol abuse prevention and treatment services available in Hartlepool and how they are being delivered;
- (c) To seek the views of people who use services, and other interested groups / individuals, on the provision and delivery of alcohol prevention and treatment services in Hartlepool';
- (d) To seek and compare good practice from another comparable local authority in relation to the provision and delivery of alcohol abuse prevention and treatment services; and

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<sup>4</sup> Know Your Limits, 2009



- (e) To identify suggestions for improvements to the way in which alcohol abuse prevention and treatment services are delivered in Hartlepool.

## **5. MEMBERSHIP OF THE REGENERATION AND PLANNING SERVICES SCRUTINY FORUM**

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

Councillors Barker, Brash, S Cook, A Lilley, G Lilley, Plant, Sutheran, Worthy and Young

Resident Representatives: Mary Green, Jean Kennedy and Linda Shields.

## **6. METHODS OF INVESTIGATION**

6.1 Members of the Health Scrutiny Forum met formally from 1 September 2009 to 13 April 2010 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Detailed Officer presentations supplemented by verbal evidence;
- (b) Evidence from the Cabinet Members and Portfolio Holders for Public Health Services and Children's Services;
- (c) Evidence from the Acting Director of Health Improvement, NHS Hartlepool;
- (d) Evidence in relation to treatment services from Hartlepool MIND, The Albert Centre and Intrahealth;
- (e) Evidence from the District Commander, Hartlepool Police; and
- (f) The views of people accessing the alcohol treatment services.

## **FINDINGS**

### **7. BASELINE STATISTICAL EVIDENCE IN TERMS OF ALCOHOL ABUSE**

7.1 In order to determine a definition of alcohol abuse and to examine the statistical evidence for the scale of the problem in Hartlepool, information gathered by Members is detailed overleaf:-

## The definition of Alcohol Abuse

7.2 At their meeting of 10 November 2009, the Members of the Health Scrutiny Forum gathered evidence in relation to the definition of the levels of alcohol consumption that were medically harmful to the body and could be classed as alcohol abuse or misuse. Members were informed that the Department of Health recommended the following levels of alcohol consumption<sup>5</sup>:-

- (i) Men should not regularly drink more than 3-4 units of alcohol per day; and
- (ii) Women should not drink more than 2-3 units of alcohol per day.

Members were somewhat concerned that the use of the phrase 'unit' caused confusion amongst drinkers, although the Forum recognised that differing strengths of drinks made it impossible to simplify the expression to 2½ -3 pints (per day for men), when this only applied to beer / lager / cider that was 3-4% alcoholic volume.

7.3 The Forum also heard evidence at their meeting of 10 November 2009, from the Planning and Commissioning Manager, that drinkers could be classified in a number of different sectors:-

- (i) Sensible;  
Low risk drinkers who drink at or below the recommended safe limits.
- (ii) Hazardous;  
Risky drinkers who drink above the recommended safe limits, but are not yet demonstrating that they are causing harm to themselves or others.
- (iii) Harmful;  
Drinkers who are consuming 50 units or more for Men and 35 or more units for Women per week and are likely to be causing significant harm to themselves or others.
- (iv) Dependent;  
Drinking well above sensible levels and at a stage in which not only is the drinking harmful to themselves and others, but where they are becoming mild, moderate or severely dependent on alcohol.

7.4 During the Health Scrutiny Forum meeting of 1 December 2009, Members were provided with an encapsulated view by the Director of Balance North East of the impact of alcohol abuse on society as detailed below:-

- (i) More people die from alcohol related causes, than breast cancer, cervical cancer and MRSA combined;

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<sup>5</sup> DoH, 2009

- (ii) The North East has the highest alcohol-related admissions in the UK;
- (iii) There are 50 times more deaths from drinking every year than there are deaths from illegal drugs;
- (iv) Almost half of all violent crime and domestic abuse is drink related; and
- (v) Alcohol related deaths are 45% higher in deprived areas.

### Level of Alcohol Consumption in Hartlepool

- 7.5 Having defined what constituted alcohol abuse and misuse (see paragraphs 7.2-7.3), Members of the Health Scrutiny Forum focussed on the levels of alcohol consumption in Hartlepool. The Planning and Commissioning Manager provided Members on 10 November 2009 with a breakdown of the drinking behaviour of the people in Hartlepool as detailed in Table1 below:-

**Table1: Classification of Drinking Behaviour in Hartlepool (December 2008)**

Drinking Behaviour	Number of People	Percentage
Non-drinkers	8,556	12.0%
Low Risk Drinkers	43,065	60.4%
Hazardous Drinkers	15,330	21.5%
Hamful Drinkers	4,349	6.1%

Source: North West Public Health Observatory

The evidence in Table1 highlighted to Members that nearly 30% of the drinking population in Hartlepool were consuming alcohol at a level above the recommended limits.

- 7.6 In addition to the evidence in relation to the drinking behaviour of the people of Hartlepool, Members also received evidence in relation to the level of dependency that drinkers were at in Hartlepool as highlighted in Table2 below:-

**Table2: Level of Dependency of Alcohol Dependent Drinkers in Hartlepool (2007)**

Dependency Level	Number of People	Percentage
Mildly	4,777	6.7%
Moderately	285	0.4%
Severely	71	0.1%

Source: Adult Psychiatric Morbidity Survey

- 7.7 Members of the Health Scrutiny Forum also looked at evidence gathered from the North East Big Drink Debate, carried out by Balance; who were the North East Alcohol Office and the only one of its kind in the country. The North East Big Drink Debate was launched on 16 June 2009 and aimed to carry out:-

“A comprehensive study of the region’s attitudes towards, and relationships with, alcohol...[by encouraging]..members of the public to fill in a questionnaire.”<sup>6</sup>

The results from questionnaires completed by 335 people who lived in Hartlepool are detailed in Table3 below:-

**Table3: North East Big Drink Debate Comparison between Hartlepool and North East<sup>7</sup>**

<b>Findings</b>	<b>Hartlepool</b>	<b>North East</b>
Drink Alcohol	87%	87%
Drink 2-3 Times a Week	35%	36%
Admit Binge <sup>8</sup> Drinking	33%	30%
Drink at Home	45%	50%
Drink in Pubs	34%	33%
Buy Alcohol from Supermarkets	56%	53%

- 7.8 The Forum recognised that alcohol abuse was difficult to quantify and that the evidence in Tables 1, 2 and 3 (paragraphs 7.5-7.7); relating to the drinking behaviour of people in Hartlepool; could only be considered an estimate of the problem, although Members acknowledged that evidence was sufficient to point towards Hartlepool having a problem with alcohol consumption.
- 7.9 The Planning and Commissioning Manager highlighted to Members, at the meeting of the Health Scrutiny Forum of 10 November 2009, the comparison of Hartlepool to national indicators in terms of the health effects of alcohol on the population of Hartlepool as detailed below:-
- (i) Hartlepool has one of the worst rates of alcohol attributed deaths amongst females in the country (Ranked 352 out of 354);
  - (ii) Hartlepool has one of the biggest rates of alcohol attributable hospital admissions amongst females in the country (Ranked 335 out of 354);
  - (ii) Hartlepool has one of the worst rates of female deaths as a result of chronic liver disease in the country (Ranked 343 out of 354);
  - (iv) Hartlepool has one of the biggest rates of alcohol attributable hospital admissions amongst males in the country (Ranked 324 out of 354);

<sup>6</sup> Hartlepool Mail, 2009

<sup>7</sup> Balance, 2009

<sup>8</sup> Binge drinking is defined as 8 units or more for men and 6 units or more for women in one session.

- (v) Hartlepool has one of the highest rates of alcohol attributable hospital admissions amongst under 18s in the country (Ranked 310 out of 354); and
- (vi) Hartlepool has one of the highest rates of binge drinking in the country (ranked 341 out of 354)

## **8. NATIONAL RECOMMENDATIONS RELATING TO ALCOHOL ABUSE PREVENTION AND TREATMENT SERVICES**

8.1 The Health Scrutiny Forum met on 10 November 2009, where they received a detailed setting the scene presentation by the Planning and Commissioning Manager who highlighted to Members the two main national strategies to help combat the dangers of alcohol abuse:-

- (i) Alcohol Harm Reduction Strategy for England (2004)<sup>9</sup>; and  
The target of this strategy was to improve education and communication, better treatment, better enforcement of crime and disorder powers and encouraging the drinks industry to promote responsible drinking.
- (ii) Safe, Sensible Social: The Next Steps in the National Alcohol Strategy (2007)<sup>10</sup>.  
The focus of this strategy surrounded a reduction in alcohol related violent crime and a reduction in chronic and acute ill health caused by alcohol abuse.

8.2 Members were informed that the national recommendations in tackling the harm of alcohol had led to the development of a number of local and regional strategies to tackle the issue. In formulating a partnership approach to tackle the issues surrounding alcohol abuse and misuse, Members were reminded of the development of the Hartlepool Alcohol Harm Reduction Strategy which aimed:-

- (i) To provide adequate service for treating alcohol misuse as experienced by individuals, their families and carers;
- (ii) To reduce underage drinking and challenge the prevailing culture of binge drinking;
- (iii) To develop effective multi agency interventions to tackle alcohol related crime, focusing on both enforcement and the underlying reasons for alcohol misuse; and
- (iv) To ensure Hartlepool is a safe place to live, work and learn.

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<sup>9</sup> Cabinet Office, March 2004

<sup>10</sup> DoH, June 2007

- 8.3 Despite the development of the Hartlepool Alcohol Harm Reduction Strategy, Members were disappointed to learn that under the new Comprehensive Area Assessment (CAA) Hartlepool had been given a red flag in relation to its partnership approach to “tackling the harm caused by alcohol.”<sup>11</sup>

## 9. HOW ALCOHOL PREVENTION SERVICES ARE DELIVERED IN HARTLEPOOL

- 9.1 The Members of the Health Scrutiny Forum gathered evidence from a number of different sources in relation to alcohol prevention service delivery in Hartlepool. Information considered by Members is detailed as follows:-

### Evidence from NHS Hartlepool

- 9.2 The Health Scrutiny Forum met on 1 December 2009 and received evidence from the Acting Director of Health Improvement into the role of NHS Hartlepool in the prevention of alcohol abuse and misuse. Members learnt that the role of the NHS Hartlepool was shaped by direction from the Regional Public Health Strategy and had become a key priority as part of NHS Hartlepool’s World Class Commissioning role.
- 9.3 Members recognised that the General Practitioner (GP) was one of the key facets in providing a role which aimed to prevent people from becoming alcohol abusers or recognised the signs that may lead a patient to become more dependent on alcohol. The Acting Director of Health Improvement informed the Health Scrutiny Forum that many of the GPs offered a Directed Enhanced Service which aimed to:-
- (i) Screen all newly registered patients using the AUDIT tool;
  - (ii) Provide brief interventions as required; and
  - (iii) Refer patients into treatment services where required.
- 9.4 Members were interested in finding out more about the AUDIT (Alcohol Use Disorders Identification Test) and Members were provided a copy of the AUDIT sheet for their confidential self evaluation, attached as **Appendix A** to this report. Members noted that depending on the AUDIT score, the GP was better placed to refer or provide advice patients in order to promote safe and sensible drinking.

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<sup>11</sup> Oneplace, 2009

9.5 In addition to the role of the GP, the Health Scrutiny Forum gathered evidence on the role of the Community Pharmacy in the alcohol abuse and misuse prevention. The Acting Director of Public Health highlighted to Members that:-

- (i) As part of the annual health promotion schemes, community pharmacies take part in health promotional campaigns in relation to alcohol consumption; and
- (ii) As part of the core pharmacy services, community pharmacies provide lifestyle advice and signposting to relevant alcohol prevention and treatment services.

### **Evidence from Children's Services Department**

9.6 When the Health Scrutiny Forum met on 1 December 2009, Members received evidence from the Parenting Commissioner about the focus of the Children's Services Department in tackling the problems of young people and alcohol misuse. The evidence gathered by Members indicated that there had been a good history of preventative services in relation to young people and alcohol misuse through the local initiative Straightline to the development of Stay Safe; which aimed on Friday nights to identify young people at risk of abusing alcohol and took them to a place of safety.

9.7 The Parenting Commissioner informed Members that there were a number of priorities that the Authority had towards tackling the problems of young people and alcohol, which were outlined as follows:-

- (i) Integrating specialist services into local processes;
- (iii) Establishing greater individual and corporate responsibilities for the identification and support for young people with substance misuse issues;
- (iii) Developing intelligence led approaches to interventions; and
- (iv) Reviewing specialist services in relation to the current operational and financial context.

9.8 Members were informed that often a pattern developed in young people and those already exhibiting 'risky' behaviour (e.g. teenage pregnancy) went on to become abusers of alcohol, however, all of these prevention services came at a financial cost and the Children's Services Department was currently assessing if they could provide the same services more efficiently and effectively.

- 9.9 In concluding their evidence from the Council's Children's Services Department, the Forum recognised that young people were probably the main group that would affect any cultural shift needed in attitudes towards alcohol consumption. However, Members were left with the thoughts of the difficult choices that parents faced, to either approve alcohol consumption by young people in the home where they were 'safe', or let young people out onto the 'streets' where they may acquire alcohol in 'unsafe' situations.

### **Evidence from the Regeneration and Neighbourhoods Department**

- 9.10 Members of the Health Scrutiny Forum received evidence at their meeting of 1 December 2009 from the Assistant Director (Community Safety and Protection) into the role of the Council as part of the Safer Hartlepool Partnership in preventing the harm caused by alcohol. The majority of the work carried out to tackle alcohol abuse came in the form of early intervention services. Members had already gathered evidence in relation to the role of the Straightline service (see paragraph 9.6), but Members were also informed about the issuing of AS13 Forms for those young people exhibiting examples of anti-social behaviour. Members discovered that:-
- (i) 650 AS13s were issued in 2008;
  - (ii) 253 (39%) involved alcohol; and
  - (iii) 63 young people were stopped more than once for an alcohol related offence.
- 9.11 Members were pleased to hear that where adults were arrested for alcohol related offences, as like the young people picked up through operation Stay Safe (see paragraph 9.6), they were offered brief interventions to help tackle the harm that alcohol was causing to them and others. These brief interventions were voluntary, although the Forum noted that around 45% of all arrests in Hartlepool were alcohol related.
- 9.12 Along with the police powers that were applied to alcohol related offences, the Forum was interested to seek evidence of preventative measures that are applied to change attitudes towards alcohol. The Assistant Director (Community Safety and Protection) provided the Health Scrutiny Forum with details of some of the activities that were co-ordinated through the Safer Hartlepool Partnership including:-
- (i) ASBAD (Anti-Social Behaviour Awareness Day);  
Aimed at Year 8 pupils and involved role playing around the dangers of alcohol.
  - (ii) Test Purchasing; and  
This included both the use of underage children to try and purchase alcohol from licensed premises, but also through testing adults to see if they would buy alcohol on behalf of underage children.



- (iii) Publicity Campaigns.  
(see Picture1 below)



**Picture1: Example of a Safer Hartlepool Partnership Advertisement**

### **Evidence from Balance**

- 9.13 Members were very interested to hear evidence from the Director of Balance North East, who was present at the Health Scrutiny Forum meeting of 1 December 2009. Members had already gathered evidence from the North East Big Drink Debate (see paragraph 7.7) that had been organised by Balance when the Forum met on 10 November 2009. However, the Director of Balance provided Members with a brief overview of the creation of Balance as the North East alcohol office and its work in terms of preventative services.
- 9.14 The Director of Balance North East informed Members that their biggest tool in terms of preventative measures were founded in the Alcohol Awareness Week and its adoption of a call from the Chief Medical Officer for a minimum price per unit of alcohol. Balance had also been involved in the production of a number of campaigns that were designed to inform, educate and influence people as demonstrated in Picture2 overleaf:-



Picture2: Example of Balance's Advertisement

## 10. HOW ALCOHOL TREATMENT SERVICES ARE DELIVERED IN HARTLEPOOL

- 10.1 The Members of the Health Scrutiny Forum dedicated their meeting on 2 February 2010 to examine the delivery of alcohol treatment services in Hartlepool. Evidence gathered during this process is detailed as follows:-

### Evidence from Children's Services Department

- 10.2 The Parenting Commissioner provided Members of the Forum with evidence in relation to young people and substance misuse at the meeting of the Health Scrutiny Forum of 2 February 2010. Members learnt that the Children's Trust Board was now responsible for tackling substance misuse amongst young people and that for young people in Hartlepool alcohol was the substance which was misused the most, followed by cannabis.
- 10.3 Members discovered that the work of the Children's Trust Board was to ensure that the 'Young People's Specialist Substance Misuse Treatment Plan' was submitted to the National Treatment Agency (NTA). The role of the NTA was to increase the capacity and effectiveness of drug treatment in England, so it was very important that the Children's Trust Board had identified the key objectives in tackling substance misuse.
- 10.4 The key objectives identified by the Children's Trust Board mirrored the evidence Members gathered in relation to prevention services (see paragraph 9.7), but that the Children's Trust Board were looking towards creating a processes of governance between itself and the Safer Hartlepool Partnership to ensure that the needs of young people were focussed in any changes to the future delivery of treatment services.

## **Evidence from Safer Hartlepool Partnership**

- 10.5 The Health Scrutiny Forum met on 2 February 2010, where the Planning and Commissioning Manager provided Members with a background to the models of care available to people in Hartlepool. Key to the ability to direct people to the appropriate pathway for treatment of alcohol abuse was the AUDIT sheet which Members were already au fait with (see paragraph 9.4).
- 10.6 Members were given a detailed description to the alcohol treatment and support care pathway that existed for people in Hartlepool as attached as **Appendix B** to this report. With the focus very much of the GP being the essential cog in the system in identifying and correctly signposting people who were abusing or misusing alcohol. Members were pleased to hear that the model of delivery for alcohol treatment services in Hartlepool, allowed a person requiring treatment to work with a series of providers even if their AUDIT score seemed to restrict which service provider they could access
- 10.7 To further expand on the numbers of people becoming part of the Hartlepool Alcohol Treatment and Support Care Pathway, Members considered the following evidence, for Hartlepool residents from 2008/09, provided by the Planning and Commissioning Manager:-
- (i) There were 588 alcohol related admissions to hospital;
  - (ii) There were 214 people who were accessing community treatment for alcohol misuse;
  - (iii) There were 111 people who were discharged from community treatment for alcohol misuse;
  - (iv) There were 209 young people referred into Straightline; and
  - (v) There were 97 young people referred into HYPED (Hartlepool Young Persons Drugs), which is operated by DISC (Developing Initiatives Supporting Communities)

## **11. HOW THE DELIVERY AND PROVISION OF ALCOHOL PREVENTION AND TREATMENT IS VIEWED IN HARTLEPOOL**

- 11.1 Members of the Health Scrutiny Forum were interested in hearing the views of people at the forefront of the delivery of alcohol prevention and treatment services in Hartlepool. Evidence gathered by Members is detailed as follows:-

### **Evidence from Hartlepool MIND**

- 11.2 The Alcohol Project Co-ordinator from Hartlepool MIND was in attendance when the Health Scrutiny Forum met on 2 February 2010 to provide evidence on how Hartlepool MIND delivered alcohol treatment services and

to provide a case study of one person who Hartlepool MIND had helped. The Alcohol Project Co-ordinator informed Members that the role of Hartlepool MIND was very much steeped in a community wellbeing service which looked to reintegrate people back into the community by a recovery model approach to their mental health.

- 11.3 The Alcohol Project Co-ordinator voiced his positive views in relation to the model of care available for treatment services in Hartlepool and highlighted a case study, which demonstrated that through joint work with the Albert Centre, the case study in question had addressed a physical dependency on alcohol. In addition to addressing the physical dependency, the case study had received therapy to cope with depression and was currently in a position where the case study had left the service abstinent from alcohol and in work.

### **Evidence from the Albert Centre**

- 11.4 The Albert Centre's Chief Executive Officer attended the Health Scrutiny Forum meeting on 2 February 2010, to provide Members with an insight to the work of the Albert Centre in terms of alcohol treatment and its partnership approach to achieve its aims.
- 11.5 In addition to the Hartlepool Alcohol Treatment and Support Care Pathway, the Albert Centre accessed a facility called Cargom, which was a six bed dry house that could be utilised by referral from any of the partner agencies such as Intrahealth or the Hospital's A&E unit; the latter operated their own detox bed. The Chief Executive Officer informed Members that although Cargom had been extremely useful at helping people with long-term problems with alcohol, it was under threat due to funding restrictions.
- 11.6 The Chief Executive Officer from the Albert Centre informed Members what was particularly beneficial and unique in Hartlepool was a Specified Activities Programme which operated between the Albert Centre and Hartlepool MIND. The role of the Specified Activities Programme was based on a 'cycle of change' involving group work, education, alcohol and offending behaviour and one-to-one sessions. The significant impact of this programme had been a reduction in re-offending which was warmly welcomed by Members.

### **Evidence from Intrahealth**

- 11.7 The Medical Director at Intrahealth attended the meeting of the Forum on 2 February 2010 to provide evidence on the role of Intrahealth as the next stage for those people who were abusing alcohol to an extent that psychosocial interventions, specific medical interventions or medically assisted detoxification was needed. The Medical Director informed Members of the Health Scrutiny Forum that medical intervention was an extreme measure, with the likes of Disulfiram having the potential to cause reactions in the patient to alcohol based products like mouth wash and deodorant.
- 11.8 The Medical Director from Intrahealth advised Members that it was felt that developments in the past two years had been immense and the treatment

service provision in Hartlepool was very good. However there were a number of areas that needed to be considered for the long-term continuation of the service and these were detailed to Members as follows:-

- (i) Funding;  
Although the service model had been in existence for two years and was showing positive outcomes for abusers of alcohol in Hartlepool, there was no security of investment.
- (ii) Supply and Demand; and  
In addition to the issues surrounding funding, there was an issue of increasing demand for services that could not be met at the current level of provision and that providers were in a position where they dare not advertise the service for fear of being swamped.
- (iii) Role of GPs,  
Although it is recognised that GPs are one of the most important facets to the delivery of the alcohol prevention and treatment model in Hartlepool, GPs in Hartlepool do not seem particularly interested in their role in the system and that there should be more GP involvement when a patient enters and exits the alcohol treatment pathway.

## **12. EXAMPLES OF GOOD PRACTICE IN RELATION TO THE PROVISION AND DELIVERY OF ALCOHOL PREVENTION AND TREATMENT SERVICES**

- 12.1 Members of the Health Scrutiny Forum were keen to examine any evidence of good practice in relation to the delivery of models of alcohol prevention and treatment. Evidence gathered is detailed below:-

### **Evidence from Joseph Rowntree Foundation**

- 12.2 The Forum had been signposted to an investigation carried out by the Joseph Rowntree Foundation into young people and their relationship with alcohol and how to prevent excessive use. Evidence gathered by the Joseph Rowntree Foundation pointed to a confused pattern of key influences on young people's relationship with alcohol, although family cohesion and sibling behaviour were important factors when considering young people's relationship with alcohol. The overall conclusion by the Joseph Rowntree Foundation was that what would be most appropriate to tackling the problem of young people and alcohol would be, an "integrated, planned and implemented community prevention system".<sup>12</sup>

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<sup>12</sup> Joseph Rowntree Foundation, 2009

**Evidence from the Cardiff Model**

12.3 When the Health Scrutiny Forum met on 9 March 2010, Members received detailed evidence from the District Commander from Hartlepool Police in relation to the adoption of the Cardiff Model by Hartlepool. The District Commander explained that the Cardiff Model was a partnership approach from the Crime and Disorder Reduction Partnership (CDRP) with the Accident and Emergency (A&E) department sharing information about locations of violence, weapon use, assailants and day / time of violence. The evidence gathered through this partnership approach could then aid the targeting of police resources, reduce the number of licensed premises and reduce A&E violent related attendances. This approach had reduced violence in Cardiff by 40% since 2002.

12.4 The District Commander explained that the Cardiff Model was introduced into Hartlepool on 1 May 2009 and informed Members that between 1 October and 31 December 2009, there had been 247 Assault Presentations at the A&E Department of the University Hospital of Hartlepool. In relation to these Assault Presentations:-

- (i) 48% were alcohol related; and
- (ii) 25% were linked to licensed premises.

Members also noted that the Cardiff Model confirmed that over a 12 month period that 60% of Assault Presentations occurred between Friday-Sunday and of these:-

- (iii) 46% of these are alcohol related; and
- (iv) 8% involved the patient being transferred to A&E by the Police.

The District Commander highlighted that statistic 12.3(iv) meant that often two police officers were taken off the street in order to transfer a patient to A&E.

12.5 To supplement the evidence gathered through the introduction of the Cardiff Model, the District Commander highlighted that from 1 October-31 December 2009 213 offences were committed in Hartlepool by someone either in a licensed premise or under the influence of alcohol. Members were informed that these 213 offences constituted a 4% increase on the same period during 2008 and 81% of these offences were classed as violence against the person.

## Evidence from Licensing

- 12.6 Members were keen to see how Hartlepool compared to other local authorities in relation to the provision of licensed premises. The Principal Licensing Officer attended the Health Scrutiny Forum meeting on 9 March 2010 and highlighted to Members that Hartlepool had 18 licensed premises with 4am (or later) terminal hour, which compared to 7 for Darlington and 17 for Middlesbrough. In addition to the provision of late licences Members received details in relation to the number of alcohol licensed premises per population as detailed in Table4 below:-

**Table4: Number of Alcohol Licensed Premises Compared to Population (November 2009)**

Authority	Population (,000s)	On-sales <sup>13</sup>	Average population per premise	Off-sales <sup>14</sup>	Average population per premise
Durham City	88	206	427	79	1113
Hartlepool	91	199	457	82	1109
Darlington	100	205	487	107	935
Redcar & Cleveland	140	195	718	105	1333
Middlesbrough	139	187	743	130	1069
Stockton	191	235	812	139	1374
Easington	94	106	886	111	846

In relation to its immediate neighbouring Local Authorities, Members noted that only Durham had a higher number of on-sale licensed premises per head of population.

## 13. SUGGESTIONS FOR IMPROVEMENT TO THE DELIVERY OF ALCOHOL PREVENTION AND TREATMENT SERVICES IN HARTLEPOOL

- 13.1 The Members of the Health Scrutiny Forum recognised that through their evidence gathering process a number of recommendations had arisen for suggestions into how the delivery of alcohol prevention and treatment services in Hartlepool might be improved. However, Members gathered evidence from a number of sources detailed as follows that specifically focussed minds on what could be done in relation to trying to improve prevention or treatment services:-

### Evidence from Portfolio Holders

- 13.2 When the Health Scrutiny Forum met on 10 November 2009, Members welcomed both the Portfolio Holder for Children's Services and the Portfolio Holder for Adult and Public Health Services, to provide evidence on their thoughts in terms of tackling the problem of alcohol abuse in Hartlepool.

<sup>13</sup> Premises where alcohol can be bought and consumed on the licensed premises

<sup>14</sup> Premises where alcohol can be bought, but must be consumed off the licensed premises

- 13.3 The Portfolio Holder for Children's Services highlighted the important job of communicating the health benefits that reductions in alcohol consumption can cause. The Portfolio Holder also relayed to Members concerns over the impact of the extension to the licensing hours and in particular when this was combined with 24hour opening times and the provision of cheap alcohol in supermarkets.
- 13.4 The Portfolio Holder for Adult and Public Health Services shared with Members of the Health Scrutiny Forum the benefits of a partnership approach to addressing alcohol health related issues, ensuring that the development of any strategy took into consideration licensing laws, public order, minimum pricing issues and increasing the level of awareness.

### **Evidence from Balance**

- 13.5 The Director of Balance focussed the thoughts of the Forum on the minimum price per unit campaign when he provided a presentation to Members on 1 December 2009. The Director of Balance suggested some compelling extrapolated evidence for what an introduction of 50p per unit of alcohol; as supported by the Chief Medical Officer; might mean nationally:-
- (i) 6.9% fall in the amount of consumption per drinker, with heavy and younger drinkers seeing larger falls in consumption;
  - (ii) 97,900 fewer hospital admissions;
  - (iii) 10,300 fewer violent crimes;
  - (iv) £1.37bn saving for the NHS over a 10 year period; and
  - (v) £413m saving in relation to crime over a 10 year period.

### **Evidence from Licensing**

- 13.6 At the Forum meeting of 9 March 2009, the Principal Licensing Officer highlighted to Members the important role of the multi-agency organisation called the Night-time Economy Group (NEG). The NEG was made up of representatives from the Police, Fire Brigade, A&E Department as well as the Council. The NEG had been very successful in making a number of recommendations to create a safer night time environment including:-
- (i) Removal of planters in Church Street, where a vast majority of the licensed premises were based and alcohol related problems occurred in Hartlepool;
  - (ii) Cutting back trees to improve CCTV coverage of problem areas; and
  - (iii) Improved street lighting and provision of taxi ranks.



13.7 The Principal Licensing Officer highlighted to the Forum that one of the major problems in Hartlepool was the number of late licenses that had resulted out of the Licensing Act 2003. The theory of the Licensing Act 2003 was to create an environment where drinkers were not leaving licensed premises at the same time and that there would be a staggered approach that would reduce alcohol fuelled problems. Members were informed that the reality was that all the Licensing Act 2003 seemed to have caused in Hartlepool was a delay of the problem, which was support by the District Commander from Hartlepool Police who informed Members that police officers were often extremely busy dealing with alcohol related offences much later into the evening / early morning.

13.8 To support the views provided in paragraph 13.4, the Principal Licensing Officer drew Members attention to an independent study into Hartlepool's Night Time Economy (NTE) undertaken by an organisation called Evidence Led Solutions. The conclusion of Evidence Led Solutions to their study which looked at the changes to Hartlepool's NTE since 2005 was that:-

"The later opening of licensed premises and the moving back of the NTE...have been most significant...There is general agreement from stakeholders and licensees that this has had a negative impact on the town and on local services...Licensees are staying open later but are generally reporting that they...are having to employ door staff and bar staff longer and are finding that customers tend to spend less" (Brown et al, p.62)

13.9 The Principal Licensing Officer provided Members of the Health Scrutiny Forum with the control powers that the Authority had to deal with alcohol related problems, but often it was very hard to revoke licenses when either people were arriving in the Town Centre already intoxicated with alcohol consumed at home, or were visiting a number of licensed premises and the resulting alcohol related incident could not be targeted at one single establishment. However Members gathered evidence that the following measures could be applied:-

- (i) Saturation Policy;  
Where an area of the Town was already saturated with licensed premises, the burden can be placed on any new applicant to prove that by introducing their licensed premise that it won't make matters worse.
- (ii) Alcohol Disorder Zone (ADZ);  
This allows a Local Authority to levy an additional charge all to licensed premises within a designated ADZ where alcohol related incidents occur. However, the Government had advised the Authority against using this power and that nationally there were no ADZs in place.
- (iii) Purple Flag; and  
Similar to the blue flag scheme for beaches, the purple flag was seen as demonstrating that the Town Centre offered a positive experience to users of the NTE.

## (iv) Reduced Late Night Opening.

Although there were no powers for the Authority to impose earlier closing times on licensed premises, it was noted that a voluntary code could be adopted by licensees.

- 13.10 In relation to the measures identified under paragraph 13.6, Members were advised that there was a Saturation Policy applied to Victoria Road, but that the local plan said that Church Street should be available for late night developments. Also in relation to a earlier closing times, Members were drawn back to the study by Evidence Led Solutions which said that:-

“A view from a majority of stakeholders and from some licensees that licensed premises should move their closing times back to 3.00am – 3.30am. However, a voluntary agreement to do this has already been tried once and failed, and if all premises don’t agree to it, then none will.” (Brown et al, p.62)

## 14. CONCLUSIONS

### 14.1 The Health Scrutiny Forum concluded:-

- (a) That there was a major cultural change needed within the Town in relation to its attitude towards alcohol;
- (b) That the continuation of funding for treatment services was essential to provide much needed intervention for those people who found themselves involved in risky behaviour in relation to alcohol consumption;
- (c) That the changes to the licensing hours had made a major impact on the timing of alcohol related incidents in the Town, which has had a knock-on effect in terms of the allocation of police resources;
- (d) That Hartlepool is not unique in having a problem in relation to alcohol problems, but that the red flag under CAA had pushed the issue of dealing with the problem of alcohol abuse to the top of many partner’s agendas;
- (e) That irresponsible drink promotions and the relative cheap cost of alcohol from certain sources exacerbated the problem of alcohol abuse;
- (f) That the introduction of a minimum price per unit of alcohol may have some impact on the impact of the number and degree to which people abuse alcohol, but there was contradictory evidence that suggested that increasing the price of a product doesn’t necessarily deter people from continuing to buy that product;
- (g) That a collective agreement was needed to be encouraged from licensees to trial the adoption of voluntary earlier closing times and

that it that if all licensees agreed to it there should be no real loss in finance;

- (h) That GPs in the Town needed to realise their important role in the alcohol treatment pathway and an emphasis placed on GPs playing an active part to any patient entering or exiting the alcohol treatment pathway;
- (i) That treatment services in Hartlepool were extremely good, however they suffered from:-
  - (i) A lack of sustainable long-term funding; and
  - (ii) The capacity to provide the same good quality service to more patients, due to financial restrictions that otherwise would allow them to expand service provision.
- (j) That as role models to younger people, adult drinkers needed to demonstrate the promotion of safe and sensible drinking; and
- (k) That any communication strategy or campaign addressing the issue of alcohol abuse, needs to learn from the successful work undertaken in reducing smoking, by focusing more heavily on the serious negative impact of such behaviour on others and to utilise qualitative data rather than quantitative evidence.

## 15. RECOMMENDATIONS

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

- (a) That Hartlepool Borough Council set up an 'Alcohol Task Force' linking all major stakeholder including Licensing, GPs, Cleveland Police, Cleveland Fire Authority, relevant voluntary groups and major off- and on- licensed retailers in the Town;
- (b) That in addition to recommendation (a) the Council appoint an elected member to chair this group and to oversee and promote its work throughout every community in the town;
- (c) That on the formation of an 'Alcohol Task Force' under recommendation (a), this group:-
  - (i) Works together to investigate what changes can be made as a collective to addressing the issue of alcohol abuse;
  - (ii) Looks to pool resources in the treatment and prevention of alcohol related problems;

- (iii) Undertakes specific work in conjunction with on-licensed premises and major off-licence retailers to look at the issue of the pricing and promotion of the very cheapest alcohol; and
  - (iv) Develops a communication strategy that not only keeps the Health Scrutiny Forum update on progress, but also references conclusion (k), around alcohol misuse conjoining with all local community groups so that it effectively targets all of parts of Hartlepool.
- (d) That Hartlepool Borough Council as the Licensing Authority completes a full review of its licensing policy with the aim of:-
  - (i) Reducing opening hours of on-licensed premises as and when they come forward;
  - (ii) Tasking Cleveland Police, Licensing and other stakeholders to gather detailed evidence to feed into the review, to enable licensees that are contributing to alcohol related violence to be held properly accountable; and
  - (iii) Ensuring that any new powers from central Government are used to their fullest extent so as to assist in reducing opening times.
- (e) That NHS Hartlepool reassesses its funding of alcohol treatment services to ensure that:-
  - (i) The funding of alcohol treatment and prevention services is ring-fenced and mirrors illegal drug treatment and prevention; and
  - (ii) The current delivery model is made sustainable and the ability to increase the capacity of providers, whilst maintaining the current high standard, is prioritised.
- (f) That NHS Hartlepool work with GPs in the Town to:-
  - (i) Address the problem of why people exhibiting risky behaviour in terms of alcohol don't utilise their GP as their first point of contact; and
  - (ii) Ensure that all GP practices are trained in terms of brief interventions.
- (g) That licensees are encouraged to participate in a trial period of early closing and that the impact on alcohol related incidents is recorded; and

- (h) In promoting safe, sensible drinking, that the Council be encouraged to evaluate any opportunities to work towards recognising the Town Centre as a Purple Flag zone.

## **ACKNOWLEDGEMENTS**

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

### Hartlepool Borough Council:

Councillor Ged Hall – Portfolio Holder for Adult and Public Health Services

Councillor Cath Hill – Portfolio Holder for Children's Services

Alison Mawson – Assistant Director (Community Safety and Protection)

John Robinson – Parenting Commissioner

Chris Hart – Planning and Commissioning Manager

Ian Harrison – Principal Licensing Officer

### External Representatives:

Prof. Peter Kelly – Executive Director of Public Health, NHS Tees

Tom Livesey – Alcohol Project Co-ordinator, Hartlepool MIND

Dr Paul McGorran – Medical Director, Intrahealth

Andy Summerbell – District Commander, Hartlepool Police

Colin Shevills – Director, Balance North East

Louise Wallace – Acting Director of Health Improvement, NHS Hartlepool

Kevin Wilson – Chief Executive Officer, The Albert Centre

**COUNCILLOR JONATHAN BRASH  
CHAIR OF THE HEALTH SCRUTINY FORUM**

**April 2010**

**Contact Officer:** James Walsh – Scrutiny Support Officer  
 Chief Executive's Department – Corporate Strategy  
 Hartlepool Borough Council  
 Tel:- 01429 523647  
 Email:- james.walsh@hartlepool.gov.uk

## BACKGROUND PAPERS

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

- (a) Report of the Scrutiny Manager entitled 'Scrutiny Investigation into 'Alcohol Abuse – Prevention and Treatment' – Scoping Report' presented at the meeting of the Health Scrutiny Forum of 1 September 2009.
- (b) NHS (2009) 'A Quarter of Adults in England are Hazardous Drinkers', The *NHS Information Centre*, 20<sup>th</sup> May, [online] Available from <http://www.ic.nhs.uk/news-and-events/press-office/press-releases/may-2009/a-quarter-of-adults-in-england-are-hazardous-drinkers> (Accessed 22 March 2010)
- (c) British Heart Foundation *Alcohol and Heart Disease*, Available from [http://www.bhf.org.uk/keeping\\_your\\_heart\\_Healthy/healthy\\_eating/alcohol\\_advice.aspx](http://www.bhf.org.uk/keeping_your_heart_Healthy/healthy_eating/alcohol_advice.aspx) (Accessed 22 March 2010)
- (d) Drinkaware (2009) *Up to One in Three Adults is at Risk of Alcohol-Related Liver Disease*, Available from <http://www.drinkaware.co.uk/facts/did-you-know/up-to-one-in-three-adults-are-drinking-enough-to-risk-developing-alcohol-related-liver-disease> (Accessed 22 March 2010)
- (e) Know Your Limits (2009) *Know...The Effects of Alcohol*, Available from <http://www.knowyourlimits.info/TheEffectsOfAlcohol.aspx> (Accessed 22 March 2010)
- (f) Department of Health (2009) *Alcohol Misuse*, Available from [http://www.dh.gov.uk/en/PublicHealth/Healthimprovement/Alcoholmisuse/DH\\_072581](http://www.dh.gov.uk/en/PublicHealth/Healthimprovement/Alcoholmisuse/DH_072581) (Accessed 23 March 2010)
- (g) Hartlepool Mail (2009) 'Have your say in the Big Drink Debate', *Hartlepool Mail*, 15<sup>th</sup> June, [online] Available from <http://www.hartlepoolmail.co.uk/health-matters/Have-your-say-in-the.5366408.jp> (Accessed 28 October 2009)
- (h) Balance (2009) *North East Big Drink Debate Results*, Available from [http://www.balancenortheast.co.uk/media\\_documents/REPORT%20FINAL1.pdf](http://www.balancenortheast.co.uk/media_documents/REPORT%20FINAL1.pdf) (Accessed 28 October 2009)
- (i) Cabinet Office (March 2004) *Alcohol Harm Reduction Strategy for England*, Available from

<http://www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/caboffice%20alcoholhar.pdf> (Accessed 23 March 2010)

- (j) Department of Health (June 2007) *Safe. Sensible. Social. The Next Steps in the National Alcohol Strategy*, Available from [http://www.dh.gov.uk/prod\\_consum\\_dh/groups/dh\\_digitalassets/@dh/@en/documents/digitalasset/dh\\_075219.pdf](http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/@dh/@en/documents/digitalasset/dh_075219.pdf) (Accessed 23 March 2010)
- (k) Oneplace (2009) *Green and Red Flags for Hartlepool*, Available from <http://oneplace.direct.gov.uk/infobyarea/region/area/pages/flags.aspx?region=52&area=356> (Accessed 23 March 2009)
- (l) Joseph Rowntree Foundation (2009) *Children, Young People and Alcohol: How they learn and how to prevent excessive use*, Available from <http://www.jrf.org.uk/sites/files/jrf/children-and-alcohol-use.pdf> (Accessed 13 January 2010)
- (m) Report of the Scrutiny Support Officer entitled 'Alcohol Abuse – Prevention and Treatment – Setting the Scene Presentation – Covering Report' presented at the meeting of the Health Scrutiny Forum of 10 November 2009.
- (n) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Alcohol Abuse – Prevention and Treatment – Evidence from the Authority's Portfolio Holder for Adult & Public Health Services and Portfolio Holder for Children's Services – Covering Report' presented at the meeting of the Health Scrutiny Forum of 10 November 2009.
- (o) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Alcohol Abuse – Prevention and Treatment – Alcohol Self Assessment Questionnaire' presented at the meeting of the Health Scrutiny Forum of 10 November 2009.
- (p) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Alcohol Abuse – Prevention and Treatment – Evidence from the North East Big Drink Debate – Covering Report' presented at the meeting of the Health Scrutiny Forum of 10 November 2009.
- (q) Presentation by the Planning and Commissioning Manager entitled 'Investigation into Alcohol Abuse, Prevention and Treatment – Setting the Scene' delivered at the meeting of the Health Scrutiny Forum of 10 November 2009.
- (r) Report of the Scrutiny Support Officer entitled 'Alcohol Abuse – Prevention and Treatment – Preventative Services – Covering Report' presented at the meeting of the Health Scrutiny Forum of 1 December 2009.
- (s) Presentation by the Director of Balance North East entitled 'Debating Alcohol's Impact on Hartlepool' delivered at the meeting of the Health Scrutiny Forum of 1 December 2009.

- (t) Presentation by the Acting Director of Health Improvement entitled 'Alcohol Prevention and Primary Care' delivered at the meeting of the Health Scrutiny Forum of 1 December 2009.
- (u) Presentation by the Assistant Director (Community Safety and Protection) entitled 'Preventing Harm Caused by Alcohol' delivered at the meeting of the Health Scrutiny Forum of 1 December 2009.
- (v) Presentation by the Parenting Commissioner entitled 'Young Persons Alcohol Misuse – Prevention' delivered at the meeting of the Health Scrutiny Forum of 1 December 2009.
- (w) Report of the Scrutiny Support Officer entitled 'Alcohol Abuse – Prevention and Treatment – Treatment Services – Covering Report' presented at the meeting of the Health Scrutiny Forum of 2 February 2010.
- (x) Presentation by the Parenting Commissioner entitled 'Young People's Substance Misuse' delivered at the meeting of the Health Scrutiny Forum of 2 February 2010.
- (y) Presentation by the Acting Director of Health Improvement entitled 'Strategic Context – Commissioning Alcohol Treatment Services' delivered at the meeting of the Health Scrutiny Forum of 2 February 2010.
- (z) Presentation by the Planning and Commissioning Manager delivered at the meeting of the Health Scrutiny Forum of 2 February 2010.
- (aa) Presentation by the Alcohol Project Co-ordinator entitled 'Hartlepool MIND Alcohol Project: An Introduction' delivered at the meeting of the Health Scrutiny Forum of 2 February 2010.
- (bb) Presentation by the Chief Executive Officer of The Albert Centre delivered at the meeting of the Health Scrutiny Forum of 2 February 2010.
- (cc) Presentation by the Medical Director of Intrahealth delivered at the meeting of the Health Scrutiny Forum of 2 February 2010.
- (dd) Report of the Scrutiny Support Officer entitled 'Alcohol Abuse – Prevention and Treatment – Impact and Good Practice – Covering Report' presented at the meeting of the Health Scrutiny Forum of 9 March 2010.
- (ee) Report of the Scrutiny Support Officer entitled 'Alcohol Abuse – Prevention and Treatment – Evidence from the Joseph Rowntree Foundation – Covering Report' presented at the meeting of the Health Scrutiny Forum of 9 March 2010.
- (ff) Presentation by the Principal Licensing Officer entitled 'The Licensing Act 2003' delivered at the meeting of the Health Scrutiny Forum of 9 March 2010.



- (gg) Brown, R., Evans, E. (2009) *The Impact of Night Time Economy in Hartlepool: Changes Since 2005*, Evidence Led Solutions
- (hh) Presentation by the District Commander entitled 'A Police Overview of Alcohol Related Violence in Hartlepool' delivered at the meeting of the Health Scrutiny Forum of 9 March 2010.
- (ii) Minutes of the Health Scrutiny Forum of 16 July 2009, 1 September 2009, 10 November 2009, 1 December 2009, 2 February 2010 and 9 March 2010.

## Appendix A

**AUDIT**

1 How often do you have a drink containing alcohol?

Never ☐ (0)      Monthly or less ☐ (1)      2 to 4 times a month ☐ (2)      2 to 3 times a week ☐ (3)      4 or more times a week ☐ (4)

2 How many standard drinks containing alcohol do you have on a typical day when you are drinking?

1 or 2 ☐ (0)      3 or 4 ☐ (1)      5 or 6 ☐ (2)      7 to 9 ☐ (3)      10 or more ☐ (4)

3 How often do you have 6 or more standard drinks on one occasion?

Never ☐ (0)      Less than monthly ☐ (1)      Monthly ☐ (2)      Weekly ☐ (3)      Daily or almost daily ☐ (4)

4 How often during the last year have you found that you were not able to stop drinking once you had started?

Never ☐ (0)      Less than monthly ☐ (1)      Monthly ☐ (2)      Weekly ☐ (3)      Daily or almost daily ☐ (4)

5 How often during the last year have you failed to do what was normally expected from you because of your drinking?

Never ☐ (0)      Less than monthly ☐ (1)      Monthly ☐ (2)      Weekly ☐ (3)      Daily or almost daily ☐ (4)

6 How often during the last year have you needed an alcoholic drink in the morning to get yourself going after a heavy drinking session?

Never ☐ (0)      Less than monthly ☐ (1)      Monthly ☐ (2)      Weekly ☐ (3)      Daily or almost daily ☐ (4)

7 How often during the last year have you had a feeling of guilt or remorse after drinking?

Never ☐ (0)      Less than monthly ☐ (1)      Monthly ☐ (2)      Weekly ☐ (3)      Daily or almost daily ☐ (4)

8 How often during the last year have you been unable to remember what happened the night before because you had been drinking?

Never ☐ (0)      Less than monthly ☐ (1)      Monthly ☐ (2)      Weekly ☐ (3)      Daily or almost daily ☐ (4)

9 Have you or someone else been injured as a result of your drinking?

No ☐ (0)      Yes, but not in the last year ☐ (2)      Yes, during the last year ☐ (4)

10 Has a relative or friend, doctor or other health worker been concerned about your drinking or suggested you cut down?

No ☐ (0)      Yes, but not in the last year ☐ (2)      Yes, during the last year ☐ (4)

Scoring: The scores for each question are shown under each response. The minimum score (for non-drinkers) is 0, and the maximum possible score is 40

**AUDIT TOTAL SCORE**


Circle	0 – 7, No risk	8 – 15, Hazardous	16 – 19, Harmful	20+ Dependent
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## Hartlepool Alcohol Treatment and Support Care Pathway

May 2009

### Level 1

Front-line services to provide screening using audit tool and brief interventions (score up to 16) also maintain database

GP's & Health Staff

Hospital & A&E

Front-line services  
e.g. Probation,  
Custody, Social Care

### Additional Support available at any stage

AA Programme –  
Advice Timetable  
• Abstinence Programme

ADDvance –  
Refer self help  
• Group work and social  
activities

Safe Voices –  
Family support  
And Hidden Harm

PINS –  
• Family & carer self help

Service User  
Co-ordinator  
• Motivational work  
• Activities  
• Referral to support  
• Social network

Prevention & Education  
Workers –  
Campaigns, information  
& training

Carrgomm –  
Social landlord  
accommodation

### Level 2

Where there are physical, mental health or drug issues links with appropriate treatment agencies maintained

(1) Albert Centre  
(Wynyard Road)  
Audit Score 20-24

(2) Hartlepool Mind  
(Tees Road)  
Audit Score 16-20

### Level 3

Specialist intervention to address physical dependency

(3) INTRAHEALTH  
(Wynyard Road)  
Audit Score 24+

### Level 4

Specialist medical interventions

Link & Refer to specialist  
in patient & residential services  
i.e. detox, hospital.

(1) Albert Centre - Severe dependency and dependency with complex needs (Audit Score 20-24) offer Comprehensive Assessment, Structured Counselling, Psychosocial Interventions (Motivational Interview, Solution Focused Therapies & Cognitive Behaviour Therapies)

(2) Hartlepool Mind – Harmful & hazardous drinkers (Audit Score 16-20) offer Comprehensive Assessment, Brief Intervention, Psychosocial Intervention (Motivational Interview, Solution Focused Therapies & Cognitive Behaviour Therapies) \*Adopt a Human Givens approach.

(3) Intrahealth – Specialist treatment, prescribing, home and community detox.



## SCRUTINY CO-ORDINATING COMMITTEE

23 April 2010



**Report of:** Health Scrutiny Forum

**Subject:** FINAL REPORT – SUSPENSION OF GREATHAM CLINIC

---

### 1. PURPOSE OF REPORT

- 1.1 To present the findings of the Health Scrutiny Forum following its investigation into the 'Suspension of Greatham Clinic'.

### 2. SETTING THE SCENE

- 2.1 The Health Scrutiny Forum met on 1 December 2009, where concerns were raised by Members that the Health Centre in Greatham (Greatham Clinic) had been closed without notification to residents, Members and staff working at Greatham Clinic.
- 2.2 Following the Health Scrutiny Forum of 1 December 2009, notification was received by the Chair of the Health Scrutiny Forum, from NHS Hartlepool (Hartlepool PCT), that the service from Greatham Clinic had not been withdrawn, but that 11 Front Street in Greatham, had been assessed as inappropriate for delivery of clinical treatments and that alternative arrangements were being sought, with interim measures in place for the delivery of the baby clinic from Greatham Community Centre and adult patients offered a home visit.
- 2.3 On 23 December 2009, the Chair of the Health Scrutiny Forum contacted NHS Hartlepool in relation to the interim delivery measures requesting clarification on a number of points, attached as **Appendix A** to this report. Subsequently a response was received from NHS Hartlepool, attached as **Appendix B** to this report.
- 2.4 In response to the level of concerns from residents and the Ward Councillor to the feasibility of interim arrangements continuing, the Chair of the Health Scrutiny Forum agreed that this issue should be investigated by the Health Scrutiny Forum.

### **3. METHODS OF INVESTIGATION**

- 3.1 Members of the Health Scrutiny Forum met formally on 19 February 2010 at Greatham Community Centre to receive evidence relating to the historical context behind the suspension of Greatham Clinic, the current interim arrangements and the future delivery options. A detailed report of the issues raised during this meeting is available from the Council's Democratic Services.

### **4. MEMBERS IN ATTENDANCE AT THE HEALTH SERVICES SCRUTINY FORUM**

- 4.1 Detailed below is the attendance list for the Health Scrutiny Forum meeting held on 19 February 2010:-

Councillors Brash, A E Lilley and G Lilley

Resident Representatives: Jean Kennedy

### **FINDINGS**

### **5. THE SUSPENSION OF GREATHAM CLINIC FROM 11 FRONT STREET**

- 5.1 In order to be in a position to assess current interim arrangements, Members of the Health Scrutiny Forum wished to understand the reasons behind the suspension of services for Greatham Clinic from 11 Front Street, Greatham.
- 5.2 The Health Scrutiny Forum met on 19 February 2010 and Members received detailed verbal evidence from the Clinical Director of Community Services at North Tees and Hartlepool NHS Foundation Trust (NTHFT) covering the history behind the development of Greatham Clinic and the reasons behind the suspension of delivery from 11 Front Street, Greatham.
- 5.3 Members were reminded that Greatham Clinic was launched in 2002 in order to address the needs of the people of Greatham and those in the South of the Town who, at that time, had limited access to primary care services such as a pharmacy, a GP practice and community nursing. In 2002 Hartlepool PCT (now NHS Hartlepool) had been the deliverers of the service from Greatham Clinic, but due to the changes and the development of World Class Commissioning NHS Hartlepool were now the commissioners of Greatham Clinic and it was the NTHFT who provided the service delivery.

- 5.4 The Clinical Director of Community Services informed the Forum that there had been many changes to regulations surrounding clinical excellence, that had not only been originally implemented to raise building standards for the delivery of clinical services, but also to halt the rising number of cases of MRSA (Meticillin-resistant Staphylococcus Aureus) infection in Acute (Hospital) Settings.
- 5.5 Members were reminded that the Care Quality Commission (CQC) had been set up in April 2009 and that registration by health care organisations was required by the end of January 2010 in order that they could continue to deliver services from April 2010.
- 5.6 In preparation for registration with CQC and as a result of the changes to regulations that now applied to community based health care services, the Assistant Director of Adults at NTHFT, informed Members of the Health Scrutiny Forum that in December 2009 a quality review had highlighted serious issues in relation to infection control and health and safety, the latter was concerned with issues surrounding lone working, alarms and fire extinguishers. Although it was recognised that the health and safety issues could be addressed at relatively low cost, the serious clinical control issues were sufficient to warrant the immediate suspension of Greatham Clinic from its premises at 11 Front Street.
- 5.7 The representatives from the NTHFT and NHS Hartlepool agreed that communication between the provider (NTHFT) and the commissioner (NHS Hartlepool) had been poor and this had subsequently meant that the residents of Greatham, the Ward Councillor and the Health Scrutiny Forum had received information that was unclear and did little to alleviate concerns regarding the future for Greatham Clinic.
- 5.8 There was also recognition that a response to the Ward Councillor from a representative of NHS Hartlepool that facilities would be up and running in Greatham by December 2009, was based on a overly optimistic desire to quickly replace services for Greatham Clinic from a 'new' venue, however, in hindsight and after consideration of the options available, it became quickly apparent that this timescale was unachievable and that the interim measures were likely to last for some considerable time.
- 5.9 In response to a suggestion that the decision to suspend Greatham Clinic was financial, the Director of Health Systems and Estates Development highlighted to Members that NHS Hartlepool were the financiers of Greatham Clinic and the decision to suspend service delivery from 11 Front Street was taken by the NTHFT based on clinical and safety issues, without NHS Hartlepool being immediately informed of the decision. Members, of the Health Scrutiny Forum present at their meeting of 19 February 2010, were informed that future options of the restoration of a service that met all clinical and safety standards would have to take cost and value for money into consideration to ensure appropriate use of public funds, but that this decision would be taken by NHS Hartlepool's Board.

## **6. CURRENT POSITION OF DELIVERY OF GREATHAM CLINIC'S SERVICES**

- 6.1 Members of the Health Scrutiny Forum recognised that there were currently interim arrangements in place for the delivery of Greatham Clinic's services that were previously dispensed from 11 Front Street.
- 6.2 At their meeting of the 19 February 2010, those Members present received detailed information in relation to the current provision of services available to the residents of Greatham. The Director of Health Systems and Estates Development reminded Members of the significant recent investment in additional and varied primary care services available across the Town intended to improve accessibility. The investment in services was demonstrated in the development of the new GP services at the Fens, Hartfields, the Walk-in Centre in the centre of the Town and the extended hours each GP practice had been commissioned to provide.
- 6.3 In addition to the service provision available throughout Hartlepool, Members were pleased to hear that the baby clinic was operating from Greatham Community Centre and that home visits were being offered to those residents of Greatham who found themselves 'house bound' or had other mobility problems that prevented them accessing the same services on offer outside of Greatham village. This fitted the picture of an integrated service operated by locality teams and the Assistant Director of Adults provided detailed evidence to Members of how this service operated in the Town and applied to the situation that residents in Greatham now found themselves.
- 6.4 However, it was made very clear to Members of the Health Scrutiny Forum, that the residents of Greatham had passionate feelings about the holistic approach provided at Greatham Clinic from 11 Front Street and in particular the role of the Health Visitor based there. Through attendance at the meeting on 19 February 2010 and via written communication to the Chair of the Forum, Greatham residents were very clear that the current service delivery was a long way from meeting their expectations and that there was grave concerns amongst residents about what the future delivery model for Greatham Clinic would look like.

## **7. FUTURE FOR DELIVERY OF SERVICES FROM GREATHAM CLINIC**

- 7.1 Members of the Health Scrutiny Forum were particularly interested to hear what the long-term plans were for the delivery of services in Greatham. When the Forum met on 19 February 2010 the Director of Health Systems and Estates Development reassured those present that no final decisions had been made for the future of Greatham Clinic, although there was now an opportunity for future delivery to meet more closely the changing health needs of the residents of Greatham.

- 7.2 The Director of Health Systems and Estates Development provided statistics for the usage of Greatham Clinic which are detailed in Table1 below:-

**Table1: Statistics for usage of Greatham Clinic**

<b>Reason for Attendance</b>	<b>Percentage of Total Usage</b>
Immunisations / Injections	16%
Blood Pressure	15%
Smoking Cessation	13%
Dermatology	10%

Members highlighted that for services such as blood pressure and smoking cessation, the need for a setting the met clinical standards was not a necessity. The Director of Health Systems and Estates Development agreed that for the majority of service users accessing Greatham Clinic a non-clinical service could be provided from a suitable venue in Greatham.

- 7.3 The Health Trainer from NTHFT, who was present at the meeting of the Forum on 19 February 2010, revealed to Members that the Health Trainer Team were in a position to offer a managed intervention service for the residents of Greatham. This service could operate from a community centre and would provide advice and support around many of the issues that residents of Greatham had used Greatham Clinic for. This community based team would provide a link into the integrated locality care team highlighted in paragraph 6.3. The Health Trainer agreed to investigate how residents could influence the services offered via a steering group that could agree what Greatham residents want and need.
- 7.4 In relation to the clinical services that Greatham Clinic offered the Director of Health Systems and Estates Development presented figures relating to the number of service users utilising Greatham Clinic over a two year period for clinical reasons, these figures are highlighted in Table2 below:-

**Table2: The number of service users accessing Greatham Clinic for clinical reasons 2007-09**

<b>Clinical Service Accessed</b>	<b>Number of Users</b>
Changing Dressings	83
Blood Taken	164

The above figures compared with non-clinical usage during the same period of 279 users having blood pressure checks.

- 7.5 The Director of Health Systems and Estates Development stated that the number of people accessing Greatham Clinic for clinical reasons did not present a compelling case for a resurrection of a full service, although residents would be involved in a consultation and a decision would be taken by the NHS Hartlepool Board based on the desire of the residents of Greatham and the health needs of those people.



- 7.6 In assessing the health needs of the people of Greatham the Director of Health Systems and Estates Development highlighted, to the Members of the Health Scrutiny Forum present at their meeting of 19 February 2010, that statistical evidence established obesity as being of significant concern in the Greatham Ward in comparison to the rest of Hartlepool. Members noted that the statistical evidence of the health needs of the community would be one of the factors, which would help shape the development of Greatham Clinic to better meet the needs of the residents of Greatham Village. There was, however, some disquiet that the figures for Greatham Ward were not necessarily reflective of Greatham Village as the Ward also included South Fens and that statistical evidence in relation to the health needs of the residents of Greatham Village, would be a better measure in advising what the future service delivery model could be for Greatham Clinic.

## 8. CONCLUSIONS

### 8.1 The Health Scrutiny Forum concluded:-

- (a) That communication between the provider (NTHFT) and the commissioner (NHS Hartlepool) was slow, with information released to the Ward Councillor and the Health Scrutiny Forum before the commissioner was aware of the closure;
- (b) That a need to rapidly act where situations of serious issues arise was important, but that communication on the suspension of the Clinic had been particularly poor, with Greatham residents left in a confused position about how they could access a continuation of service when Greatham Clinic was suspended;
- (c) That it was recognised that the changes in clinical standards had necessitated the suspension of services from 11 Front Street and that the decision taken was not based on financial considerations; and
- (d) That from the evidence provided it was concluded that:-
  - (i) The current interim arrangements did not meet the holistic approach that Greatham residents had enjoyed at Greatham Clinic when it was operational from 11 Front Street; and
  - (ii) That the long-term future of Greatham Clinic had not been agreed and there was opportunity for the restoration of the non-clinical elements on offer at the Clinic and that residents could be involved in the development of services.

## 9. RECOMMENDATIONS

9.1 The Health Scrutiny Forum has taken evidence from a wide range of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to NHS Hartlepool are as outlined below:-

- (a) That a limited non-clinical service is introduced as a matter of urgency and:-
  - (i) That residents in Greatham are informed when this service is operational, what this service will provide and what options are available for accessing other health services including the clinical elements not currently provided for; and
  - (ii) That the feasibility of Greatham residents forming a steering group to influence the services to be provided be assessed.
- (b) That options are drawn up for delivering clinical services with:-
  - (i) Consultation being carried out with all Greatham residents; and
  - (ii) The outcome of the consultation being shared with the Health Scrutiny Forum.

## ACKNOWLEDGEMENTS

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

### External Representatives:

Sharon Bartram – Health Trainer, North Tees and Hartlepool NHS Foundation Trust

Jenny Jones – Health Visitor, North Tees and Hartlepool NHS Foundation Trust

John Lovatt – Assistant Director of Adults, North Tees and Hartlepool NHS Foundation Trust

Linda Watson – Clinical Director of Community Services, North Tees and Hartlepool NHS Foundation Trust

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

All those residents of Greatham who took the time to attend the Health Scrutiny Forum of 19 February 2010 held in Greatham Community Centre.

**COUNCILLOR JONATHAN BRASH  
CHAIR OF THE HEALTH SCRUTINY FORUM**

**April 2010**

**Contact Officer:** James Walsh – Scrutiny Support Officer  
Chief Executive's Department – Corporate Strategy  
Hartlepool Borough Council  
Tel:- 01429 523647  
Email:- james.walsh@hartlepool.gov.uk

**BACKGROUND PAPERS**

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

- (a) Report of the Scrutiny Support Officer entitled 'Suspension of Greatham Clinic from 11 Front Street, Greatham – Covering Report' presented at the meeting of the Health Scrutiny Forum of 19 February 2010.
- (b) Report of the Director of Health Systems and Estates Development entitled 'Greatham Clinic: Update on review of premises and options for service delivery. Prepared by NHS Hartlepool in collaboration with North Tees and Hartlepool NHS Foundation Trust' presented at the meeting of the Health Scrutiny Forum of 19 February 2010.
- (c) Minutes of the Health Scrutiny Forum of 1 December and 19 February 2010.

Appendix A

**Councillor Jonathan Brash (Chair, Health Scrutiny Forum)**  
**16 Eamont Gardens**  
**Hartlepool**  
**TS26 9JD**

23 December 2009

Mrs A Wilson  
Director of Health Systems and Estates Development  
Hartlepool Primary Care Trust  
Teesdale House  
Westpoint Road  
Thornaby  
Stockton on Tees  
TS17 6BL



Dear Ali

**GREATHAM HEALTH CENTRE**

I know we have already spoken on the topic of the current issues surrounding delivery of services at Greatham Health Centre and thank you for keeping me up to date of developments.

However, Councillor Geoff Lilley has asked me in my position as Chair of the Health Scrutiny Forum to seek answers to the following questions on his behalf:-

- (i) Did the building, which until recently housed Greatham Health Centre, meet the various criteria when it was first opened in 2002?
- (ii) What has changed since the building was first opened in 2002?
- (iii) How often are buildings checked to ensure they meet access and health and safety criteria?
- (iv) When and where will the 'new' health centre serving Greatham be opened and will all the original services be delivered from this 'new' venue?

I would appreciate a response as soon as possible so that the answers can be shared with Councillor Geoff Lilley.

Yours sincerely



**Councillor Jonathan Brash**  
**CHAIR OF THE HEALTH SCRUTINY FORUM**

cc Councillor Geoff Lilley [by email]

a healthier hartlepool



Our Ref: AW/ed/0013

8 January 2010

Councillor Jonathan Brash  
16 Eamont Gardens  
Hartlepool  
TS26 9JD

Teesdale House  
Westpoint Road  
Thornaby  
Stockton-on-Tees  
TS17 6BL

Tel: 01642 666700  
Fax: 01642 666701

Dear Jonathan

**RE: Greatham Health Centre**

Please find below a response to the questions raised in your correspondence dated 23<sup>rd</sup> December 2009.

The building was opened in 2002 and at that time was fit for purpose, however as the service has evolved and legislation has changed this means the premises do not meet DDA requirements and more specifically requirements set by the Care Quality Commission, which now includes community premises.

A risk assessment should be carried out each year by the provider occupying the building. A risk assessment was carried out in December 2009 by North Tees and Hartlepool NHS Community Services at this time that the PCT was alerted to the issues that have been raised.

We are in the process of developing an options appraisal with regard to a new facility. This should be completed by the end of January 2010.

It is interesting to note that since the facility was temporarily suspended the number of home visits have been very few. This may be because we now have a primary care facility within Fens. In light of the current situation we have asked the current provider to review utilisation of the drop in clinic as it may be more efficient for patients and staff to continue with a home visiting service.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Ali Wilson'.

Ali Wilson  
Director  
Health Systems and Estates Development

## SCRUTINY CO-ORDINATING COMMITTEE

23 April 2010



**Report of:** Scrutiny Manager

**Subject:** CHILD POVERTY AND FINANCIAL INCLUSION –  
DRAFT INTERIM REPORT – COVERING REPORT

### 1. PURPOSE OF REPORT

- 1.1 To inform Members of the Scrutiny Co-ordinating Committee that they will be:-
- i) Presented with the interim findings and recommendations of the 'Child Poverty and Financial Inclusion' investigation at this meeting; and
  - ii) Asked to consider a brief further report from the Chair of the Scrutiny Co-ordinating Committee on the outcome of her attendance at the Northern Money Conference 2010 – Finance for All as part of the investigation.

### 2. BACKGROUND INFORMATION

- 2.1 Attached at **Appendix A** is the Committee's draft interim report in relation to child poverty and financial inclusion. Members are asked for any amendments / additions to the content of the report and specific approval is sought for the conclusions and recommendations contained within Sections 12 and 13.
- 2.2 In relation to Section 11.11 of the report, further information is to be provided from the Chair of the Scrutiny Co-ordinating Committee following her attendance at Northern Money Conference 2010 – Finance for All as part of the investigation. This information, along with a suggested paragraph for inclusion at Section 11.11 of the report, will be circulated under separate cover prior to the meeting for Members consideration.

### 3. RECOMMENDATION

- 3.1 That Members note the content of this report and approve the 'Child Poverty and Financial Inclusion' draft interim report, as provided at **Appendix A**, with the inclusion of an appropriate paragraph at Section 11.11.

**Contact Officer:-** Joan Nominton – Scrutiny Manager  
Chief Executive's Department – Corporate Strategy  
Hartlepool Borough Council  
Tel: 01429 834142  
Email: joan.nominton@hartlepool.gov.uk

## **BACKGROUND PAPERS**

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



## SCRUTINY CO-ORDINATING COMMITTEE

### FINAL REPORT CHILD POVERTY AND FINANCIAL INCLUSION IN HARTLEPOOL

April 2010



## **SCRUTINY CO-ORDINATING COMMITTEE**

23 April 2010



**Report of:** Scrutiny Co-ordinating Committee

**Subject:** DRAFT INTERIM REPORT – CHILD POVERTY AND FINANCIAL INCLUSION IN HARTLEPOOL

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

- 1.1 The purpose of this report is to outline the interim findings and recommendations of the Scrutiny Co-ordinating Committee following its investigation into 'Child Poverty and Financial Inclusion in Hartlepool'.

### **2. SETTING THE SCENE**

- 2.1 At the meeting of the Scrutiny Co-ordinating Committee of 31 July 2009, Members determined their Work Programme for the 2009/10 Municipal Year.
- 2.2 In exploring topics for investigation, attention was drawn to the Government's 1999 commitment to eradicate child poverty from a national baseline of 3.4 million children who were living in poverty during 1998/99. This resulted in the establishment of Government targets to cut child poverty by a quarter by 2004/05, by half by 2010/11 and to eradicate child poverty by 2020.
- 2.3 During the course of the Work Programming process, concern had been expressed by multiple Scrutiny Forums regarding the impact of poverty on families in Hartlepool, and the children contained within them. Mirroring the Government's commitment, Members supported the need to reduce / eradicate poverty of all types, locally and nationally and emphasised the importance of financial inclusion and education as key factors in achieving this. On this basis, the issue of child poverty was chosen as an issue for further investigation.
- 2.4 Whilst it had initially been suggested that the standing Scrutiny Forums should be tasked to undertake relevant elements of a child poverty investigation it was agreed that, given the 'cross cutting' nature of the issue, the most prudent course of action would be to concentrate an investigation through the Scrutiny Co-ordinating Committee.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

- 3.1 The overall aim of the Scrutiny investigation was to gain an understanding of the key issues / factors that lead to child poverty and evaluate the Council's, and its partners', activities to reduce / eradicate it.

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

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

- (a) To gain an understanding of legislation and targets relating to the reduction / eradication of child poverty;
- (b) To gain an understanding of child poverty levels / statistics in Hartlepool and how the local position compares to the regional and national picture;
- (c) To explore the key issues / factors that lead to child poverty and the ways in which the cycle can be broken;
- (d) To gain an understanding of child poverty eradication activities regionally and nationally;
- (e) To seek and compare good practice from another local authority in relation to the reduction / eradication of child poverty; and
- (f) To consider / evaluate the activities being undertaken by the Council, and its partners, to address the issue of child poverty in Hartlepool and suggest (where appropriate) possible changes / improvements.

### **5. METHODS OF INVESTIGATION**

- 5.1 Members of the Scrutiny Co-ordinating Committee met formally between the 18 September 2009 and the 19 March 2010 to receive evidence relating the issue of child poverty and financial inclusion in Hartlepool. A detailed report of the issues raised during this meeting is available from the Council's Democratic Services.

- 5.2 A brief summary of the methods of investigation are outlined over the page:-

- (a) Evidence from the Authority's Elected Mayor (Stuart Drummond) and Cabinet Members with Portfolios for:
  - Transport and Neighbourhoods;
  - Regeneration and Economic Development;
  - Culture, Leisure and Tourism;
  - Children's Services; and
  - Adult and Public Health Services.

- (b) Detailed reports, supplemented by verbal evidence, from appropriate officers in the Child and Adult Services Department and Regeneration and Neighbourhoods Department;
- (c) Evidence from the Association of North East Councils (ANEC), Government Office North East (GoNE), Child Poverty Action Group and Child Poverty Coalition;
- (d) Evidence from Interested Groups (Financial Inclusion Partnership, Job Centre Plus, West View Project, Children's Trust, Manor Residents Association, Learning and Skills Council, Department for Work and Pensions (Job Centre Plus), Hartlepool Special Needs Support Group, Community Network and HVDA, Joseph Rowntree Foundation and Barnados);
- (e) Explore good practice in other Local Authorities through written evidence and site visits / courses;
- (f) The views of local residents and representatives from minority communities of interest or heritage; and
- (g) Ward Councillors.

## **6. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM**

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

Councillors C. Akers-Belcher, S Akers-Belcher, Barker, Brash, James, London, A Marshall, J. Marshall, McKenna, Preece, Richardson, Rogan, Shaw, Simmons, Wright and Young

Resident Representatives: Evelyn Leck, Iris Ryder and Linda Shields

## **FINDINGS**

### **7. WHAT IS CHILD POVERTY?**

7.1 As a starting point for the investigation the Committee explored various definitions of child poverty and clarified the version utilised by this Council. The Committee also, gained a clear understanding of the key issues / factors that lead to child poverty and how the cycle can be broken.

#### **A Definition of Child Poverty**

7.2 Members discovered that four definitions are commonly used to measure child poverty. These are shown over the page:-

- i) *Absolute low income*: a level below which people lack the necessary food, clothing, or shelter to survive. On this definition, a single person is considered to be in poverty with an income of less than £145 per week (at 2005/06 thresholds before housing costs). Similarly, a couple with two children are classed as poor with an income of less than £332 per week;
  - ii) *Relative low income*: this is defined as the level below which a citizen has the economic capacity to participate fully in the society in which he or she lives. This is routinely set as below 60% of the median wage;
  - iii) *Material deprivation*: hybrid of 'lacking certain goods and services and being below 70% of the median wage'; and
  - iv) *Index of child wellbeing in the European Union*: composite measure based on many indicators on a 'causal' model rather than 'effect' model.
- 7.3 The Committee was surprised to learn that there is no unilaterally agreed definition of child poverty for use by bodies / organisations across the sectors. This was further demonstrated by HM Treasury decision in 2007 to measure absolute, relative and material deprivation collectively. The basis for this being that eradicating child poverty in the long term would only be met if all three measures were achieved.
- 7.4 Over and above these definitions, Members ascertained that a proxy is currently used to measure the level of child poverty in Hartlepool. This being based upon the Department of Works and Pensions / Office for National Statistics data with figures representing the percentage of children in poverty as measured by children in families receiving key benefits.
- 7.5 Members noted this as the definition for the purpose of this investigation but reiterated concerns regarding the lack of a single definition against which success (or otherwise) in dealing with the issue across sectors can be measured.

### **Key Issues / Factors that Lead to child poverty and How the Cycle can be Broken**

- 7.6 Who is at Risk - Evidence received by the Committee showed that a wide variety of groups could be at risk of finding themselves in poverty. A selection of these groups being:-
- i) Families where one or more adults is/ are out of work;
  - ii) Families where one or more adults work/s part time;
  - iii) Ethnic minority families;
  - iv) Families who have caring responsibilities - including those caring for the elderly and those with young children;
  - v) Lone parents;
  - vi) Families where one or more of the adults are disabled;
  - vii) Families where one or more of their children are disabled;

- viii) Large families with more than three children;
- ix) Families with children aged less than five years;
- x) Families with a history of depression/ mental health illness, substance misuse and/ or a history of domestic violence; and
- xi) Families with offenders in prison.

7.7 It came as no surprise to the Committee that a number of the groups outlined above could be susceptible to slipping in to poverty. However, Members highlighted the misconception that the issue of poverty does not relate to those in work. Attention was drawn throughout the investigation to families where one or more adults are in work and they still find themselves in poverty as a result of various issues. This was discussed further later in the report during exploration of the role and importance of financial inclusion activities in dealing with child, and equally important 'family' poverty.

7.8 The Cost of Child Poverty - In exploring the cost implications and consequences of not tackling child poverty, Members recognised that the intricacies of the subject made it difficult to truly calculate the cost of child poverty to individuals, society and the wider economy. Estimates had, however, been done and Members were disturbed to find that indications are that the overall cost of child poverty for the UK could be in the region of almost £40 billion a year. This equated to £640 per capita or more than £2,500 a year for a family of four. This estimate includes £13 billion for reduced productivity and economic output, £13 billion for the higher costs of crime and £12 billion for the costs of poorer health. (TUC, 2007).

7.9 Bearing in mind the information provided, and the difficulties experienced in accurately calculating the cost of child poverty, the Committee agreed with HM Treasury's belief that the problem in the UK is being underestimated, in terms of its extent and severity.

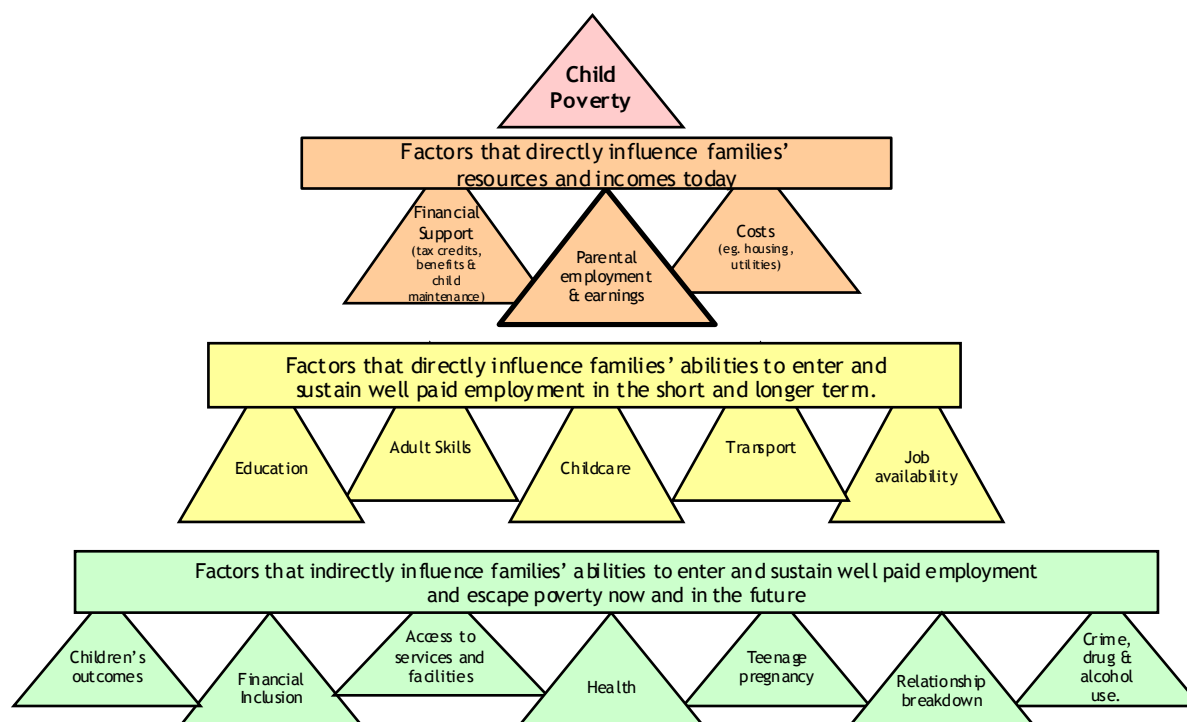
7.10 The Implications / Effects of Child Poverty – During the course of the investigation, Members discussed in detail:-

- i) The role of poverty as a central component of:
  - Inter-generational cycles of worklessness; and
  - Low educational attainment and reduced prosperity.
- ii) The estimated £500 million of additional primary healthcare expenditure required as a direct result of child poverty, with HM Treasury estimating that poor health has wider costs to the economy as a result of sickness absence and lower productivity rates.

7.11 Members strongly supported the importance of education as a means of giving people a pathway out of poverty and commended all those involved in raising educational standards in the town over the past decade. The Committee was, however, aware that Hartlepool still stands 9th out of the audit commission's 'family' of eleven similar authorities for five or more Grade A\* to C GCSE's including English and Maths and whilst Hartlepool had moved forward, other areas had too. As such, work needed to continue

to raise educational attainment and the aspirations of young people as a pathway out of poverty. This issue is referred to in greater detail in Section 9.13 of this report.

## 7.12 Key Factors Influencing Child Poverty



7.13 From the very start of the investigation, Members were fully supportive of doing 'any' and 'all' things necessary to reduce / eradicate child poverty in Hartlepool. It was clear to the Committee that the implications of not achieving this target, as demonstrated below, were completely unacceptable:-

- i) Children exposed to child poverty, hardship and deprivation will suffer. Their own childhood experiences have a significant impact on their ability to operate as an adult in later life. Children born and raised in persistent poverty are likely to have poor children of their own - thus creating a perpetual cycle of deprivation;
- ii) Low educational achievement has a knock on effect on an adult's ability to take up skilled work in the marketplace. This in turn limits the potential productivity of the country as a whole. A lack of skilled workers makes it increasingly difficult for the country to compete in the global economy;
- iii) Some people, but not all, who live in persistent poverty are in danger of turning to crime in order to 'supplement' their income. Crime affects everyone within a community and puts a drain on local resources;
- iv) Children who experience poverty are more likely to develop long term health issues which in turn put a strain on public resources. In addition,

as adults with a long term debilitating health issue they are more likely to remain out of work. Low birth weights, respiratory illnesses, including asthma, mental health issues and obesity have clear links to poverty and cannot be ignored;

- v) Family background is one of the most important predictors of academic success. Children from low-income households are more likely to require remedial help or special educational needs assistance than their better off peers;
- vi) Growing up in poverty is associated with a substantially higher risk of teenage pregnancy;
- vii) A relationship has also been identified between childhood poverty and living in social housing, demonstrating a strong link between these two factors;
- viii) Difficulties of access and expense limit participation in pre-school education amongst lower-income families. Young people from low income households end up leaving school earlier and are around six times more likely to leave without qualifications than those from higher-income households; and
- ix) Deprived communities with poor environments and a lack of local resources leads to reduced citizenship, a lack of neighbourliness and trust. Community members are less likely to volunteer or to engage in civic participation.

7.14 How the Cycle can be Broken – Members discovered during the course of the investigation that a major challenge in reducing child poverty is identifying which activities are having a genuine and lasting impact. It was an inarguable fact that improved job opportunities and employment levels for today's parents will impact most quickly on child poverty levels. It was also clear from the evidence provided that those who are healthier and with better qualifications secure better employment in adult life and thus reduce the risk that their children will be brought up in poverty.

7.15 Given this, the Committee recognised that there is no quick fix and that it may be many years before the impact of improved outcomes for today's children is seen in relation to child poverty figures across the town.

## 8. CHILD POVERTY LEGISLATION AND TARGETS

8.1 In gaining an understanding of child poverty legislation and targets, the Committee was reminded of the Government's commitment to eradicate child poverty from a national baseline of 3.4 million children who were living in poverty during 1998/99. Members supported the Government target to achieve this by 2020 but recognised that it was a challenging prospect.

8.2 In learning about appropriate legislation, the Committee was advised of the publication, in June 2009, of the Child Poverty Bill by the newly established Child Poverty Unit. Members welcomed the intent of the Bill in:-

- i) Enshrining in law the Government's commitment to ending child poverty;
- ii) Setting out a clear framework of accountability at both national and local level, with improving partnership working to tackle the issue; and
- iii) Defining expectations at a strategic level, including:-
  - a) *The provision of a definition of success* - a clear understanding of targets that must be met in order to eradicate child poverty:
    - To reduce the proportion of children who live in relative low income to less than 10%;
    - To reduce the proportion of families who live in material deprivation and have low income to less than 5%;
    - To reduce the proportion of children that experience long periods of poverty; and
    - To reduce the number of children who live in absolute low income to less than 5%.
  - b) *Ensuring targeted and sustained action is taken by everybody* - this includes the Government publishing a UK-wide child poverty strategy to be revised every three years until 2020.
  - c) *Boosting accountability of Government* - this includes Government publishing an annual progress report to Parliament that tracks progress towards targets as well as the establishment of an expert Commission.
  - d) *Specific action by the Devolved Administrations* - this includes Scotland and Northern Ireland publishing their own strategies clearly setting out their intentions and actions.
  - e) *Action at a local level* - the duty on Local Authorities and their partners to prioritise and tackle child poverty in order to improve outcomes for disadvantaged children and their families. This includes conducting a needs assessment and producing a joint local child poverty strategy.

8.3 Although the Bill had not yet received Royal Assent the Committee was supportive of the activities being undertaken in Hartlepool in anticipation of this in early 2010. The work being undertaken was viewed as being especially relevant given the proposal contained within the Bill to amend Section 4 of the Local Government Act 2000, whereby a duty would be placed on local authorities and their partners to co-operate to tackle child poverty in their area, to carry out an assessment of the levels of child poverty in that area, and to prepare a joint local child poverty strategy.



- 8.4 On a local basis, Members were pleased to find that the eradication of child poverty was already a key target in Hartlepool's Local Area Agreement (LAA) for 2008-11, with Hartlepool Borough Council being one of only 45 local authorities in the country to include NI 116 as a priority target. Under this indicator, the Council has a responsibility to respond to reduce the proportion of children in poverty, specifically:-

"This role includes the delivery of the key public services that are critical to improving poor children's life chances; coordination of activities by key players to reduce worklessness and poverty; the tailoring of solutions to meet needs of local people; and ensuring engagement of individuals and groups at risk of being marginalized.

- 8.5 Members welcomed the inclusion of this target, and were further encouraged to see that as part of LAA refresh the 2010/11 target had been revised to be expressed in terms of the gap between Hartlepool and other north east authorities. The designated LA target had been set at 4.8% but a further local inspirational target of reducing the gap to 4.3%, had been set. It was strongly felt that exploration of this issue through Scrutiny had aided in further raising the profile of this issue and hence the setting of a challenging target for the future. Given the challenging nature of the revised LAA target, Members were further encouraged to see that a new outcome was also to be introduced within the Jobs and Economy theme which would be 'Fewer children in Hartlepool experience the effects of poverty'. This outcome was to include the designated target for NI 116 and ensure that the delivery and improvement plan for 2010/11 reflects key elements of the Child Poverty Action Plan.
- 8.6 Over and above the LAA, Members were also exceptionally supportive of the inclusion in the new Sustainable Communities Strategy (2008) which included a clear reinforcement of the importance of child poverty. Within this strategy key objectives were to be set out in relation to "reducing child poverty by helping families to improve their earnings and ensuring they get extra assistance if their incomes fall short".

## 9. CHILD POVERTY IN HARTLEPOOL

- 9.1 A key element of the Committee's investigation had been the provision of clarification as to the true picture regarding the prevalence of child poverty in Hartlepool, how the situation compares to other areas and the actions being undertaken locally to reduce / eradicate it.

### Child Poverty Levels / Statistics in Hartlepool

- 9.2 Evidence provided to the Committee illustrated to the Committee the situation in relation to child poverty (based upon the definition adopted in Hartlepool – as shown in Section 7.4 above) on a Ward by Ward basis. See **Table 1** over the page.

**Table 1 - Levels of child poverty at ward level in Hartlepool**

Ward name	% of Children in Workless Families	% of Children in Low Income Families
Brus	41.6%	75%
Burn Valley	27.0%	62%
Dyke House	49.8%	83%
Elwick	4.8%	29%
Fens	16.8%	45%
Foggy Furze	39.0%	70%
Grange	29.1%	67%
Greatham	15.7%	50%
Hart	11.0%	34%
Owton	45.1%	81%
Park	5.9%	25%
Rift House	27.2%	68%
Rossmere	29.9%	61%
St. Hilda	40.2%	73%
Seaton	8.2%	32%
Stranton	55.0%	86%
Throston	11.3%	40%

Source: Tees Valley Joint Strategy Unit. (Calculated using the numbers of children in families out of work receiving child tax credit)

### How the Situation Compare to Other Areas

- 9.3 Evidence provided to the Committee demonstrated that since 2001, child poverty rates in Hartlepool had fluctuated year on year (as shown in **Table 2** below).

**Table 2 - Analysis of Children in Working Age Families on Key Benefits (%)\***

	May-01	May-02	May-03	May-04	May-05	May-06	May-07
<b>Hartlepool</b>	28.4	29.4	28.1	29.8	28.3	28.8	28.6
<b>UK</b>	19.1	18.5	18.3	20.2	19.7	19.7	19.6

Source: Tees Valley Joint Strategy Unit, 2009 - May 2008 figures were unavailable due to Her Majesty's Revenue & Customs (HMRC) Department's data embargo.

- 9.4 The data provided in Table 2, considered in conjunction with employment rates in Hartlepool (as outlined in **Table 3** over the page), provided the Committee with an overall view of the situation in Hartlepool and further demonstrated the correlation between unemployment, financial inclusion and child poverty.

**Table 3** - Overall employment rates in Hartlepool compared to the Tees Valley, North East and England (%)\*.

	2000	2001	2002	2003	2004*	2005*	2006*	2007*	2008*
<b>Hartlepool</b>	64.5	66.1	63.8	65.0	65.0	67.2	66.6	65.6	67.0
<b>Tees Valley</b>	66.6	66.6	67.2	68.1	70.2	70.4	70.9	70.0	68.3
<b>North East</b>	68.4	68.4	68.6	68.5	70.0	70.9	70.8	71.6	70.8
<b>UK</b>	74.1	74.3	74.2	74.3	74.4	74.5	74.3	74.4	74.2

\* year end December

Source: Tees Valley Joint Strategy Unit, 2009.

9.5 During the course of the investigation Members discovered that a number of attributing demographic factors impact on the child poverty rate in Hartlepool, with approximately 90,000 people living in the town and 1.2% of the population being from black and minority ethnic communities.

9.6 As an issue of regular discussion, it came as no surprise to the Committee that despite significant regeneration over the past twenty years, the Index of Multiple Deprivation (IMD) 2007 showed that Hartlepool continues to be ranked as the 23<sup>rd</sup> most deprived of England's 354 Local Authority districts (with 11 super output areas within the 5% most deprived nationally). Members were, however, concerned to discover what other demographic indicators showed to be the case in Hartlepool:-

- i) 28.6% of children live in households where parents claim a benefit;
- ii) Unemployment in September 2009 stood at 7.1%;
- iii) The youth unemployment percentage rate has increased to 34.3% (count of 1,335) claimants;
- iv) Hartlepool has the second highest number of adults with no qualifications at 16.7% which is above the sub-region (15.4%), region (13.4%) and UK rate (12.4%);
- v) 18,900 (33.7%) of working age adults in Hartlepool are classified as workless (people without work for whatever reason including those not seeking work and residents who are economically inactive) which is above the UK rate (27.9%);
- vi) The number of working age adults on an out-of-work benefit in Hartlepool is 21.2% which compares unfavourably to the Tees Valley rate of 17.5% and the North East rate of 16.5%;
- vii) 12.7% of adults claim an incapacity or other sickness related benefit in Hartlepool with the Neighbourhood Renewal Area rate being 18%;
- viii) 39.4% of the working age population have qualifications to NVQ 3 or above however 16.7% have no qualifications;

- ix) 7.1% of households are in housing need;
- x) Lone parent households rate is 8.7% compared to 6.5% nationally;
- xi) Hartlepool has the second highest teenage pregnancy rate nationally;
- xii) Free school meals rate for 5 to 16 year old pupils is currently 22.4% and is above the national average;
- xiii) 3,443 children aged 3-17 years are recorded by schools as having a Special Educational Need (SEN);
- xiv) People with limiting long term illness rate is 24.4% compared to 18.2% nationally;
- xv) Income support is more than twice the national average in our NRF wards - 8.1% nationally, 12.9% across the town and 19.9% in the NRF wards;
- xvi) In the past 7 years Incapacity Benefit and Severe Disability Allowance claimants rate in the most deprived wards has reduced at a faster rate than the national average. However, it still remains at twice the national average;
- xvii) Hartlepool's overall employment rate currently stands at 63.9%; and
- xviii) The average gross weekly wages for a full time worker is estimated at £461.00.

### **Actions Being Undertaken in Hartlepool to Reduce / Eradicate Child Poverty**

- 9.7 At meetings on the 13 November 2009 and the 10 February 2010, the Committee received detailed evidence from the Child and Adult Services Department and Regeneration and Neighbourhoods Department on the actions being undertaken to reduce / eradicate child poverty in Hartlepool (in order to meet the Governments target for 2010).
- 9.8 From the evidence provided it was apparent to the Committee that to reduced child poverty in Hartlepool short, medium and long term planning was needed. In addition to this, the provision of full support from all delivery agencies from the statutory, private and third sector was to be pivotal to the success of any activities. Members were pleased to observe that the need for this joined up approach had already been identified by the Council several months ago, with work already underway on the development of a Child Poverty Strategy and Action Plan in advance of information from Government as part of the progress of the Child Poverty Bill. In addition to this the Committee fully supported the Council's decision to sign up to the Child Poverty Pledge on the 25<sup>th</sup> February 2010.
- 9.9 Looking in greater detail at the content of the draft Child Poverty Strategy, Members expressed their full support for the six key objectives to be contained within it, as detailed below:-
- i) Ensure that children that live in poverty are safe;
  - ii) Increase the parental employment rate;
  - iii) Improve skills levels;
  - iv) Increase the benefit take up rate (including in-work and out-of-work benefits);
  - v) Prevent those at risk from falling into poverty; and

- vi) Where it is evident that a family is experiencing poverty take action to mitigate its effect.
- 9.10 The Committee reiterated the importance of collaborative working in reaching the objectives of the strategy and, as such, the need to place great emphasis on obtaining the support of delivery agents from the statutory, private and third sector. On this basis, Members welcomed indications that an extensive consultation process had been undertaken with key partner involvement in the development of an overall town wide action plan, which had recently been updated to reflect information received from the Child Poverty Unit.
- 9.11 As an issue of key importance the Committee acknowledged the importance of maintaining momentum. In doing this, Members were advised and supported the creation of an interim Officer led working group to move forward joint working on child poverty. Members were please to hear that these interim arrangements had been put in place (pending detailed guidance which is expected to accompany the Child Poverty Bill) and agreed with the outcome of discussions so far that whilst eradicating child poverty is a momentus task, significant steps can be made if partners work together to reduce poverty across the town. In achieving this, Members felt very strongly that partners must be involved in the work of the Working Group.
- 9.12 Members received detailed evidence in relation to the specific activities and services provided by the Child and Adult Services Department and Regeneration and Neighbourhoods Department. In considering these services (a summary of which is provided at **Appendix A**) the Committee was impressed to find that:-

Comments on Child and Adult Services Department Services / Activities

- i) The issue of child poverty is tackled through a universal, preventative and targeted approach;
- ii) Whilst arguably all of the Child and Adult Services Department's work has an impact on child poverty, emphasis is placed upon the need to eradicate child poverty as a fundamental aspect of the Children and Young People's Plan;
- iii) Members were particularly interested in those services provided through SureStart Children's Centres relating to money management and the issue of financial inclusion (discussed in greater detail later in the report);
- iv) The promotion of childcare choices and information on affordable childcare including Tax Credits was seen as a key element of the work of The Families Information Service Hartlepool (FISH) by Members The provision of sufficient / affordable / flexible childcare, childminders, out of school and holiday support was also recognised by the Committee as being key to in helping children and young people to enjoy and achieve, whilst also enabling parents to work and train in order to secure economic wellbeing;

- v) Members felt strongly that the issue of *educational attainment* is a pivotal issue in reducing future child poverty levels and essential for all Hartlepool children if they are to go on to lead fulfilling, economically viable lives. The Committee was please to find that:
- Achievement in Hartlepool had improved year on year with 73.5% of Hartlepool students achieving five or more A\* - C grades and 98% of pupils achieving at least one GCSE in summer 2009; and
  - Hartlepool was now 6.4% above the national average with a 22% cumulative improvement over the past four years.
- iv) Members were provided with an understanding of the breadth of after school services and facilities available for children, young people, their families and the local community, Members were very interested to hear about the positive link between these extended services and improved pupil attainment, self-confidence, motivation and attendance and reduced exclusion rates. All of which have a longer term influence on levels of child poverty in the town;
- vi) Members expressed support for the work of the youth service in supporting the personal and social development of young people aged 13-19 years through the provision of information, advice and guidance; promotion of positive activities, empowerment of young people and provision of targeted youth support for the most vulnerable young people in need.
- vii) In considering the activities of the Connexions service, the Committee was supportive of the provision of free, impartial and confidential, information, advice and guidance for young people (aged 13-19 years) and their parents and carers (to help support their children in making good life choices).

Comments on Regeneration and Neighbourhoods Department Services / Activities

- i) Members noted with interest the 26 Working Neighbourhoods Fund (WNF) projects currently being delivered in Hartlepool by partners from the public and voluntary sector, with a number of them being significantly successful in targeting and engaging parents with dependent children who require support to progress into employment or self-employment;
- ii) Members were particularly impressed with the success of the Future Jobs Fund, with indications that in Hartlepool approximately 150 people were being employed through the fund; and
- iii) Members were impressed with the success of the New Futures (previously Building Futures) scheme in engaging with over 400 residents across the Tees Valley since August 2009 (87 of which had moved into employment and 20 registered on to nationally recognised qualifications).

- 9.13 In considering the evidence provided, Members were impressed with the level and variety of services provided by the department, and was of the view that this was a good starting point for the future delivery / development of services to reduce / eradicate child poverty.

### **Delivery of Services through Partner Organisations and Other Voluntary Sector Organisations**

- 9.14 As part of the investigation, the Committee extended invitations to a variety of partner organisations and groups to participate in the process. At its meeting on the 19 March 2010 the Committee welcomed representatives from the Children's Trust, Manor Residents Association and Connected Care.
- 9.15 In considering the evidence provided by each of the groups, around the services they provide, the Committee also explored the group's views in relation to the work being undertaken in Hartlepool around Child Poverty and what else it was felt needed to be done to tackle the issue. During the course of discussions the Committee was particularly impressed with the services provided through Connected Care with over 1,000 people reached each year and over £3/4m in additional benefits raised.
- 9.16 Members were in total agreement that the provision of collaborative working, with the provision of support services based through community organisations, was a fundamental factor in successfully dealing with the child poverty issue. In addition to this, the Committee emphasised the importance of providing advice and guidance on a face to face basis, wherever feasible. This view was reinforced by the success of the additional £30,000 worth of investment in the provision of face to face advice and guidance in raising an additional £750,000 worth of benefits (as referenced in Section 9.15 of the report).
- 9.17 Members were concerned to discover, from the groups in attendance that despite their efforts there continued to be a significant amount of unmet need within the community. Looking at the work undertaken through Connected Care, Members were supportive of its activities being 'rolled out' across the town and the importance of utilising the skills, experience and connections of community groups and organisations across the area. In doing this it was, however, recognised that services need to be adequately resourced in order for them to be effective. Following on from this, whilst Members of the Committee recognised the Council's current budgetary position, emphasis was placed upon the importance of providing preventative services and the need to 'invest to save' to ensure the future eradication of child poverty in Hartlepool.
- 9.18 During the course of discussion it became apparent to the Committee that whilst a wide variety of services are provided, which could be effectively tapped in to, not all organisations were aware of the services provided. In light of this, Members were of the view that a more joined up approach would be beneficial, through the sharing of information, and it was suggested that a

‘mapping’ exercise of services needed to be undertaken to ensure that all organisations are aware of the services available. Attention was also drawn to the importance of community and voluntary sector being able access funding and the role the local authority could play in helping identify grants / funding and the provision of support in completing applications.

- 9.19 In looking at the issue of partnership working, the Committee expressed concern regarding the impact on families of utilities being disconnected and the occurrence of instances where benefit cheques are not cashed. Both of which are indicators of families in need or possible poverty.
- 9.20 Whilst it was noted that there is a responsibility to maintain utility services where families have children under the age of 5 years old, The Committee was surprised to find that there was no requirement to notify the Council or any of its partners when families are disconnected. It was also noted that a route of communication does not exist for the transmission of information where appropriate benefits are not being claimed. In light of this, it was suggested that ways of working with utility providers, benefits agencies and other bodies needed to be explored to facilitate the transmission of information to the Council where families are in need of assistance and at risk of falling in to poverty. It was felt that this could be a positive way of identifying families that need help at the earliest possible opportunity.
- 9.21 The Committee also discussed the capacity of the Council to become involved in schemes for the provision of things such as household items, both new and second hand, at a reasonable cost to residents. Members felt strongly that the provision of services like this through the Council could be a major factor in helping to prevent vulnerable families and individuals from being drawn into high cost finance deals. This was an issue also raised by the Committee during the course of this year’s Budget setting process and one which Members were keen to see explored, with the proviso that there was a business case that would justify any possible initial start up expenditure.

### **The importance of Financial Inclusion in preventing child poverty**

- 9.22 During the course of the investigation continued emphasis had been placed by Members, officers and Portfolio Holders on the impact of debt as a primary contributory factor to child poverty. In light of this, Members at their meeting on the 12 February 2010 received a detailed presentation in relation to the issue of financial inclusion and the role and activities of the Financial Inclusion Partnership (FIP) in helping prevent family / child poverty.
- 9.23 Evidence provided to the Committee, demonstrated the activities of the FIP:-
- i) Financial Inclusion Fund (FIF) Priorities;
  - ii) Increase access to banking, affordable credit and face to face money advice; and
  - iii) The establishment of a Financial Inclusion Task Force and Financial Inclusion Fund.



**9.24 Other information provided showed:-**

- i) A definition of Financial Exclusion as having no assets, no savings, no insurance, no bank account, no affordable credit, no access to money advice;
- ii) 6.1 million families report difficulties meeting debt repayments and household bills;
- iii) A reliance on mail-order catalogues, doorstep and illegal lenders;
- iv) Since 2006 third sector lenders e.g. Credit Unions and Community Development Finance Institutions (CDFI) have made 46,000 low cost loans;
- v) Research shows that the under 40's have lower financial capability; and
- vi) Under 25's more vulnerable when making financial decisions.

**9.25 Members were shocked to discover that:-**

- i) 47% of all households in the Borough have a poor credit rating;
- ii) Hartlepool is in bottom 50 of over 400 local authority areas in UK;
- iii) CAB and West View Advice Resource Centre report 85% of enquiries are money advice/debt related;
- iv) Applications for Debt Relief Orders and bankruptcies are increasing rapidly;
- v) 5 out of 9 households fall into groups described as 'on the breadline', 'credit hungry' or 'elderly deprivation';
- vi) 26% of the population in Hartlepool described as on the breadline households;
  - vii) 13.7% of the population in Hartlepool described as credit hungry families; and
  - viii) 15.2% of the population in Hartlepool described as elderly deprivation families.

**9.26** Members drew particular attention to the need to identify alternative methods of communication to publicise the services available generally and in particular those offered by the Financial Inclusion Partnership. It was suggested by the Committee that an option for this could be to include information on annual council tax envelopes, providing practical examples of price comparisons to assist lenders in making the right choice.

**9.27** Based on the evidence provided, the Committee placed emphasis on the importance of the Council working in partnership with other agencies, with a view to securing capital investment to relieve financial poverty and assist families in need. Members also highlighted the importance of the Financial Inclusion Partnership and were delighted to see that this view was shared by full Council with the identification of additional funding through this year's budget process.

## **10. EVIDENCE FROM PORTFOLIO HOLDERS**

**10.1** As part of the Committee's investigation invitations were extended to the Portfolio Holders with responsibility for the following areas:

- Transport and Neighbourhoods;
  - Regeneration and Economic Development;
  - Culture, Leisure and Tourism;
  - Children's Services; and
  - Adult and Public Health Services.
- 10.2 The Committee, at its meeting on the 13 November 2009, received evidence from the Children's Services Portfolio Holder. The Portfolio Holder drew the Committee's attention to the inclusion of the requirement for the eradication of child poverty as a key part of the Children and Young People's Plan and also the importance of safeguarding services.
- 10.3 The Children's Services Portfolio Holder acknowledged that child poverty levels in Hartlepool remain too high and indicated that this was reflected through the inclusion of child improvement as a key improvement target in the Local Area Agreement. Members were also reminded:-
- i) Of the local authority's success in securing new jobs and raising educational attainment, both of which have a huge effect in helping eradicate child poverty, and the need to continue these activities as a key way forward;
  - ii) That the Children's Services Department will continue to work with schools on raising educational attainment to help improve children and young people's chances in life regardless of their home or social background; and
  - iii) Awareness must be raised of the benefits available to educate people as to when it is appropriate to borrow money and when it was not.
- 10.4 The Committee, at its meeting on the 12 February 2010, received evidence from the Adult and Public Health Portfolio Holder. The Portfolio Holder confirmed that his role was to respond to town wide issues which included deprivation in terms of poverty and health and whilst attention was drawn to the area of deprivation in the Town, Members noted his concerns that poverty exists in more affluent areas as well. The Committee welcomed the Portfolio Holder's support in terms of the need to continue to set and pursue challenging targets for the eradication of child poverty and address the impact of:
- i) Unclaimed benefits;
  - ii) Benefits stigma;
  - iii) Lack of budgeting and cooking skills;
  - iv) Fuel poverty.
- 10.5 The Portfolio Holder placed emphasis on the importance of the local authority in continuing to work in partnership with other sectors to raise awareness and the need for the impact of child / family poverty to be a consideration in all Council decisions (included as a standard item on all Council reports). Attention was also drawn to the need to be aware of the

child poverty issue as part of all and any contract negotiations undertaken by the Council. Members concurred with this view and shared the Portfolio Holder's support for the effectiveness of the activities of 'Connected Care' in the town as a demonstration of what the voluntary sector can do to bridge the gap between individuals and professionals.

- 10.6 The Committee, at its meeting on the 5 February 2010, received evidence from the Mayor and Regeneration and Economic Development Portfolio Holder. Members noted that the issue of child poverty affected nearly every part of the Mayor's role and welcomed an indication that in his role as chair of the Local Strategic Partnership great emphasis is placed upon the need to ensure that all the partner organisations understood their role in tackling child poverty.
- 10.7 The Mayor highlighted the need for child poverty to be a priority for all partners and mirrored views previously expressed by the Committee in relation to the time lag between the implementation of services / improvements and seeing the culmination of a successful outcome in reducing child poverty. The Mayor also highlighted:-
- i) That household income is a major issue in the town, with unemployment an ongoing concern;
  - ii) The positive impact of Surestart in helping address the issue; and
  - iii) Cabinet's commitment to taking consideration of the impact of child poverty in all decision making.
- 10.8 The Committee agreed with the Mayor in that whilst considerable work was being undertaken, there continued to be areas for improvement. Members were encouraged to find that the importance of child poverty had already been recognised through the recent budget consultation and reference was made to the action plan being developed ahead of new government policy (as mentioned earlier in the report). The Mayor also reported that he was to sign the Child Poverty Pledge on behalf of the town on 25 February.
- 10.9 The Mayor indicated that whilst the Financial Inclusion Partnership was doing some excellent work, debt was still a major contributory factor and for many a taboo subject. Members were disappointed to hear that the Council had been lobbying Ministers for three years, to allow local authorities to set up banking and loans schemes with no avail. Despite this, the Committee was supportive of the work being undertaken with people who are in debt with council tax, etc and also the Council's commitment to pay its bills within ten days to assist local businesses.
- 10.10 The Mayor drew attention to the activities of Councillor Hargreaves (Portfolio Holder for Regeneration and Economic Development) as a high profile participant in work around Child Poverty, on a local and regional basis through the Association of North East Councils Child Poverty Task and Finish Group.
- 10.11 Councillor Hargreaves took the opportunity to commend officers from ANEC on their support in carrying out the work of the group and producing

the final report. Members noted that when the task and finish group was set up it was quite evident that given the massive nature of this agenda that work was only going to scratch the surface of the issue.

- 10.12 Through her work with the group, Members were pleased to find that Councillor Hargreaves has seen through many of the studies that Hartlepool is already doing many of the things mentioned. This included the activities of the work of the Credit Union and Members joined with the Portfolio Holder in commending the activities of all of those people in the authority that are dedicated to this task.
- 10.13 Councillor Hargreaves agreed with the Committee in that a considerable amount of work is being undertaken. It was, however, accepted by all that more action is now needed and Councillor Hargreaves indicated that she would like to see the advisory group putting pressure on central government to address this issue in a co-ordinated manner with the finance to support it in the long-term. The Committee fully supported this view.

## **11 HOW CHILD POVERTY IS BEING DEALT WITH REGIONALLY / NATIONALLY**

- 11.1 The Committee as part of its investigation found it beneficial to obtain a clear understanding of the work being undertaken elsewhere in relation to child poverty.

### **Activities undertaken regionally and nationally**

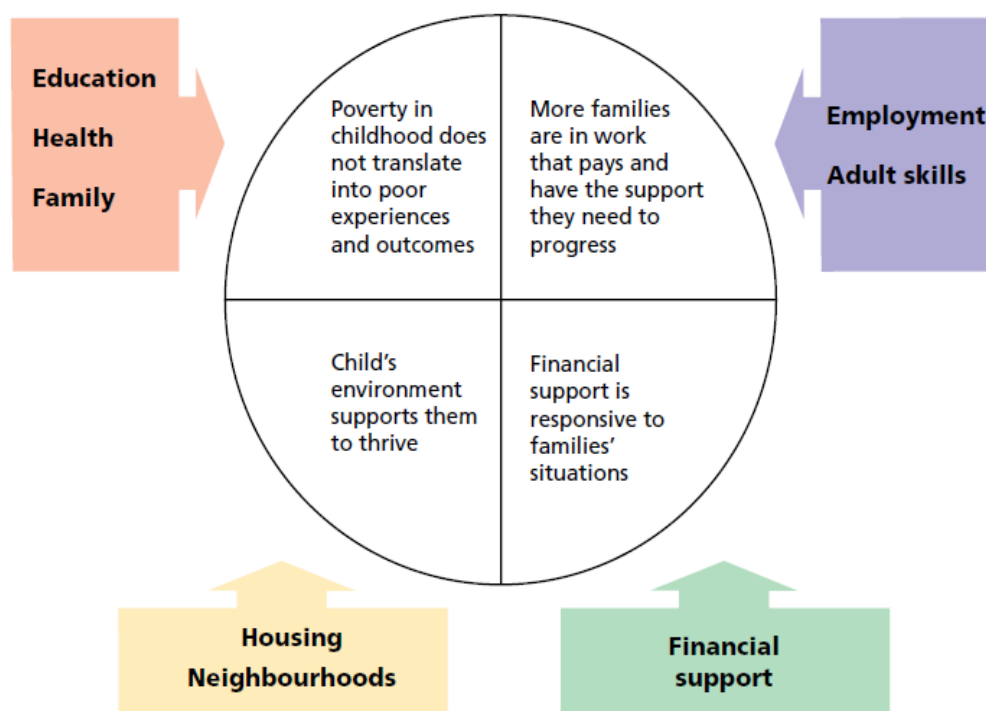
- 11.2 Members at the meeting held on the 5 February 2010 received evidence from the Association of North East Councils (ANEC) and Government Office North East (GONE) outlining their activities in relation to child poverty.
- 11.3 Evidence from **ANEC** drew the Committee's attention to the work of its Tackling Child Poverty Task and Finish Group and Members were delighted to see a Councillor from Hartlepool (Councillor Pamela Hargreaves) as Chair of the body. Members learned that this member led group had in recognition of the breadth of the issue decided to look at an overview of the issue. Members agreed with this approach and in relation to their own investigation agreed that this should just be the start of the process, with more specific areas to be looked at in detail in the coming years.
- 11.4 Members were delighted to find that Hartlepool's Credit Union was one scheme that was seen as an excellent project by ANEC and agreed with the view that in general there are still not enough families on low incomes accessing this type of support. In terms of Hartlepool's work and how it should be taken forward, it was confirmed that ANEC are the lobbying and advisory body which could assist in linking into the work of other authorities to share best practice.
- 11.5 Taking into consideration the comment of the Chair of the ANEC Child Poverty Task and Finish Group (Councillor Hargreaves), the Committee

recognised the value of looking in greater detail at the recommendations of the group. To facilitate this, Members received details of how the recommendations of the group were being progressed locally, as outlined in **Appendix B**. In considering the recommendations, the Committee concluded that the outcomes were critically important and as such supported their being taken on board by the local authority.

### Evidence of Good Practice

- 11.6 Members were pleased to hear that Councils are starting to tackle this issue 'head-on' and agreed that there needed to be support nationally, i.e. perhaps Government legislation limiting interest rates that could be legally charged by loans and other companies, to help those on low incomes.
- 11.7 Evidence from the **Government Office North East (GONE)** highlighted the need for local authorities and partner organisations to produce Needs Assessments and Strategies and as an example of good practice drew attention to work in Newcastle City Council as a Beacon Authority. Attention was also drawn to **Table 3** below, which clearly demonstrates the building blocks for the eradication of child poverty.

Table 3 (Source - GONE)



- 11.8 In exploring 'good practice' a number of members attended a Beacon Open Day hosted by Newcastle Council, on the 26 January 2010. During the event, the following workshops were attended.

- i) Insight into One Newcastle Parent's Journey From Inactivity to Employment;

- ii) Tackling Fuel Poverty: Newcastle City Council and Newcastle Warm Zone;
- iii) Raising Parental Aspirations through Sure Start Children's Centres.
- iv) How Can We Help to Stop the Year On Year Rise in Childhood Obesity and Help Our Communities Have Fun on the Journey?
- v) Income Maximisation for Children and Their Families Including Benefit and Tax Credit Take Up;
- vi) The Family As A Learning Environment: Newcastle Family Learning's Contribution to Promoting A Culture of Aspiration and Economic Wellbeing in Families; and
- vii) The Role of Community Entrepreneurs in Developing Pathways out of Poverty: Exploring the Approach of the Tyne Gateway project.

11.9 Members noted with interest that during the course of the day it was evident that the key lesson to be learned from the experiences of Newcastle Council was the need for a strategic approach to the reduction of child poverty, to be driven by the Council and Local Strategic Partnership with resources being targeted for the most vulnerable groups and deprived areas. Members supported this view and were pleased to be able to conclude, as already indicated by the Portfolio Holder that many of the examples of good practice in place in Newcastle had already been tried or were already in place in Hartlepool. As such there were not specific examples of good practice that could be suggested for further exploration.

11.10 In addition to attendance at the Beacon Day, in exploring good practice, the Chair of the Committee also attended two seminars to identify possible further improvements to the already exceptional financial inclusion services already on offer in the town. These seminars were 'Helping Communities Deal with Debt: Understanding Money and Tackling Credit Problems' and the Northern Money Conference 2010 – Finance for All.

11.11 Paragraph to be added following the Scrutiny Co-ordinating Committee meeting on the 23 March 2010.

## 12 CONCLUSIONS

12.1 The Scrutiny Co-ordinating Committee concluded:-

- a) That the absence of a single clear definition of child poverty, against which success (or otherwise) in dealing with the issue across sectors can be measured, is a real concern;
- b) That partners should be involved in all aspects of the work of the Child Poverty Working Group it its, if in turn the Council's activities are to be successful;
- c) That it is recognised that there are no 'quick fix' solutions and that it may be many years before the impact of improved outcomes for today's children is seen in relation to child poverty figures across the town;

- d) That a wide variety of services are provided which could be effectively tapped into to help deal with the issue of child poverty, however, not all organisations were aware of the services provided. In light of this, a 'mapping' exercise of services is need to ensure that all organisations are aware of the services available;
- e) That given ANEC's role as the lobbying and advisory body in relation to this issue, the Council should utilise the skills and knowledge it has to assist in linking into the work of other authorities to share best practice;
- f) That the roll out of the work of Connected Care across the town should be supported with the proviso that the service is adequately resources in order to ensure its continued effectiveness;
- g) That given the importance of community and voluntary sector being able access funding emphasis needs to be placed upon the role of the local authority in helping identify grants / funding and the provision of support in completing applications.
- h) That ways of working with utility providers, benefits agencies and other bodies needs to be explored to facilitate the transmission of information to the Council where families are in need of assistance and at risk of falling in to poverty;
- i) That the capacity of the Council to become involved in schemes for the provision of things such as household items, both new and second hand, at a reasonable cost to residents should be explored as a means of helping prevent vulnerable families and individuals from being drawn into high cost finance deals;
- j) That whilst Members of the Committee recognised the Council's current budgetary position, emphasis needs to be placed upon the importance of providing preventative services and the need to 'invest to save' to ensure the future eradication of child poverty in Hartlepool;
- k) That updates be presented to Scrutiny on the activities of the Child Poverty Working Group at regular intervals;
- l) That emphasis must be placed upon the importance of the local authority in continuing to work in partnership with other sectors to raise awareness;
- m) That in ensuring that the impact of child / family poverty is reflected in all aspects of the Council's decisions and work:
  - reference to 'child poverty' be included as a standard item on all Council reports; and
  - a review of the Commissioning of Services should be undertaken to ensure that 'child poverty' is considered as a separate clause within any contract.

- n) That the recommendations of the ANEC Child Poverty Task and Finish Group be supported and taken forward wherever possible; and
- o) That given the breadth of the child poverty issue, this investigation should be viewed as a starting point with more specific areas to be looked at in greater detail by Scrutiny over the coming years.

### 13. RECOMMENDATIONS

13.1 The Scrutiny Co-ordinating Committee has taken evidence from a range of sources to assist in the formulation of a balanced range of recommendations. The Committee's key recommendations to the Cabinet are as outlined below:

- a) That a 'mapping' exercise of services be undertaken to ensure that all organisations are aware of the services available;
- b) That given ANEC's role as the lobbying and advisory body in relation to this issue, the Council should utilise the skills and knowledge it has to assist in linking into the work of other authorities to share best practice;
- c) That ways of working with utility providers, benefits agencies and other bodies be explored to facilitate the transmission of information to the Council where families are in need of assistance and at risk of falling in to poverty;
- d) That the capacity of the Council to become involved in schemes for the provision of things such as household items, both new and second hand, at a reasonable cost to residents should be explored as a means of helping prevent vulnerable families and individuals from being drawn into high cost finance deals;
- e) That updates be presented to Scrutiny on progress in tackling child poverty at regular intervals;
- f) That in ensuring that the impact of child / family poverty is reflected in all aspects of the Council's decisions and work:
  - reference to 'child poverty' be included as a standard item on all Council reports; and
  - a review of the Commissioning of Services should be undertaken to ensure that 'child poverty' is considered as a separate clause within any contract.
- g) That the recommendations of the ANEC Child Poverty Task and Finish Group be supported and taken forward wherever possible.



## **14. ACKNOWLEDGEMENTS**

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

Hartlepool Borough Council:-

Kelly Moss, Children's Trust Manager  
Sue Johnson, Assistant Director (Planning and Service Integration)  
John Lovatt, Acting Assistant Director (Operations)  
Jeff Mason, Head of Support Services  
Antony Steinberg, Economic Development Manager  
Patrick Wilson, Employment Development Officer  
Carole Jones, Financial Inclusion Partnership

External Representatives:-

Angie Wilcox, Manor Residents Association  
Kevin McAuley and Peter Carroll, Connected Care  
Louise Wallace, NHS Hartlepool

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

## **APRIL 2010**

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## **BACKGROUND PAPERS**

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

- (a) HM Treasury (2004) *Child Poverty Review*, July
- (b) Department for Work and Pensions (2009) *Child Poverty*, Available from: <http://www.dwp.gov.uk/policy/child-poverty> (Accessed 13 August 2009)
- (c) Child Poverty Action Group (October 2008) *Child Poverty: The Stats - Analysis of the Latest Poverty Statistics*, Available from:

- [http://www.cpag.org.uk/info/briefings\\_policy/CPAG\\_poverty\\_the\\_stats\\_1008.pdf](http://www.cpag.org.uk/info/briefings_policy/CPAG_poverty_the_stats_1008.pdf)  
(Accessed 14 August 2009)
- (d) Communities and Local Government (2009) *Local Priorities Web site*, Available from:  
<http://www.localpriorities.communities.gov.uk/NIResults.aspx?NIRef=NI%20116>  
(Accessed 14 August 2009)
- (e) Child Poverty Bill 2008-09 (June 2009), Available from:  
[http://www.publications.parliament.uk/pa/cm200809/cmbills/112/en/09112x-.htm#index\\_link\\_1](http://www.publications.parliament.uk/pa/cm200809/cmbills/112/en/09112x-.htm#index_link_1) (Accessed 14 August 2009)
- (f) Department for Work and Pensions (March 2008), *Ending Child Poverty: Everybody's Business*, Available from: [http://www.hm-treasury.gov.uk/d/bud08\\_childpoverty\\_1310.pdf](http://www.hm-treasury.gov.uk/d/bud08_childpoverty_1310.pdf) (Accessed 14 August 2009)
- (g) Department for Work and Pensions (December 2003) *Measuring Child Poverty*, Available from: <http://www.dwp.gov.uk/docs/final-conclusions.pdf> (Accessed 14 August 2009)
- (h) Department for Work and Pensions (2009) *Child Poverty*, Available from: <http://www.dwp.gov.uk/policy/child-poverty> (Accessed 13 August 2009)
- (i) Hartlepool Borough Council (2008), *Sustainable Communities Strategy*
- (j) Her Majesty Revenue and Customs, *Annual Report 2008-09*.
- (k) Tees Valley Joint Strategy Unit (2009), various statistics
- (l) Trade Union Congress (2007), *Cutting the Costs of Child Poverty*
- (m) Joseph Rowntree Foundation, Donald Hirsch (October 2008), *Estimating the costs of child poverty*.
- (n) Child Poverty Unit (2009), *Ending Child Poverty: making it happen*.

### Child and Adult Services Department Activities

The Committee received detailed information in relation to the following activities:-

- i) *SureStart Children's Centres*. In discussing the services provided, Members were impressed with the wide range of tailor made advice and support activities provided for parents, carers and their families and expressed support for the level of collaborative working undertaken through the centres.
- ii) *The Families Information Service Hartlepool (FISH)*. A key element of the work of this body was the promotion of childcare choices and information on affordable childcare including Tax Credits. The provision of sufficient / affordable / flexible childcare, childminders, out of school and holiday support were as key to in helping children and young people to enjoy and achieve, whilst also enabling parents to work and train in order to secure economic wellbeing.
- iii) *Educational Activities – Educational Attainment*. Achievement in Hartlepool had improved year on year with 73.5% of Hartlepool students achieving five or more A\* - C grades and 98% of pupils achieving at least one GCSE in summer 2009. Hartlepool was now 6.4% above the national average with a 22% cumulative improvement over the past four years.
- iv) *Educational Activities – After School Provision*. After school services and facilities are available for children, young people, their families and the local community.
- v) *Youth Services*. Youth service provide support for the personal and social development of young people aged 13-19 years through the provision of information, advice and guidance; promotion of positive activities, empowerment of young people and provision of targeted youth support for the most vulnerable young people in need.
- vi) *Connexions*. In considering the activities of the Connexions service, the Committee was supportive of the provision of free, impartial and confidential, information, advice and guidance for young people (aged 13-19 year) and their parents and carers (to help support their children in making good life choices).

In addition to the services / activities outlined above, Members were interested to find that a wide range of other important services are provided by the Child and Adult Services Department that have an impact on reducing child poverty. These included:-

- vii) The 'team around the primary school' and 'team around the secondary school' - established to ensure early identification of children and families with a range of additional needs and ensure they receive co-ordinated support.
- viii) Aiming High for Disabled Children - a project to support improved short break opportunities for children with disabilities. As this is a group of children at particular risk of being in poverty the aim of the project is to ensure that universal services are accessible to these children and their parents.

- ix) Inclusion of children with special educational needs (SEN) – as a group at risk of poorer outcomes in adult life, working in partnership with schools a strong policy for inclusive education has been developed and children in Hartlepool with SEN are achieving well when compared to national figures. (The gap between children with special needs and those without special needs at the end of primary school was 43% in Hartlepool compared to 51% nationally, (as measured by Key stage 4 tests for English and maths combined in 2008). The gap between pupils with special needs and those without at the end of secondary schooling was 41% compared to 45.6% nationally (as measured by 5 grades A\* - C at GCSE in 2008)).
- x) The Leaving Care Team - Based in the same building as the Connexions service, strengthening the support for care leavers to ensure they have the best possible opportunity to achieve economic well being as they move to independence. In addition to this, a supported lodgings scheme is in the process of being developed to support the accommodation needs of vulnerable young people.
- xi) The Healthy Schools Standard has been promoted in Hartlepool schools and 100% are engaged. Initiatives have included engagement with parents. Improved child health supports good school attendance and improved adult health will help people remain in employment.

#### Regeneration and Neighbourhoods Department Specific Activities

The Committee received evidence on the following array of activities and services led by the Regeneration and Neighbourhoods Department's Economic Development Service:-

- i) *The Working Neighbourhood Funding (WNF)* – Funded as part of the Government's determination to break the cycle between worklessness and lack of economic growth and regenerate in some of the country's most deprived areas, a total of £15,469,646 of WNF has been allocated over the three year period (2008 – 2011). There are currently 26 WNF projects (under the Jobs & the Economy Theme) being delivered in Hartlepool by partners from the public and voluntary sector, with a number of them being significantly successful in targeting and engaging parents with dependent children who require support to progress into employment or self-employment.
- (g) *Hartlepool Working Solutions* – Offers a range of employment related activities that facilitate a joined up approach to service delivery in the NRS area. Hartlepool Working Solutions has seven separate elements:
  - Targeted Training;
  - Women's Opportunities;
  - Jobs Build;
  - Work Route (ILM);
  - Enhancing Employability;

- Progression to Work; and
  - Work Smart.
- (h) *The Opportunities Programme* – Project designed to prepare local residents who are thinking about returning to work and who are on IB, ESA or Job Seekers Allowance (JSA). The main target group are residents who have already been referred from Jobcentre Plus to a Condition Management Programme (CMP).
- (i) *Hartlepool Works* – This is Hartlepool's Employment and Skills Consortium with a current membership of over 40 employment and training providers from the public, private and voluntary sector. The network is made up of organisations that help residents to access employment and training opportunities. Hartlepool Works and Jobsmart is managed by Hartlepool Borough Council who provides an overarching management role.
- (j) *Connect2Work* - A pilot project established in 2007, in partnership with Connexions, which offers pre-employment programmes and ILM placements to young people aged 18 to 24 years who have been long term unemployed (with particular focus on lone parents and care leavers). Dedicated C2W Advisers engage with the individual and where appropriate the family to raise aspirations and encourage positive peer pressure, with the aim of moving the whole family unit into employment.
- (k) *Community Justice Project* - The Community Justice Court and Innovation project is being developed, in partnership with Economic Development, to deliver offender focused problem solving for those attending court hearings.
- (l) *Employer Gateway and Tall Ships Race 2010* - Following the announcement that Hartlepool would host the Tall Ships Race in 2010, which will attract an estimated 1 million visitors over a four day period. The Passionate About Skills Working Group and The Tall Ships Group were amalgamated in 2008 to review local labour market issues and skills requirements of the Hospitality, Tourism and Retail sector and to identify the emerging volunteering, employment and training opportunities for residents through the event and major regeneration programmes relevant to the sector.
- (m) *Future Jobs Fund* - This project will work in partnership with the public, private and third sector to create jobs within identified future growth sectors including Hospitality and Tourism, Renewable Energy, Health and Social Care and Green Jobs. The project is set to create 720 extra jobs with 75% of these jobs sustained beyond the initial six month period. £4,680,000 of FJF was requested with £1,530,116 additional funding matched. Initially the Department for Work and Pensions (DWP) has contracted with the Council for 500 starts over the period of October 2009 to 31 March 2010, with an additional 220 starts to be re-negotiated shortly. Members were particularly impressed with the success of the project, with indications that in Hartlepool approximately 150 people were being employed through the FJF.

- (n) *New Futures (previously Building Futures)* - This partnership between the five local authorities within the Tees Valley area has secured Single Programme Funding for two years and has been re-designed to develop ILMs and apprenticeships in potential growth areas, such as the Chemicals Industry. Members were impressed with the schemes success in engaging with over 400 residents across the Tees Valley since August 2009. Of these, 87 individuals have moved into employment and 20 registered on to nationally recognised qualifications.
  
- (o) *The Construction Employer Integrator (CEI) Project* - Using a forecasting model to provide the number and types of jobs individual projects will create (identifying where there will be skills gaps and job opportunities) the partnership will respond to the employers demand by delivering sector specific training programmes that will lead to pathways to sector specific employment opportunities. This forecasting model is highly successful and is being rolled out to other sectors.
  
- (p) *Regional Improvement & Efficiency Partnership / Local Authorities (LA)* - Economic Development is working with the above to develop and promote LA procurement and planning processes to include targeted recruitment and training for local residents and business supply side activity. Linking to supply side activity of New Futures and also developing process in planning for new hospital development for Tees Valley (Wynyard) and the Building Schools for the Future (BSF) projects in Hartlepool.
  
- (q) *The Going Forward Project* - A partnership between Hartlepool Borough Council Children's Services, Economic Development Department and the Connexions Service. It is a European Social Fund / Learning and Skills Council Co-financed project, managed by Tees Valley Works who lead on all contractual matters relating to project delivery.
  
- (r) *Core Services for Local Businesses* – The Economic Development Hartlepool Enterprise Team provides core services for local businesses that create significant employment and training opportunities for the residents of Hartlepool.
  
- (s) *Support for Businesses in the Recession* - Additional services and resources have been made available to support local businesses affected by the recession.
  
- (t) *Support for New Start Up Businesses and Enterprise Initiatives* - Hartlepool continues to develop its support to new start up businesses and enterprise initiatives through a number of interventions which will improve the self-employment rate. This includes the WNF project 'Incubation System and Business Skills.

- (u) *Future Employment Opportunities linked to Major Regeneration Programmes* - Economic Development has details of inward investment projects and regeneration initiatives and are actively involved in developing and implementing local labour and business planning agreements with key businesses and developers. This information has been utilised to plan with partners and employers jobs that could be created and the training required to meet the skills demands and future sustainable job opportunities.
- (v) *Effectiveness of the Economic Development Activities* - The effectiveness of the programmes identified is supported by the results between the period 2008/09 with over 1,661 businesses being assisted, 132 business start ups, 1,123 residents accessing training and 942 supported into employment. Alongside this the Department continues to lead on Hartlepool Enterprise Centre and Queens Meadow Business Park which are fully operational with waiting lists on both properties and The Longhill and Sandgate Business Improvement District which is fully established and continues to operate successfully.
- (w) *Flexible New Deal* - The FJF coincides with the Flexible New Deal programme which commenced in October 2009 and will provide intensive support for adults who have reached the 12 months stage of unemployment. A4E and Working Links are the prime providers for FND in Hartlepool and Economic Development has been working closely with both organisations to ensure that this new provision adds value to existing activities.
- (x) *Young Persons Guarantee* - The 2009 Budget announced the Young Person's Guarantee. This guarantees all 18 to 24 year olds who are coming towards the 12 month stage of their claim to Jobseeker's Allowance (JSA).

<div> <div>APPENDIX B</div> <div>Progress / Activities against the Recommendations of the (ANEC) 'Tackling Child Poverty' Task and Finish Group Report</div> </div>	
Recommendation	Action(s) Taken / Being Taken in Hartlepool
<p><b>Recommendation 1:</b> That Government instigates a whole scale review of the tax credit and benefits system with the aim of making the system simpler. This would encourage take-up of entitlements and more closely fit with the overall strategy for helping people off benefits and into work and in turn help to create a culture of work as the norm for the region's children. The review should build into the benefits system more incentives to take up work, e.g. around tapering of the reduction in benefit payments to ensure personal incomes rise with paid employment; moves towards a single form for accessing all benefits, with information shared across benefits 'providers'; and become more flexible to respond to families' changing circumstances, e.g. irregular earnings from jobs, so that a stable (but low) income from benefits is not seen as more attractive to families than working. We would welcome the opportunity to work with Government to identify a suitable North East location to pilot new approaches.</p>	<p>FISH has undertaken work to promote the take up of tax credits and Hartlepool has one of the higher rates of take up in the region (2004-05 13.46%, 14.97% 2005-06, and 16.86% 2006-07). This is still a low rate of take up and reflects the concerns and difficulties families have about the system, therefore a review and simplification of the system would be welcomed. A review and simplification of the system would be welcomed.</p> <p>A group consisting of representation from the HBC benefits team and West View Advice and Resource Centre visited the Liverpool Benefits Service on 23 February. The benefits service in Liverpool (which is managed by Liverpool Direct Ltd) has developed a strategy for benefit maximisation and take-up. Rather than treating these activities as an additional or added value the benefits service is delivering an integrated service where benefit maximisation and take-up are embedded into service delivery. The result is that customers only have to provide financial information once to access their entitlement to all benefits and tax credits, vulnerable and under-claiming groups are being identified and targeted. The strategy includes seven key areas:</p> <ul style="list-style-type: none"> <li>- The Benefits Maximisation Service;</li> <li>- Maximising opportunities for customers to access benefits advice;</li> <li>- Maximising customer access to 'self service' benefit information;</li> <li>- Maximising customer access to assisted benefit information;</li> <li>- Integrating and joining up services to prevent duplication;</li> <li>- Making claims quicker and easier for customers; and</li> <li>- Utilising Benefit Service customer data to identify and target areas for benefit take-up.</li> </ul> <p>Following the fact finding visit the group will meet shortly with John Morton to discuss their observations, review software options, case work management and the effectiveness of the city centre one stop shop in engaging clients and consider possible options for a similar approach in Hartlepool. This will</p>



	<p>include issues around potential cost, staff requirements, training, software etc.</p> <p>Hartlepool HBC is already piloting the inclusion of School meals costs/entitlement when calculating Housing Benefit entitlement.</p> <p>HBC Community Engagement Officer actively promotes the availability of Council Tax Special Reductions/ discounts for mentally impaired and disabled people and those with caring responsibilities.</p> <p>The Benefits and Revenues team work very closely to ensure outreach at other local events and partner initiatives are attended. Officers are available for home visits upon request which includes a benefits claims service.</p> <p>The HFIP Money Matters Road Shows focus on benefit maximisation information, advice and guidance to encourage potential benefit recipients to claim all available benefits in addition to signposting individuals to sources of free face to face money advice and access to affordable credit.</p>
<p><b>Recommendation 2:</b> That Children's Trust be asked to consider a regional approach to increasing the capacity of front-line staff (including voluntary and community sector staff and volunteers) to help increase benefit entitlement take up.</p>	<p>The development of a straightforward training programme for front line staff which could be delivered across the Children's Workforce would be welcomed and will be linked to the commissioning of welfare rights services.</p>

<p><b>Recommendation 3:</b></p> <p>(a) That councils, through LSPs, the Regional Welfare Rights Managers' Network and partners including Jobcentre Plus, instigate a range of practical take-up campaigns and initiatives including consideration of installing a free to use telephone in certain locations for potential claimants to access benefits, removing the barrier of the cost of phone calls to apply, and the availability of space for welfare rights staff to confidentially discuss benefits issues with potential claimants.</p> <p>(b) That the DWP be encouraged to implement the Government's Social Security Advisory Committee guidance to adopt the '03' telephone code for all enquiries for its benefits as a way of removing cost of calls as a barrier.</p>	<p>(a) No update available at this time.</p> <p>(b) Does not require local action.</p>
<p><b>Recommendation 4:</b> That the Child Poverty Unit be asked to co-ordinate, across Government Departments, publicity campaigns around benefits (take – up and anti-fraud) to minimise stigma, under the 'Real Help Now' banner.</p>	<p>Query with the Child Poverty Unit. Awaiting response.</p>
<p><b>Recommendation 5:</b> That the region's Institute for Local Governance and Centre for Translational Research in Public Health be asked to liaise to ensure that research is carried out into the health (and other) gains of increased welfare benefits take-up amongst children and families in poverty.</p>	<p>No update available at this time.</p>
<p><b>Recommendation 6:</b> That the region's Children's Trusts examine the take-up of services through Children's Centres to see if they are delivering benefits to those most in need, and if not, seek to identify and overcome the barriers to achieving this policy objectives.</p>	<p>A data base has been established in Hartlepool's children's centres to monitor activity and take up of services. An outreach programme has been established to ensure services can be accessed by the most disadvantaged. Midwifery and Health Visiting provision to be delivered from Children's Centres.</p>

<p><b>Recommendation 7:</b> That discussions are held with the new Tenant Services Authority aimed at stabilising the housing market, especially in the private rented sector, to minimise the impact upheaval of families through loss of accommodation has on the future prospects (loss of social networks, school friends, disruption to education etc) of the family and child. It is realised that the TSA will not take responsibility for the private rented sector immediately but early discussion on quality standards and joint working with other providers would be beneficial if property and management thresholds are to be improved.</p>	<p>Does not require local action.</p>
<p><b>Recommendation 8:</b></p> <p>(a) That, given the recent publication of the One North East research into affordable credit, local authorities, through the Association and the Financial Inclusion Champions, work in partnership with DWP on a co-ordinated response to the research recommendations.</p> <p>(b) That, in terms of the sustainability of existing credit unions, council staff and councillors be encouraged to join and make regular payments to their local credit union and that council's use their community leadership role, through LSPs to encourage other partner agencies to do likewise.</p> <p>(c) That the Association and Child Poverty Coalition jointly work on a campaign to lobby Government for changes to improve the regulation of lending including provision of access to low interest consolidation loans to reduce debt levels, tackle extortionately high rates of interest and loan sharking.</p>	<p>(a) Yes both myself via HFIP responsibilities and John are in regular contact with DWP Champions and other partners to provide a co-ordinated approach to issues. The relationships have been established for a number of years.</p> <p>(b) Credit Union membership has been promoted through staff wage slip messages and it is intended to explore the potential for direct deductions from payroll to encourage staff to join the credit union. Other employers in the locality will be approached to encourage their staff to join the credit union and promote the advantages of membership. There is potential for growth and a co-ordinated approach will be planned as will the opportunity to develop FIN mentoring to local HR professionals within businesses and the LA. It would of course be beneficial if the LSP would lend its support to any proposed initiative as this would ensure buy-in across all themed areas. Voluntary and Third Sector organisations already engage with the credit union but this will require further work if we are to reach all potential beneficiaries. This work would currently fit with that of the HFIP Development Officer.</p> <p>(c) The HFIP has established an excellent reputation for raising awareness of issues and lobbying for change in banking and other bad financial practices eg Loan Sharks, doorstep lenders, increasing access to affordable credit via DWP contracts with the credit union and working very closely with trading standards and the regional illegal money lending team. The HFIP is leading the way by piloting a loan shark sticker campaign which has the potential to roll out nationally. Through</p>

	our partnership with West View Advice & Resource Centre and CAB we are well informed about legislative changes and issues around DR Orders etc. While this does not require local action the HFIP believes that it is important to lead, promote and engage with residents and their representatives to ensure that all available information and guidance is readily available to them to ensure that they can avoid predatory lenders and where possible increase personal financial capability.
<b>Recommendation 9:</b> That One North East and local authorities clearly set out and communicate the economic case for promoting credit unions, in recognition of the large sums of money being drained from local economies to fund expensive (and sometimes illegal) loans- a practice referred to as 'welfare benefit leakage'.	Yes the LSP and the Economic Forum – HFIP has membership on this group – has been made very aware of the correlation between Child Poverty/FIN and economic growth. HFIP have made several presentations to both groups about the underpinning issues related to the leaky bucket syndrome and lost money to the local economy due to poor financial practices and poor resident financial capability, home budgeting and reliance on welfare benefits. In addition HFIP & CU have presented conferences for residents and local decision makers to raise awareness of the personal/economical consequence of over-indebtedness, welfare benefit reliance, child poverty and financial exclusion. The Local Authority is very supportive of the CU in terms of financial support and promotion.
<b>Recommendation 10:</b>  (a) That a basket of indicators covering the causes and effects of child poverty be used voluntarily by local authorities and partners in their reviews of their sustainable community strategy and LAA, as part of their approach to CAA and in response to forthcoming child poverty legislation.  (b) That all 12 authorities be encouraged to include in their Corporate Self Assessment, their progress and challenges for eradicating child poverty as it relates to their Sustainable community Strategy and Local Area Agreement targets.	(a) A child poverty score card is being developed to start a process of outcomes based accountability to engage partners in addressing issues of child poverty and so to make an impact on levels of poverty. This will incorporate a range of indicators that are felt to be most pertinent to the local situation.  (b) A child poverty strategy and action plan has been drafted for Hartlepool and a report will be going to Cabinet to establish governance processes and ensure a strong link to the LSP.

<p><b>Recommendation 11:</b> That a NE Child Poverty Pledge be developed based on key actions identified through the Task &amp; Finish Group and that regional child poverty-related voluntary and community sector agencies be centrally involved in this work. Barnardo's in the North East has agreed to take a lead role in this work by co-ordinating input from other voluntary and community sector agencies in this regard. It is further recommended that the Child Poverty Coalition be asked to monitor progress towards meeting pledge actions.</p>	<p>Hartlepool already has a local pledge with sign up from major stakeholders.</p>
<p><b>Recommendation 12:</b> That the Child Poverty Coalition be asked to consider parental skills within the context of tackling child poverty.</p>	<p>Hartlepool has a parenting strategy and pledge. A range of parenting courses/support is in place. This has been designed to provide a continuum from universal to specialist to reduce the stigma that might be associated with attending a targeted/specialist programme.</p>
<p><b>Recommendation 13:</b> That PCT's World Class Commissioning framework in the region is developed to ensure commissioning in all localities targets outcomes around child health and health inequalities, thus ensuring services are further targeted to areas and communities in greatest need.</p>	<p>It is through the Tees PCTs World Class Commissioning Strategy that targets and plans agreed. Actions already in place through this strategy include targets for teenage pregnancy, breastfeeding, childhood obesity, increased immunisation and vaccinations, smoking in pregnancy, smoking across the whole population.</p> <p>The Healthy Child draft service specifications which will support the commissioning of community services during 2010/11 clearly state the requirement of providers to contribute to the child poverty agenda and health improvement outcomes.</p>
<p><b>Recommendation 14:</b> That the Early Life Regional Advisory Group to the Better Health, Fairer Health Strategy continues to priorities effective approaches to increasing the take-up of breast-feeding.</p>	<p>A breast-feeding strategy has been developed and a breast-feeding co-ordinator has been appointed. There is vigorous activity in place linking Health and Children's Centre resources to address the issue of low rates of breast-feeding in Hartlepool.</p>

<p><b>Recommendations 15:</b></p> <p>(a) That the extended hours initiative for health services be further developed, especially for FP and dental services, to ensure they are timely and responsive to local circumstances, e.g., local labour market patterns in one locality which may require a different pattern of access to services in other localities.</p> <p>(b) That, given the high priority given to tackling smoking and excess alcohol consumption through the region's LAAs, the Fresh and Balance regional offices should continue to produce targeted campaigns with a particular focus on reducing tobacco and alcohol use amongst young people, especially smoking during pregnancy.</p> <p>(c) That action to implement "Aiming High for Disabled Children" is taken by PCT's and local authorities to support breaks and respite for parents and carers of disabled children, but also to support parents/carers' routes</p>	<p>(a) Query raised by Joan with Ali Wilson regarding the feasibility and affordability of further developing extended hours in primary care. We already have full sign up from our GPs for extended hours which matches the funding we have available. We have also invested in a walk in health centre offering services from 8-8pm so I am not sure that we could direct any further resource at this at this time. As far as dental provision is concerned – again we are fully meeting our NHS requirements although we are working with dentists to ensure that care is of the highest quality and that more people have access to NHS dental care. (We already have very limited private provision in the town.) May be worth noting that we have invested significantly in 'community dental services' which provide more specialist care to people (mostly children and young people) through the provision of fantastic new premises within One Life Hartlepool on Park Road..</p> <p>(b) Smoking cessation in pregnancy is addressed via Health and Children's Centre initiatives. Hartlepool has the second best performing smoking cessation services in the country and therefore these services will continue to target smokers to offer support, this included an incentive scheme to support women to stop smoking in pregnancy.</p> <p>Whilst Hartlepool has a red flag in its CAA for alcohol, further work is being targeted on developing the alcohol harm reduction strategy.</p> <p>Operation stay safe has been implemented to identify young people at risk on Friday nights. Additional youth activities on Friday and Saturday nights have been commissioned via the youth service with significant input from young people.</p> <p>(c) A local implementation plan has been agreed with the region (TDC) and is being implemented.</p> <p>Aiming High in Hartlepool is being developed with a clear objective of building in sustainability so that universal services can meet the needs of all children.</p>
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<p>back into training and employment for more sustainable routes out of child and family poverty.</p> <p>(d) That the provision of ante- and post-natal care and initiatives is reviewed by PCT's to examine if the supply of skills in this area of care to link with strategies for raising aspirations and employment and training opportunities, especially for people in low income households.</p> <p>(e) That each PCT sets out specific priorities, actions and targets in relation to local health inequalities in Children and Young People's Plans and that progress towards clearer strategic action in the new plans from 2011 is clearly mapped out.</p>	<p>(d) A workforce development strategy is being developed across the Tees PCTs.</p> <p>(e) A Teeswide PCT child health strategy has been developed, it links to the priorities of the CYPs and JSNA.</p>
<p><b>Recommendation 16:</b> That the HCA and local government continue to share their experience and expertise around local labour or social causes to maximise the impact capital investment in housing can have on up-skilling local people and tackling worklessness.</p>	<p>Following the Children's Trust Development Day, Public Health priorities will be key within the Children and Young People's Plan as they currently are by 2011.</p> <p>In relation to local initiatives, Hartlepool has always been good at investing in fuel poverty initiatives. In addition to this, presentations on the issue to the Children's Trust Board and Cabinet have resulted in the identification of additional investment.</p>
<p><b>Recommendation 17:</b></p> <p>(a) That the HCA continues to work closely with local authorities and housing partners, as part of its approach to the development of its 10-15 year investment strategies and three year plans that help to alleviate aspects of child poverty, e.g., around decent and zero carbon homes, thus ensuring that strategic decisions are taken with child and family poverty in mind.</p> <p>(b) That as a follow up to the current decent homes standard, councils should encourage a follow up to the programme that considers future investment in the existing housing stock (i.e. more than 90% of the current housing stock in the UK) to make them more 'liveable' and cheaper to run.</p>	<p>No update available at this time.</p>