

CABINET AGENDA



Monday, 6 December 2010

at 9.15 am

in Committee Room B, Civic Centre, Hartlepool

MEMBERS: CABINET:

The Mayor, Stuart Drummond

Councillors Brash, Hall, Hargreaves, Hill, Jackson, Payne and H Thompson

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

To receive the Record of Decision in respect of the meeting held on 29 November 2010 (previously circulated)

4. BUDGET AND POLICY FRAMEWORK

No items

5. KEY DECISIONS

- 5.1 Local Enterprise Partnerships, Tees Valley Economic Regeneration Investment Plan and Regional Growth Fund Update – *Assistant Director (Regeneration and Neighbourhoods)*
- 5.2 Building Control Tees Valley Joint Service Consideration – *Director of Regeneration and Neighbourhoods*

- 5.3 PV Retrofit Proposal – *Director of Regeneration and Neighbourhoods*
- 5.4 Business Transformation – Housing Service Delivery Option Report – *Director of Regeneration and Neighbourhoods*
- 5.5 Business Transformation – Public Protection Service Delivery Option Report – *Director of Regeneration and Neighbourhoods*
- 5.6 Business Transformation – Overview report for Sport and Recreation Services – Service Delivery Options (SDOs) – *Director of Child and Adult Services*
- 5.7 Business Transformation – Libraries and Community Resources Service Delivery Option Report – *Director of Child and Adult Services*
- 5.8 Tees Archaeology SDO Review – *Director of Child and Adult Services*

6. OTHER ITEMS REQUIRING DECISION

No items

7. ITEMS FOR DISCUSSION/INFORMATION

- 7.1 Adult Social Care – Assessment of Performance 2009/10 – *Director of Child and Adult Services*
- 7.2 National Support Team Recommendations for Alcohol in Hartlepool – *Director of Child and Adult Services*
- 7.3 Local Area Agreement Quarter 2 (2010/11) Summary of Performance – *Head of Performance and Partnerships*

CABINET REPORT

6th December 2010



Report of: Assistant Director (Regeneration and Neighbourhoods)

Subject: LOCAL ENTERPRISE PARTNERSHIPS, TEES VALLEY ECONOMIC REGENERATION INVESTMENT PLAN AND REGIONAL GROWTH FUND UPDATE

SUMMARY

1. PURPOSE OF REPORT

To provide a progress report on the setting-up of Local Enterprise Partnerships (LEP's) in response to the Government's decision to abolish Regional Development Agencies (RDA's), including an update on the development of the Tees Valley Economic Regeneration Investment Plan (TVERIP) and the Regional Growth Fund (RGF).

2. SUMMARY OF CONTENTS

The report provides background information regarding the Government's decision to abolish RDA's and replace them with LEP's. In particular it outlines the current position with regard to proposals for a Tees Valley LEP based on the existing sub-regional structures established through Tees Valley Unlimited (TVU).

In addition, the report explores the potential of the newly launched RGF to provide a funding stream to assist LEP's to deliver strategic sub-regional growth and links this to the draft TVERIP.

3. RELEVANCE TO CABINET

Whilst this is primarily a progress update report, the potential transformation of TVU into a Tees Valley LEP has implications for the Council as a core funder. Equally it is important for Members understand the direction of travel being proposed in dealing with the

key priority economic regeneration projects being put forward for inclusion in the TVERIP which could form the basis for a Tees Valley submission for RGF.

4. TYPE OF DECISION

Key Decision (both i and ii) applies) Forward Plan reference Number RN 43/10

5. DECISION MAKING ROUTE

An initial report on the LEP/TVERIP was presented to the Portfolio Holder for Regeneration and Economic Development on 15th October 2010, and whilst much of that report remains relevant, this is a fast moving agenda and the Portfolio Holder agreed to the original report being updated and moved to Cabinet for information and decision on 6th December 2010.

6. DECISION(S) REQUIRED

Cabinet is requested to note the progress being made towards the development of a LEP for the Tees Valley sub-region along with the implications this will have in respect of the TVERIP and any proposed bids to the RGF.

7. RECOMMENDATIONS

Cabinet is recommended to: -

- i) note the progress being made with regard to the development of a Tees Valley LEP
- ii) note the Hartlepool economic regeneration projects proposed for inclusion in the draft TVERIP for the four year period from draft April 2011
- iii) agree to receive a further report on the draft TVERIP and RGF bid as the position becomes more clear
- iv) endorse the approach to the development of the RGF bid as set out in this report
- v) agree to receive a separate report on the proposed governance arrangements for the restructured TVU/LEP.

Report of: Assistant Director (Regeneration and Neighbourhoods)

Subject: LOCAL ENTERPRISE PARTNERSHIPS, TEES VALLEY ECONOMIC REGENERATION INVESTMENT PLAN AND REGIONAL GROWTH FUND UPDATE

1. PURPOSE OF REPORT

- 1.1 To provide a progress report on the setting-up of Local Enterprise Partnerships (LEP's) in response to the Government's decision to abolish Regional Development Agencies (RDA's), including an update on the development of the Tees Valley Economic Regeneration Investment Plan (TVERIP) and the Regional Growth Fund (RGF).

2. BACKGROUND

- 2.1 In June 2010 the Government finally announced its intention to abolish RDA's following months of speculation about their future in the run up to the May General Election.
- 2.2 The announcement was made as part of the Budget document which, as well as confirming the fate of the RDA's, paved the way for the setting up of LEP's and in doing so the Government stated its intention was to enable locally elected leaders, working with businesses to lead local economic development.
- 2.3 The Business Innovation and Skills (BIS) White Paper 'Local Growth realising every places potential' was presented to Parliament on the 28th October 2010, and at the same time the White Paper also confirmed that Tees Valley was to be one of 24 initial LEP's. Alongside this, BIS also published more detailed guidance on the RGF.
- 2.4 The White Paper identifies two clear objectives for the RGF, namely to:-
- stimulate enterprise by supporting projects and programmes with significant potential for economic growth and create additional sustainable private sector employment; and,

- support, in particular, those areas and communities that are currently dependant on the public sector to make the transition to sustainable private sector-led growth.

2.5 Whilst the White Paper notes that the Government has been far from prescriptive in relation to the criteria regarding the type of bids which would succeed, it is worth pointing out the following suggestions in relation to what might be expected.

- all areas of England are eligible to bid to RGF, but some areas which have high levels of employment, low deprivation and a vibrant private sector, may struggle to meet the second objective highlighted above
- the fund has been extended to £1.4bn over 3 years from 20011/12.
- the size of the fund will be broadly the same in each year
- real private sector 'ownership' and investment in RGF projects will be a critical success factor for bids
- funding for the programme will be drawn from across Government departments, including Communities and Local Government (CLG), Department for Transport (DfT) and Department for Environment, Food and Rural Affairs (DEFRA)
- a minimum funding threshold of £1m will apply to individual projects
- bids must set out the extent to which people living in areas where the local economy is reliant on the public sector will benefit
- they must demonstrate clear additionality, i.e. that the project would not go ahead without RGF support
- all bids must be state aid compliant

2.6 TVU has been preparing a TVERIP since April 2010 through the Directors of Regeneration (DoR's) group, under the guidance of the Leadership Board, however, the political and operational context within which the TVERIP was developed has changed significantly, not least in terms of policy changes outlined above.

2.7 Substantial reductions in the availability of funding announced as part of the Comprehensive Spending Review (CSR) has highlighted the need for the Council independently, but also as part of the wider Tees Valley to look to develop more creative funding solutions, through, for example Tax Incremental Finance (TIF), prudential borrowing and the use of Local Asset Backed Vehicles (LABV's).

2.8 The TVERIP is underpinned by the Tees Valley Statement of Ambition which has two clear ambitions: -

- i) Driving the transition to a low carbon economy
- ii) Creating a diversified and inclusive economy.

- 2.9 The TVERIP turns the Statement of Ambition into an operational document by developing the strategic context which sets out the aspiration for economic growth and regeneration over the next decade; and will also provide an action plan detailing the investment priorities for economic regeneration, transport, housing, etc over the 4 years from 20011/12 to coincide with the CSR timeframe.

3. CURRENT POSITION

- 3.1 TVU is currently undergoing a restructure in order to address both the reduced levels of funding available in the future and the need to re-focus resources around the aims highlighted in the Statement of Ambition, along with the expectations that it will emerge as the Tees Valley LEP. A report on the new TVU/LEP governance arrangements will be the subject of a separate report.
- 3.2 TVU along with DoR's are in the process of finalising a draft TVERIP which will set the scene for a Tees Valley LEP bid for RGF as well as other potential funding sources. It is anticipated that the draft TVERIP will be ready in December 2010.
- 3.3. Wider consultation events are in the process of being organised in each of the Tees Valley local authority areas in order to explain the role of LEP, the RGF and the status of TVU to the business community and its partner agencies and a regional RGF Roadshow event is being held in Newton Aycliffe on December 6th 2010.

4. TEES VALLEY RGF BID

- 4.1 There has been much debate at both a Tees Valley level and nationally in respect of the bid criteria for RGF, not least because there appears to be a degree of 'dis-join' between the details contained within the White Paper and the RGF bid guidance.
- 4.2 Most notably from a Hartlepool perspective, there appears to be some confusion as to whether Housing Market Renewal projects should be included in Round 1 RGF bid. On the one hand the White paper identifies the potential contribution of infrastructure and housing projects, however, the RGF guidance seems to be very clear in stating that bids 'should include supporting infrastructure and housing market renewal, projects where there would unlock further business investment', and that the bid should be 'built around a core of private sector led business investment projects that would deliver substantial leverage and jobs'. This initially led TVU and DoR's to consider a Round 1 bid based specifically around business investment only, however, subsequent discussions with the Houses and Communities Agency have indicated that they expect to see housing market renewal projects included in Round 1.

- 4.3 At the time of writing this report, the TVU Programme Board had agreed the following key principles in relation to the Tees Valley RGF bid, These principles are as follows: -
- there should a single Tees Valley bid which should present a coherent package
 - the bid should be built around a core of private sector led businesses investment projects that would deliver substantial leverage and jobs
 - it should include supporting infrastructure and housing market renewal projects where these would unlock further business investment
 - early engagement of the TVU Business Investment Team and local authority Key Account Managers to identify area ready projects from the private sector.
 - bids should be supported by a short statement – in this case a summarised version of the TVERIP
 - bids should aim to optimise opportunities from European Regional Development Funds (ERDF)
 - The RGF proposal must show how it can add value to some of the complementary economic development initiatives in Local Growth White Paper
- 4.4 Recent guidance from BIS has indicated that there is no formal process for TVU to achieve ‘shadow’ LEP status and that following the announcement on 28th October 2010; TVU should consider themselves a ‘shadow’ LEP.

5. NEXT STEPS

- 5.1 It is important for Cabinet Members to understand the speed at which this process is moving, and in this regard by the time this report is presented to Cabinet, events may have overtaken the timetable stated. However, the following is a guide to what is perceived to be required at the time of writing.
- 5.2.1 The key actions required to finalise the TVERIP and to develop the Round 1 RGF bid (which is to be submitted by 21st January 2011) are as follows:
- Early identification of potential private sector led projects by the TVU Business Investment team and the DoRs to feed into an RGF bid.
 - Prioritisation of the projects submitted using the key principles highlighted in 4.3 of this report.
 - Further consideration of the projects selected, the level of private sector commitments and any other potential bid including ones

which may be from outside TVU boundaries but which potentially impact on the area.

- A review of the economic development and regeneration, infrastructure and housing projects included in the TVERIP to 'test' their eligibility for RGF.
- Further prioritisation of the housing proposals, subject to advice from the HCA on preferred funding route.
- Preparation of a summary document of the TVERIP to be submitted as a supporting document with the RGF bid.
- Submission of the draft RGF bid and supporting TVERIP document to the Tees Valley Leadership Board on 8th December 2010.

- 5.3 Alongside this process to develop the TVERIP and RGF bid, TVU itself is undergoing a review as highlighted earlier at 3.1. It is envisaged that it will become a more streamlined organisation geared up and resourced to deliver the new ambition. The Managing Director and two Senior Directors have now been appointed and the remaining structure should be in place by March 2011 by which time TVU will have gone through the process to be recognised as the Tees Valley LEP.

6. FINANCIAL CONSIDERATIONS

- 6.1.1 The Council currently contributes £315,810 to support the core costs of TVU. It is not envisaged that this position will change in the short term, though TVU as an organisation is exploring potential funding opportunities to compensate for the loss of core funding from One North East and the HCA.
- 6.2 The inclusion of a draft TVERIP with proposed Hartlepool projects is not in itself a financial consideration at this stage as any projects proposed would be subject of individual report, to the appropriate Committee of the Council including a full business case and financial appraisal before any formal commitment is made which may or may not include contribution from the Council.

7. LEGAL CONSIDERATION

- 7.1 There are no legal considerations

8. RECOMMENDATIONS

- 8.1 Cabinet to recommend to:-
- i) note the progress being made with regard to the development of a Tees Valley LEP

- ii) note the Hartlepool economic regeneration projects proposed for inclusion in the draft TVERIP for the four year period from April 2011 draft
- iii) agree to receive a further report on the TVERIP and RGF bid as the position becomes more clear
- iv) endorse the approach to the development of the RGF bid as set out in this report
- v) agree to receive a separate report on the proposed governance arrangements for the restructured TVU/LEP.

9. CONTACT OFFICER

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CABINET REPORT

6th December 2010



Report of: Director of Regeneration and Neighbourhoods

Subject: BUILDING CONTROL TEES VALLEY JOINT
SERVICE CONSIDERATION

SUMMARY

1 PURPOSE OF REPORT

To inform Cabinet of a proposal to merge the Council's Building Control sections across the Tees Valley and to seek Cabinet's approval to exclude Hartlepool Borough Council's Building Control Scheme from the merger at this time.

2. SUMMARY OF CONTENTS

This report sets out the progress to date of negotiations and meetings held since the initial agreement on the 26th May 2010 to take part in a joint review of the Building Control services provided by the five Tees Valley local authorities.

Redcar and Cleveland and Middlesbrough had been in discussions since around 2006 regarding a possible merger. Stockton-on-Tees and Darlington Borough Council's had recently commenced talks regarding a possible merger of its statutory services and from this it was agreed that it would be an opportunity to look at merging all 5 Councils building control service across the Tees Valley. An initial approach was made to Hartlepool on the 15th March 2010.

Several meetings have taken place since then to allow an initial business case to be developed. The business case was received on the 7th October 2010 and the financial information upon which it is based was received on the 11th October 2010. This information was then considered prior to an arranged Tees Valley Directors of Regeneration meeting on the 13th October 2010.

On consideration of this business case and the associated financial information the proposals do not appear to give any advantages to Hartlepool Borough Council and thus if the Council did enter into such a proposal it could jeopardise current service provision.

3. RELEVANCE TO CABINET

This is a key decision as it relates to a potential policy change which could carry with it significant financial implications.

4. TYPE OF DECISION

Key Decision (test i and ii applies). Forward Plan Reference Number RN 45 / 10.

5. DECISION MAKING ROUTE

Cabinet 6th December 2010

6. DECISION(S) REQUIRED

Cabinet is recommended to withdraw from the proposed Tees Valley merger.

Report of: Director of Regeneration and Neighbourhoods

Subject: BUILDING CONTROL TEES VALLEY JOINT
SERVICE CONSIDERATION

1. PURPOSE OF REPORT

- 1.1 To inform Cabinet of a proposal to merge the Council's Building Control sections across the Tees Valley and to seek Cabinet's approval to exclude Hartlepool Borough Council's Building Control Scheme from the merger at this time.

2. BACKGROUND

- 2.1 Redcar and Cleveland and Middlesbrough had been in discussions since 2006 regarding a possible merger of their Building Control and following the recent retirement of Middlesbrough's manager had stepped up this proposal. Stockton-on-Tees and Darlington Borough Council's had also commenced talks to merge its statutory services through Xentrall (a public partnership set up to deliver back office services).
- 2.2 As these separate merger discussions had already commenced it was considered a good opportunity for Building Control to look at a potential Tees Valley merger. An initial approach was made by Middlesbrough Borough Council to Hartlepool Borough Council (and other Councils) on the 15th March 2010 to explore the possibility of merging the 5 Tees Valley Councils Building Control service units.
- 2.3 Several meetings have been held over the past 6 months including a full day workshop on the 12th July 2010 to explore the key drivers, issues associated with such a merger and the likely options for the service delivery of a merged service.
- 2.4 On the 8th September 2010 a meeting was held with all Building Control Managers and Xentrall representatives to discuss the final options available and to allow managers to express their preference on preferred option. During the meeting the proposed option chosen was a 'shared service with a lead authority and centralised service'. However it should be noted that this Council's officer representative did not support this option as it was felt many issues had not been sufficiently covered, including the absence of a business case.
- 2.5 The business case was finally received on the 7th October 2010 and the financial information on which it is based on the 11th October 2010.

This information was then considered prior to a meeting of the Tees Valley Directors of Regeneration meeting on the 13th October 2010.

- 2.6 Several issues raised during previous meetings which were considered important to Hartlepool were missing from the business plan and other measures for the merger are not seen as advantageous for Hartlepool Borough Council.

The key issues are as follows: -

- The Localism agenda as announced through statements from the Secretary of State for Communities and Local Government show that the Government is actively encouraging Building Control and Development Control to work more closely. The business case is very unclear on the level / provision of a local service and it is unclear how this current level of close work can be maintained, let alone improved. This could put at risk the effectiveness of One Stop Shop and potential fee income earnings for the Council.
- The drivers for change do not appear to be consistent across the five Authorities and therefore it will be difficult to achieve a consistent and effective outcome.
- Recruitment was given as a key driver for change however Hartlepool Borough Council has, unlike other Tees Valley Councils, continued to invest in training and has as a result of this recruited two excellent Building Control Surveyor trainees. Succession planning has always been considered in this Authority and this could be lost to Hartlepool should a full merger progress.
- ICT issues are evident as the five Authorities currently have three different building control data base IT systems. Hartlepool Borough Council uses an integrated system shared across Local Land and Property, Planning Policy, Development Control and GIS. Any new Building Control system would be difficult to reliably interface with the Council's system and would require significant investment for set up and future maintenance and upgrade. These costs would be significant.
- Charges for the fee earning element of the Building Control Service are geared around cost recovery and at present out of the five Authorities. Hartlepool Borough Council is the most cost competitive. From the business case it is not clear how this charge can be more competitive.
- The basic figures provided as part of the business case do not appear to be realistic. In particular the assumed 40% savings on support service recharges is seen by the acting Head of Finance for Regeneration and Neighbourhoods and the section manager as unjustifiable and hence unachievable. Also staff savings have not been backed by any comparable workload figures as most if not all those quoted are productive posts if the impact on performance has not been sufficiently covered and performance suffers then current market standing may also suffer and make Local Authority Building

Control less attractive in the competitive marketplace. The business case does not appear to quote any specific efficiencies.

- Last year's figures quoted by the relevant Building Control Managers appeared a lot higher than those quoted in the financial report submitted as part of the business case. The figures provided are on anticipated incomes and at present this can only be assumed with little or no guaranteed accuracy.
- The Building Control service at Hartlepool Brough Council is currently undergoing a restructure which will achieve efficiency savings more significant than those highlighted in the proposed Tees Valley mergers.

3. PROPOSALS

- 3.1 Due to the concerns raised above the proposed merger and its potentially negative impact on Hartlepool's ability to continue to provide a respected, professional and efficient Building Control service it is felt that it is not appropriate to proceed to merger.
- 3.2 Hartlepool should continue to run an efficient Building Control service for its residents and local businesses and continue to monitor and improve its service to remain successful in a competitive market
- 3.3 It should be noted that as part of constant monitoring of the service delivery that questionnaires are sent for all plan appraisals and work completed on site (all customers) and the current response is very encouraging with 100% agreeing that the plan appraisal service is good or very good and with 93% agreeing the same in relation to the site inspection service.

4. RISK IMPLICATIONS

- 4.1 If the Council does proceed with the merger Hartlepool Council could risk losing its current Building Control client base as the service would become more centralised. This could also lead to a less joined up Development and Building Control service as the current very close working relationship could be lost and hence clients could suffer.

5. FINANCIAL CONSIDERATIONS

- 5.1 From the financial figures provided it is conceivable that this Council could end up bearing an element of losses from other authorities for which we would have little direct control over.

6. LEGAL CONSIDERATIONS

- 6.1 There are no legal considerations.

7. STAFF CONSIDERATIONS

- 7.1 Hartlepool Borough Council has continued to invest in training new staff and as a result is in an excellent position with two exceptional trainees who are moving through the Council's development scheme. This has allowed the section to consider a restructure that will not only achieve significant efficiency savings but also maintain the level of service customers expect.
- 7.2 If the Cabinet chooses to support a merger across the Tees Valley this would put Hartlepool Borough Council staff at risk of relocation or possible redundancy.

8. RECOMMENDATIONS

- 8.1 Cabinet is recommended to withdraw from the proposed Tees Valley merger.

9. REASONS FOR RECOMMENDATIONS

- 9.1 It is felt that the issues raised from reading the proposed business case and the many issues raised at meetings over the last 5 months that remain unaddressed will not allow Hartlepool to benefit from the merger proposals and in fact could damage the current service provision.

10 BACKGROUND PAPERS

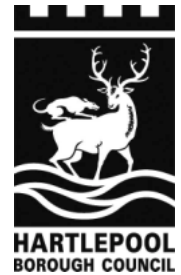
'Initial business case - review of Tees Valley Building Control Service - Feasibility Stage' dated - September 2010 version 0.1.

11. CONTACT OFFICER

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CABINET REPORT

6th December 2010



Report of: Director of Regeneration and Neighbourhoods

Subject: PV RETROFIT PROPOSAL

SUMMARY

1. PURPOSE OF REPORT

The purpose of this report is to illustrate how the Government's Feed in Tariff scheme to install renewable energy in the form of photo-voltaic panels could potentially help reduce carbon emissions, save the Council money and generate income.

2. SUMMARY OF CONTENTS

The report provides details of the Government scheme which encourages the installation of renewable energy through a guaranteed funding stream from energy suppliers. It provides information on the level of funding required to install the kit required to generate electricity and income and outlines delivery options for consideration.

3. RELEVANCE TO CABINET

This paper relates to a number of objectives in the Corporate Plan and Community Strategy, namely health and well-being, environment and housing.

4. TYPE OF DECISION

Key Decision (tests i and ii apply)
Forward Plan reference Number RN 44/10

5. DECISION MAKING ROUTE

Cabinet.

6. DECISION(S) REQUIRED

Cabinet is recommended to: -

- i) note the work being undertaken to explore the potential for installing photo-voltaic panels on social housing in the Borough to generate electricity, including the possibility of working in partnership Housing Hartlepool and other housing providers; and
- ii) to receive a further report early in the New Year outlining the delivery options in more detail including full business case and risk assessment in order that a decision can be reached on whether the scheme can proceed to the implementation stage.

Report of: Director of Regeneration and Neighbourhoods

Subject: PV RETROFIT PROPOSAL

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to illustrate how the Government's Feed in Tariff scheme to install renewable energy in the form of photo-voltaic panels could potentially help reduce carbon emissions, save the Council money and generate income.

2. BACKGROUND

2.1 The Feed in Tariff scheme

The Government introduced a scheme to encourage more people to install renewable sources of energy (photo-voltaic panels, wind turbines, micro scale combined heat and power and hydroelectricity) as a way of reducing carbon emissions and preventing further climate change. Carbon is released from more traditional means of generating electricity, burning coal for example; whereas renewables use natural sources of energy (sunlight and wind for example) to create electricity, producing little or no CO₂.

- 2.2 The incentive scheme is known as the Feed in Tariff (FiT). The FiT applies to the range of renewable energy sources in section 2.1 above, but this paper will focus primarily on photo-voltaics as the tariff level is more advantageous. Details of the full range of tariffs are provided in the table below:

<u>Technology</u>	<u>Scale</u>	<u>Tariff level (p/kWh)</u>	<u>Tariff life time (years)</u>
Solar electricity (PV)	≤4 kW (retro fit)	41.3	25
Solar electricity (PV)	≤4 kW (new build)	36.1	25
Wind	≤1.5 kW	34.5	20
Wind	>1.5 - 15 kW	26.7	20
Micro CHP	≤2kW	10.0	10
Hydroelectricity	≤15 kW	19.9	20

www.DECC.gov.uk

- 2.3 Under the FiT, energy suppliers make regular payments to organisations (or individuals) which generate electricity from renewable sources such as PV panels.

2.4 Targets

The Council made a commitment through the Covenant of Mayors to reduce the amount of Carbon Dioxide (CO₂) released into the

atmosphere; the commitment is to reduce CO₂ emissions in the borough by more than 20% by 2020 from 2005 levels.

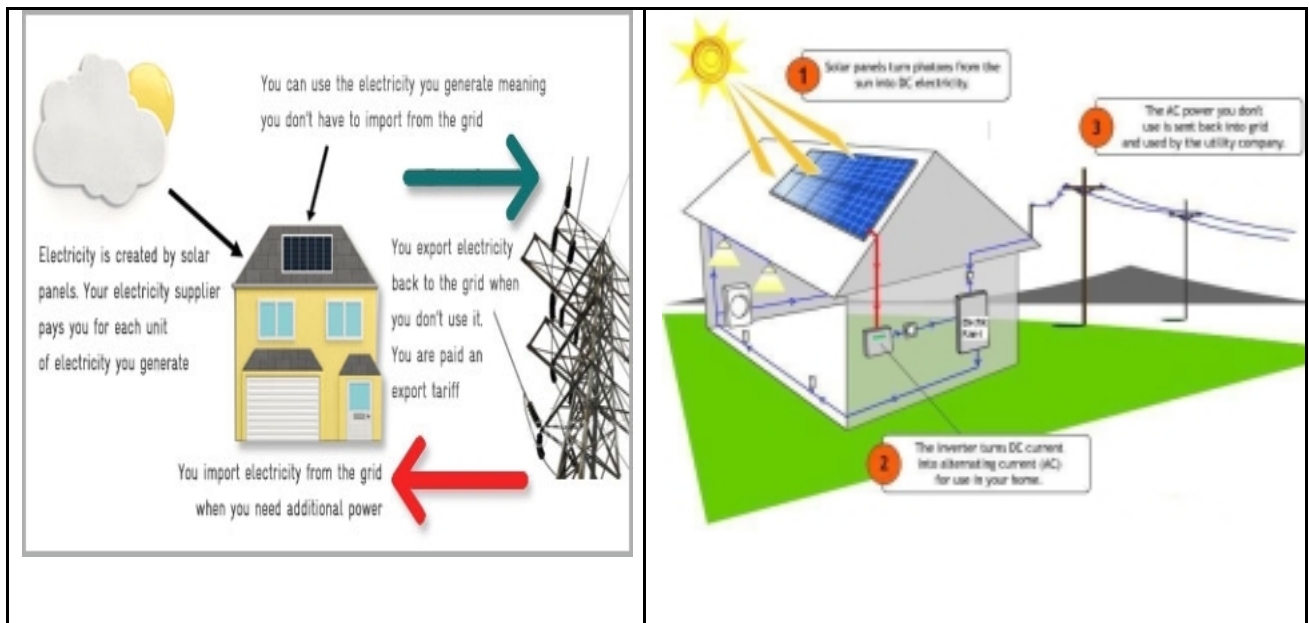
CO₂ is released when fossil fuels such as coal and gas are burned to create electricity. Using renewable energy to create electricity from daylight or wind will reduce the amount of CO₂ released into the atmosphere.

3. PROPOSAL

- 3.1 It is proposed that the Council explore opportunities to use the rare opportunity of the FiT incentive scheme to generate income and reduce carbon emissions.

3.2 How the scheme works for photo-voltaic panels

Using PV panels on housing as an example, the average house will require a 2kilowatt (kW) system which will need 16m² of space on the roof of the house for the panels. An inverter needs to be installed also, this changes the DC current to an alternating current which can then be used in the house or exported to the National Grid. It usually takes 2 people 2-3 days to install the system, with terraced housing taking least time. The illustrations below show how the system works:



www.DECC.gov.uk

3.3 Timing

All PV panels installed and generating electricity by the 31st March 2012 will qualify for payment of 41.3p per kilowatt (kW) of energy produced, and for every kW exported to the national grid (the electricity produced but not used by the resident) a further payment of 3p per kW will be made. The payments are made by the electricity supply company and are guaranteed for 25 years.

PV panels which start generating electricity after 31st March 2012 will qualify for a lower rate of payment. The coalition government has said it will review the FiT rate and it is likely that the new rates will be much lower than the 41.3p at present.

4. DELIVERY OPTIONS, COSTS AND INCOME

4.1 Delivery options

There are a number of ways forward which can be considered including:

- One organisation (the Council for example) borrows the money or invests the capital required and takes all of the FiT income;
- Two or more organisations (the Council and Housing Hartlepool for example) each borrow money or invest capital and share the appropriate proportion of the FiT income
- A contract is entered into whereby a separate company bears the capital cost of installing the panels and shares the FiT income with the Council (and partners as appropriate)

The first option whereby the Council or another public sector body borrows the full amount of money required to install and maintain the PV equipment may generate the most gross income for the Council/public sector body. However, this option carries the most risk as the Council/Public Sector body needs to fund the loan investment and loan repayment from the FIT scheme.

The second option requires the Council to work in partnership with another organisation such as Housing Hartlepool, to share the burden of capital investment or borrowing.

The last option relies upon an organisation likely to be in the private sector, to raise the capital required to install and maintain the panels, the resulting FiT would then be shared by the organisation with the Council and any other participating organisation. This option removes the potential burden of borrowing but also reduces the level of gross income to the Council.

In all scenarios the building residents will receive free electricity.

4.2 Cost and income generation

Some indicative figures for the example of installing photo-voltaic panels (PV) on a house are provided below:

Cost per panel including installation & other equipment	£3500
Number of panels per average house	2
Total average cost per house	£7000
Amount of electricity produced per house	1600(kW)
FiT income at 41.3p per kW generated	£660
FiT income at 3p per kilowatt exported	£24

(50% of electricity produced could be exported)

Total annual income per property £684

It is estimated that housing tenants will use 50% of the electricity generated so will save money on their electricity bill, approximately £100 based on a current average price of 13p per kW. (The Department of Energy and Climate Change models suggest the cost of electricity could increase over the next 10 years to 18p per kW.) This could assist in addressing the issue of fuel poverty, but the money saved could also be spend in the local economy producing an additional local benefit.

The FiT income would be paid to the organisations which had invested or entered into an agreement as detailed in section 3.1 above. Organisations involved in a partnership arrangement would receive a proportion of the £684 FiT per house per year.

4.3 Carbon dioxide

The amount of CO₂ emitted from a house with PV panels is likely to fall by around 920kg per year. If panels were fitted to 3000 homes then 2,760 tonnes less CO₂ will be emitted; to put that into context, the total CO₂ emissions from the Council's energy and fuel use is 18,664 tonnes a year (2008/9).

4.4 Suitable properties

It is only practical to install PV panels on properties which have accessible roofs which face south or south west as they receive the most daylight and sunlight. Some properties may be ruled out due to their location, for example if the roof is shaded by a tree or another building, or if vandalism and theft are particular issues.

PV panels can be fitted on flat roofs but will need a bracket so the panel sits at the appropriate angle.

If panels are to be fitted on housing association houses then a consultation exercise with residents will need to be undertaken. A roof access agreement may be required.

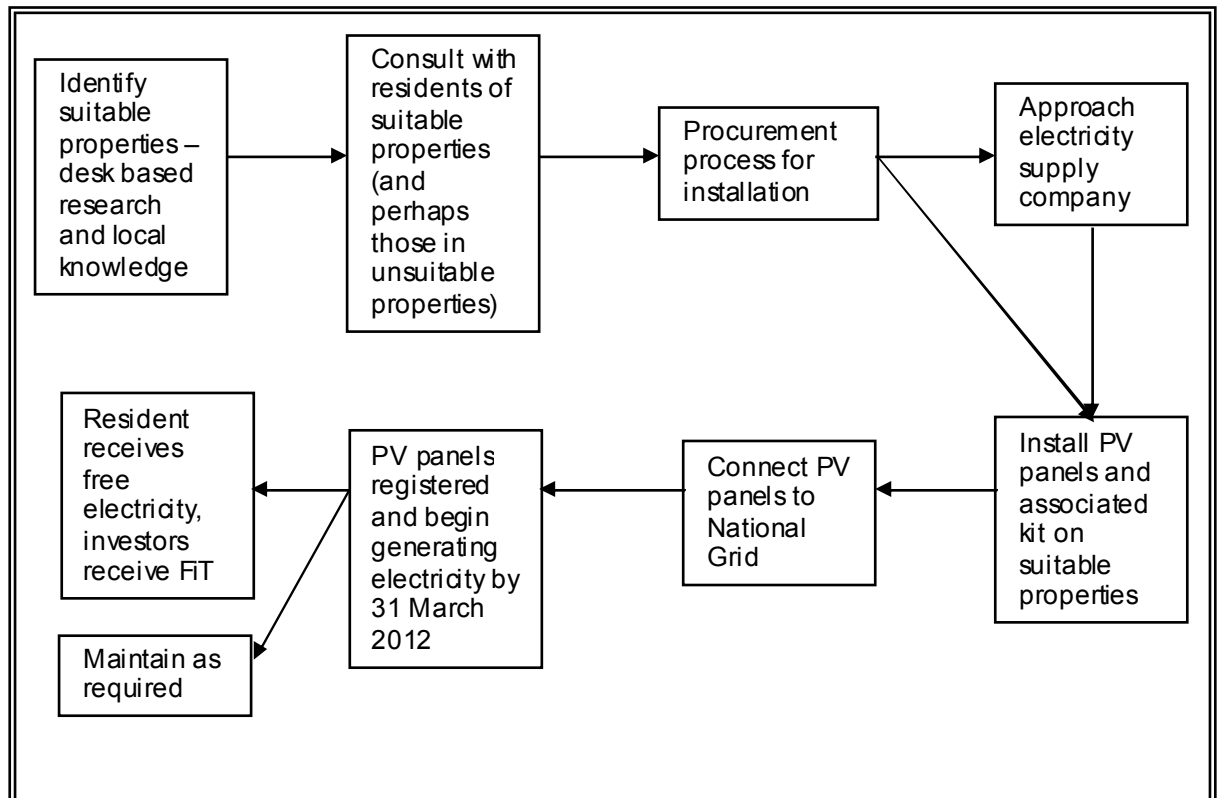
A small amount of money will be required to pay for an assessment of buildings for their suitability for PV panels to be installed. This is likely to be around £7k. Whilst undertaking this work the Council could also assess the number of buildings/land in its ownership which may be suitable for PV installation. This could lead to additional savings and income generation opportunities for the Council.

The FiT scheme is open to private and public sector organisations; PV panels can be installed on non domestic properties and qualify for the FiT scheme. As a result Housing Association offices can have PV panels fitted to them for example. This has the added benefit to the organisation of their electricity bill being reduced.

4.5 The process

Agreement needs to be reached in terms of whether the Council should fully fund a scheme to install PV panels (and receive the majority of the income), or if a partnership approach is preferred. If a partnership is preferred Officers will assess which organisations are able and willing to invest in the scheme.

There is a general approach which will need to be followed which is illustrated below:



4.6 Ownership considerations

The PV panels and associated equipment will remain the property of the organisation(s) which paid for the installation. If the ownership of the property changes the energy supplier who pays the FiT must be informed. The vendor may choose to sell the system when they sell the property or they can retain ownership and continue to receive the FiT for the remainder of the 25 year term. This needs to be considered carefully if the Council installs PV panels on Housing Association properties and will need to be covered in any legal agreement entered into. Consideration also needs to be given in the case of a property being sold under the right to buy scheme, with clauses being included in the deeds as appropriate.

4.7 Summary of proposal and implications

It is proposed that the Council commit a small investment (£7k) to assess which buildings are suitable for PV panels

There are a number of ways forward which can be considered including:

- One organisation (the Council for example) borrows the money required and takes all of the FiT income;
- Two or more organisations (the Council and Housing Hartlepool for example) each borrow money and share the appropriate proportion of the FiT income; or
- A contract is entered into whereby a separate company bears the cost of installing the panels and shares the FiT income with the Council (and partners as appropriate)

5. RISK IMPLICATIONS

5.1 Hartlepool Compact

If the Council agrees that PV panels should be fitted to homes owned by Housing Associations then residents will need to be consulted.

5.2 Financial considerations

In order to fully assess the potential financial implications for the Council it will be necessary to undertake further financial cost benefit analysis and risk assessment of each of the options highlighted earlier in the report. As soon as a clear picture has been established a further report will be brought back to cabinet recommending the most suitable approach. The approach achieving greatest savings whilst maximising income and minimising risk will be sought.

5.3 Legal considerations

There are no legal considerations at this stage.

5.4 Equality and diversity considerations

There are no equality and diversity considerations at this stage.

5.5 Asset management considerations

In the event that the Council proceeds with any of the options outlined earlier, the following considerations must be taken into account:

- The PV panels and associated equipment will remain the property of the organisation(s) which paid for the installation.
- If the ownership of the property changes the energy supplier who pays the FiT must be informed.
- If the building is to be sold, the vendor may choose to sell the system when they sell the property or they can retain ownership and continue to receive the FiT for the remainder of the 25 year term. This would need to be considered carefully if the Council installs PV panels on Housing Association properties and will need to be covered in any legal agreement entered into.
- Consideration also needs to be given in the case of a property being sold under the right to buy scheme, with clauses being included in the deeds as appropriate.

- The possibility of generating income via the FiT ought to be considered within the sphere of asset management, as it may make some buildings a more attractive asset.

6. RECOMMENDATIONS

Cabinet is recommended to: -

- i) note the work being undertaken to explore the potential for installing photo-voltaic panels on social housing in the Borough to generate electricity, including the possibility of working in partnership Housing Hartlepool and other housing providers; and
- ii) to receive a further report early in the New Year outlining the delivery options in more detail including full business case and risk assessment in order that a decision can be reached on whether the scheme can proceed to the implementation stage.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The FiT provides an opportunity to gain guaranteed income from renewable energy for a period of 25 years.
- 7.2 The level of FiT will be reviewed in March 2012 and it is likely that it will reduce for renewable energy sources installed after this time, it is imperative that a decision and action is taken quickly.
- 7.3 Installing PV panels will help the Council deliver the commitment made through the Covenant of Mayors to reduce carbon emissions by more than 20% by 2020 (based on 2005 baseline).
- 7.4 Installation may provide energy benefits for housing tenants, thereby addressing issues such as fuel poverty.

8. CONTACT OFFICER

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CABINET REPORT

6 December 2010



Report of: Director of Regeneration & Neighbourhoods

Subject: BUSINESS TRANSFORMATION - HOUSING
SERVICE DELIVERY OPTION REPORT

SUMMARY

1. PURPOSE OF REPORT

- 1.1. To inform Cabinet of the findings of the Housing service delivery options review and the options appraisal aspect of the review.
- 1.2. The Housing SDO review has an efficiency target of 5% of the £876,600 baseline budget from 2008/09, which originally did not include the Housing Regeneration and Policy team. The savings target has therefore been increased from £43,800 to £51,648 to include a small element of £7,848 to reflect the Housing Regeneration and Policy team from the Regeneration SDO review.
- 1.3. The scope of the services included by this review cover private sector housing, housing advice services based in the Housing Options Centre, housing regeneration and policy and the tenant referencing service (within the Anti-Social Behaviour Unit).
- 1.4. The Empty Homes Strategy was excluded from the scope, as there is no budget provision identified for delivery of the action plan associated with the strategy, and therefore no savings can be made.
- 1.5. The review is constrained in relation to the lease associated with the Housing Options Centre, which opened in September 2009 for a 10 year period, with a break clause at 5 years i.e. 2014.

2. SUMMARY OF CONTENTS

- 2.1. The housing teams are currently split within 2 divisions of the Regeneration and Neighbourhoods Department, with the Housing Regeneration and Policy team in the Regeneration and Planning Division; and Private Sector Housing, Housing Advice Team based in the Housing Options Centre (HOC) and Tenant Referencing Service in the Community Safety and Protection Division.

The teams provide the following services:-_

2.2. Housing Regeneration and Policy Team

The team takes the lead role in the development of Hartlepool's Housing Strategy, which is a statutory function and involves working with housing providers in the town; and delivery of housing market renewal (HMR) services, which are non-statutory.

2.3. Housing Advice Team

The Housing Advice Team is responsible for providing the following statutory services for the local authority;

- Housing advice
- Homelessness prevention and responding to homeless applications
- Out of hours emergency homelessness service
- Development and delivery of the Local Authority's Homelessness Strategy and Action Plan
- Contribute to the overall Housing Strategy for the Local Authority
- Identifying and administering mortgage rescue scheme applications
- Tenancy relations service including enforcement against harassment and illegal evictions
- Developing and maintaining the Local Authority's allocations policy, housing register and delivering Choice Based Lettings
- Nomination rights for Registered Providers (i.e. Housing Associations) and monitoring

Although not statutorily required the team also provide the following services which each complement and enhance the core service and assist to deliver the housing priorities set out in the Local Area Agreement to improve access to housing and to meet the housing needs of vulnerable people;

- Coordination and lead for the multi-agency Supported Housing Panel and ensuring the most effective use of the available supply of supported housing
- Direct tenancy support via Supporting People contract

2.4. Private Sector Housing Team

The work of the private sector housing team is split into the following areas:

- 1) Grants and loans
- 2) Special needs housing
- 3) Enforcement

2.4.1. Grants and loans

There are two services provided within the Grants and Loans Section and these are:

2.4.1.1. Home Plus Grants

Home Plus Grants are available to vulnerable people who are over 60 and are in receipt of a means tested benefit or applicants under 60 who are in receipt of a means tested benefit as well as Long Term Incapacity Benefit or Disability Living Allowance.

2.4.1.2. Renewal Assistance

Properties which can be considered for financial assistance must fail to meet the Decent Homes Standard, which comprises of 4 main categories:-

1. Hazard Rating.
2. Reasonable State of Repair.
3. Reasonable Modern Facilities and Services.
4. Reasonable Degree of Thermal Comfort.

2.4.2. Special Needs Housing

The service deals with disabled facilities grant applications, special needs rehousing and a low level adaptations service.

2.4.3. Housing and Public Health Enforcement, Selective Licencing and Landlord Accreditation

The service undertakes a wide range of enforcement activities in relation to the condition of both occupied private and empty properties. This includes both regulatory and advisory functions. The majority of work undertaken relates to rented properties, however some activities include owner occupied and commercial premises.

- 2.5. **Options** have been developed for each service area and are outlined in Section 5 of the main report. In relation to options considered it has been difficult to identify solutions to make the required savings, as many of the services are either statutory or part statutory and several areas have significant sums from grant (mainly supporting people) or fee income, covering budgets for staff. Direct staff costs cover 65% of the total gross expenditure and there are significant sums associated with the running costs of the Housing Options Centre which are linked to the lease arrangements as already stated.

- 2.6. There may be efficiency savings to be made with the introduction of new technology, or inclusion of services into Hartlepool Connect, but there has not been time to explore these in detail through this SDO. Both will continue to be considered in the future.
- 2.7. The review team will continue to consider alternative delivery methods over the next twelve to twenty-four months.
- 2.8. The preferred options for achieving the savings are firstly through the merger of the Grant Services Manager post with the Special Needs Officer post to create a combined role of a Grants and Loans Officer and secondly by recruiting internally to the Principal EHO (Housing) post which would lead to deleting a vacant post at a Technical Officer level to make the required saving.
- 2.9. A summary of the financial impact of the preferred options is as follows:-

Option Recommended	Saving £
Merger of Grant Services Manager post (Band 10) with Special Needs Officer (Band 8) to create a Grants and Loans Officer Co-ordinator (Band 10) – this was implemented in April 2010	£25,600
Recruitment process to fill vacant Principal Environmental Health Officer (Housing) post internally leading to a vacant post at a Technical Officer level	£29,000
Total	£54,600

3. RELEVANCE TO CABINET

- 3.1. The report details options for one of the reviews which form part of the Service Delivery Options Programme, which is part of the Business Transformation Programme, and is therefore relevant for a Cabinet decision.

4. TYPE OF DECISION

- 4.1. Key Decision, Test (i) applies. Forward Plan Reference: RN38/10

5. DECISION MAKING ROUTE

- 5.1. Cabinet 6 December 2010

6. DECISION(S) REQUIRED

- 6.1. Cabinet are asked to approve the preferred options as stated in Section 5 of the main report.

- 6.2. Cabinet are asked to agree the proposals for the achievement of the £54,600 savings which are summarised in section 5 of the main report.
- 6.3. Cabinet are asked to note the alternative delivery models which are stated in Section 5 of the main report and that further consideration is given over the next 12 to 24 months of the transformation options relating to the services included in this particular service delivery review.

Report of: Director of Regeneration & Neighbourhoods

Subject: BUSINESS TRANSFORMATION - HOUSING
SERVICE DELIVERY OPTION REPORT

1. PURPOSE OF REPORT

- 1.1. To inform Cabinet of the findings of the Housing service delivery options review and the options appraisal aspect of the review.
- 1.2. The Housing SDO review has an efficiency target of 5% of the £876,600 baseline budget from 2008/09, which originally did not include the Housing Regeneration and Policy team. The savings target has therefore been increased from £43,800 to £51,648 to include a small element of £7,848 to reflect the Housing Regeneration and Policy team from the Regeneration SDO.
- 1.3. The scope of the services included by this review cover private sector housing, housing advice services based in the Housing Options Centre, housing regeneration and policy and the tenant referencing service (within the Anti-Social Behaviour Unit).
- 1.4. The Empty Homes Strategy was excluded from the scope, as there is no budget provision identified for delivery of the action plan associated with the strategy, and therefore no savings can be made.
- 1.5. The review is constrained in relation to the lease associated with the Housing Options Centre, which opened in September 2009 for a 10 year period, with a break clause at 5 years i.e. 2014.

2. BACKGROUND

- 2.1. The scope of the review was agreed by Cabinet in May 2010.

3. SERVICES PROVIDED BY HOUSING TEAMS

The housing teams are currently split within 2 divisions of the Regeneration and Neighbourhoods Department, with the Housing Regeneration and Policy team in the Regeneration and Planning Division; and Private Sector Housing, Housing Advice Team based in the Housing Options Centre (HOC) and Tenant Referencing Service in the Community Safety and Protection Division.

3.1. **Housing Regeneration and Policy Team**

This is a small team comprising

- 1 Housing Regeneration and Policy Manager
- 1 Principal Housing and Regeneration Officer
- 1 Housing Strategy Officer

The team takes the lead role in the development of Hartlepool's Housing Strategy, which is a statutory function and involves working with housing providers in the town; and delivery of housing market renewal (HMR) services, which are non-statutory.

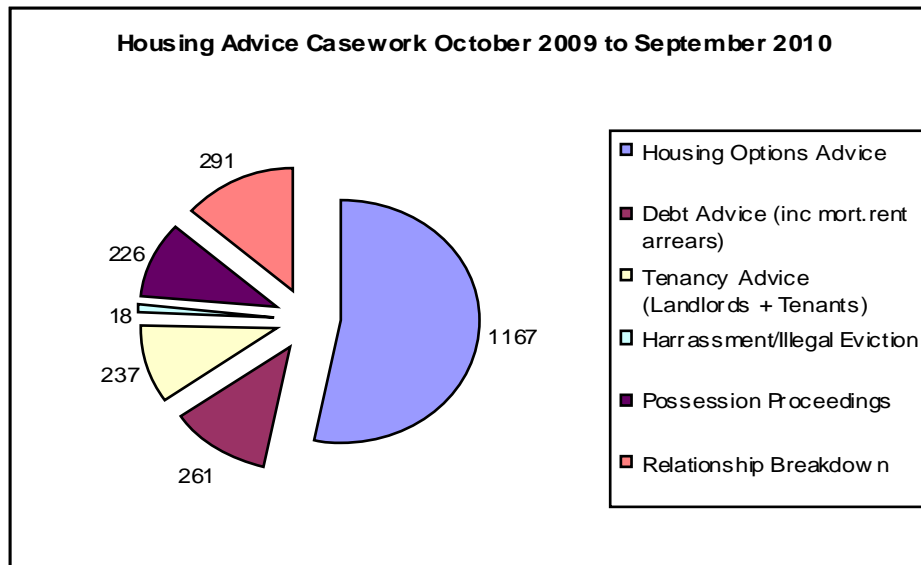
- 3.1.1. An on going programme of HMR has been taking place in Hartlepool since 2003 and work started in the Town to develop a strategic approach and policy in 2000/01. The strategic approach covered the central area of Hartlepool which includes the NDC area and North Central Hartlepool (NCH) area. Three key sites were commenced in 2003, where properties were assembled in a defined area to create a development site suitable for the re-provision of modern housing. In the NDC area this consisted of the assembly of 345 properties and the re-provision of 145 units (Trinity Square & Court) of new housing, funding in excess of £12m was used to assemble the site, which comprised of New Deal for Communities (NDC) funding, Single Housing Investment Pot (SHIP) funding, Housing Market Renewal Funding (HMRF), Hartlepool BC funding and private investment. Originally the NDC set up a delivery company to undertake the work, the staff levels dedicated to this work were 4 to 6 staff. HBC Housing Regeneration Coordinator (now Housing Regeneration and Policy Manager) also spent part of the time involved with this programme, with other HBC staff drawn into the process as needed. In NCH the Authority commenced a programme of HMR in 2003 and an additional member of staff was employed to work on this programme in 2004 (the Principal Housing and Regeneration Officer). The front line delivery of the programme on the ground was outsourced to Housing Hartlepool and this was managed on a client contractor basis by the 2 members of HBC staff. In excess of £13m Housing Market Renewal Funding, Single Housing Investment Pot, English Partnerships, Neighbourhood Renewal Funding, Working Neighbourhood Funding, Hartlepool BC and Housing Hartlepool funding was used to acquire 280 properties on the NCH (Headway) site. In excess of £17.5m private funding will be used to deliver the full site. Employment and Training Opportunities providing modern properties often necessitate developing new skills and trades.
- 3.1.2. In 2008 the delivery of HMR services was brought together as the NDC had exhausted its available funds for this area of operation. The 2 members of HBC staff (as above) were responsible for managing funding to continue to deliver the HMR programme in Hartlepool (for the period 2008/11 this is approximately £16.5m) This involves the implementation, monitoring and managing the budget to deliver on 3 sites Perth, Belle Vue and Carr/Hopps.

- 3.1.3. In 2007/08 Government funding to provide additional units of affordable housing in Hartlepool became available and the 2 HBC staff became responsible for achieving the successful delivery of affordable housing across the Town, with a clear drive to assist and enhance the housing regeneration areas. This work involved implementing, monitoring and managing budgets to deliver the programme on 3 sites. (Between 2007/10 approximately 250 units (£23m) of affordable housing have been delivered through Shared Ownership, Shared Equity and fully rented, at affordable rent levels, in addition to discounted for sale units sold by developers) A further 90 units (£10m) will be delivered by Registered Providers (previously known as Registered Social Landlords) in 2010/11 plus 82 units (£8.25m) via the Local Authority – Social Housing Grant route totalling 172 units, together with other proposals which are developed and in the pipeline.
- 3.1.4. In 2010 the current Housing Regeneration and Policy team was created incorporating the Housing Strategy Officer. The remit of the team has been expanded to include all housing and policy matters inclusive of the work already covered above in Housing Regeneration & Affordable Housing provision. Areas of work include: any regional work/input; sub regional work, this is fairly extensive and via the sub regional partnership Tees Valley Living/Tees Valley Unlimited; most housing policy work will be undertaken by the team. The team have a role working with planning policy and advising on Housing Allocations together with dialogue with Developers to discuss Affordable Housing needs and requirements.
- 3.1.5. The Team have embarked on a programme of close working relationships with all Registered Providers (RP) operating in Hartlepool. This is a timely area of work which hasn't been undertaken in the Authority for a number of years. The total RP stock in the Town is approximately 10,000 units, 70% of these are owned by Housing Hartlepool.
- 3.1.6. Changes are expected to the funding levels available for regeneration and housing in Hartlepool for the future, particularly due to the economic climate and the new Coalition Government, where the anticipated policy directions are unknown. Therefore the Council is developing a "business case" approach to investment in Housing Regeneration and Affordable Housing delivery.

3.2. **Housing Advice Team based in Housing Options Centre (HOC)**

- 3.2.1. The Housing Advice Team is responsible for providing the following statutory services for the local authority;
- Housing advice
 - Homelessness prevention and responding to homeless applications
 - Out of hours emergency homelessness service
 - Development and delivery of the Local Authority's Homelessness Strategy and Action Plan

- Contribute to the overall Housing Strategy for the Local Authority
 - Identifying and administering mortgage rescue scheme applications
 - Tenancy relations service including enforcement against harassment and illegal evictions
 - Developing and maintaining the Local Authority's allocations policy, housing register and delivering Choice Based Lettings
 - Nomination rights for Registered Providers (i.e. Housing Associations) and monitoring
- 3.2.2. Although not statutorily required the team also provide the following services which each complement and enhance the core service and assist to deliver the housing priorities set out in the LAA to improve access to housing and to meet the housing needs of vulnerable people;
- Coordination and lead for the multi-agency Supported Housing Panel and ensuring the most effective use of the available supply of supported housing
 - Direct tenancy support via Supporting People contract
- 3.2.3. The team is based in the Housing Options Centre which opened in September 2009 and currently consists of;
- 1 Principal Housing Advice Officer
 - 1 Tenancy Relations Officer
 - 1 Supported Housing Coordinator
 - 1 Senior Housing Advice Officer
 - 5 x Housing Advice Officers
- 3.2.4. From October 2009 to the end of September 2010, Housing Advice provided casework for 1470 clients with a range of housing problems and prevented homelessness for 387 households who would have become homeless without our intervention. During this period 19 households were accepted as statutorily homeless and assisted into finding suitable alternative accommodation.
- 3.2.5. The following chart provides a breakdown of the main presenting problem of the casework carried out from the Housing Options Centre since opening in September 2009.



- 3.2.6. The need for a dedicated Tenancy Relations Officer was identified within the first Homelessness Strategy and as well as providing the Council's statutory responsibilities for tackling harassment / illegal evictions this appointment has also proved successful in helping to reduce homelessness against one of the traditionally highest causes in Hartlepool that of losing a private sector tenancy. By targeted advice and assistance to both landlords and their tenants around their rights and responsibilities and promoting good practice within the sector, we have seen significant reduction in the numbers of homeless acceptances due to the loss of a private sector tenancy.
- 3.2.7. The Tenancy Relations Officer also manages the Mortgage Rescue scheme and directly supervises the casework of the Housing Advice Officers who focus on this work.
- 3.2.8. The Supported Housing Coordinator role is to provide operational support to providers of supported accommodation and floating support services, coordinate all referrals into support, and assists with timely and appropriate move on by individuals. Another aspect of this role has also been to develop and chair the multi agency Supported Housing Panel. Clear improvements have been achieved since the appointment in July 2007, particularly in avoiding inappropriate referrals and making best use of the limited supply of supported housing and has improved access into suitable housing when clients are ready to 'move on' which has reduced 'bed blocking' within each of the schemes. Since being filled this role has been successful in assisting the schemes to reduce the average length of stay for residents and remove the lengthy waiting lists previously held by each scheme.
- 3.2.9. The Housing Advice Team have been providing a generic floating support service, for people who are at risk of becoming homeless to help them access and sustain suitable housing, under contract with Supporting People. Two of the Housing Advice Officers deliver the direct support along with a Senior Officer who also supervises the team and has been responsible for developing and managing the service. Although only two of the Housing

Advice Officers specialise in this role they all have the provision of support within their job descriptions and are able to provide cover when needed.

- 3.2.10. Our existing contract officially ended on 4th April 2010 and although we are still providing the service and are receiving payment of £92,500 pa there is no formal contract currently in place. Contracts have not been renewed due to the impending large scale cuts that are anticipated to the overall Supporting People (SP) budget, it is not expected to know the outcome of these cuts and how they will affect services in Hartlepool until December 2010.
- 3.2.11. However it is possible that SP will have to retender for all housing related support including services provided internally by HBC, should our contract not be renewed this will have a significant impact on our budget and therefore the staff provision within the team.
- 3.2.12. The Compass Choice Based Lettings scheme went 'live' in Hartlepool in June 2009 and incorporated the Council's Housing Register which is managed on the Council's behalf by Housing Hartlepool. Since the opening in September 2009 the Housing Options Centre is the main point of contact for housing applicants. From November 2009 Housing Hartlepool relocated two members of their staff to assist with the front line reception service within the Housing Options Centre and the rest of their Lettings Team are due to relocate in November 2010. Housing Hartlepool currently contribute £10,000 pa towards the running costs of the Housing Options Centre but when they relocate their lettings team, they will be occupying at least half of the available space in the building and negotiations will therefore be carried out to increase their contribution towards running costs.
- 3.2.13. As at the end August 2010, there were 2,582 applicants from Hartlepool registered on the Compass scheme and Housing Hartlepool receive approximately 170 new applications each month. As the Housing Options Centre is the main contact point for housing applicants the Housing Advice Team have been providing advice and assistance on accessing and bidding on the scheme for customers to the Centre, however when Housing Hartlepool lettings team move in they should take over the bulk of this work – only referring on to the Housing Advice Team those customers who need more in depth assistance in accessing their housing options.
- 3.2.14. The development of the Housing Options Centre has been strongly supported by Members and the intention is that it will provide the main focal point within the town to access all housing issues, either directly from the Centre or as a 'first stop' approach to guide customers into complimentary services.
- 3.2.15. In the current economic climate the demand for housing advice and homeless prevention services is expected to grow and any staffing cuts will inevitably lead to reduced service provision.

- 3.2.16. The overall budget for the services provided by the Housing Advice Team, including income from SP and other grants is under funded by approximately £35,000. This inevitably means the team overspends each year and makes it extremely difficult to find savings.

3.3. **Private Sector Housing Team**

Prior to 1st April 2010 the whole team comprised:

- 1 Principal Environmental Health Officer – Housing (vacant from 1st October 2010)
- 1 Senior Environmental Health Officer
- 5 Housing standards officers
- 1 Special needs housing manager
- 1 *Grant Services manager*
- 1 Technical officer adaptations
- 1 Adaptations Technician
- 1 *Special needs officer*
- 1 Selective licensing co-ordinator
- 1 Selective licensing enforcement officer
- 1 Landlord registration officer

Since 1st April 2010, a Grants & Loans Co-ordinator post has been created, which consists of the original Grant Services Manager and Special Needs Officer posts. The loss of one post has already been identified as a saving due to the retirement of one of the postholders and the other post holder taking on extra responsibilities by combining the posts.

The work of the private sector housing team is split into the following areas:

- 1) Grants and loans
- 2) Special needs housing
- 3) Enforcement

The work of the team is varied and officers work in more than one area, for example housing standards officers work in loans and grants and selective licensing, in addition to their normal enforcement duties; the Landlord accreditation officer has carried out selective licensing inspections.

Certain aspects of the service are dependant upon funding from either the Government directly or from Supporting People. These service areas are loans & grants, special needs, low level adaptations and disabled facilities grants. Reduction to the funding we receive will directly affect the service we are able to provide and may place pressures on these budgets in future years.

3.3.1. **Grants and Loans**

With effect from 1st April 2010, the Grants and Loans Service consists of 2.5 Officers:

- 1 x Grant & Loan Co-ordinator (0.5)
- 2 x Housing Standards Officers *

* There are a total of five Housing Standards Officers employed within the Private Sector Housing Team, all capable of covering all aspects of enforcement work and grants & loans.

There are two services provided within the Grants and Loans Section and these are:

3.3.1.1. **Home Plus Grants**

Home Plus Grants are available to vulnerable people who are over 60 and are in receipt of a means tested benefit i.e. Income Support, Guarantee Pension Credit, Council Tax or Housing Benefit or applicants under 60 and in receipt of one the aforementioned benefits as well as Long Term Incapacity Benefit or Disability Living Allowance.

Eligible works are essential works of repair or improvement to the structure or fixtures to:

- Protect health.
- Enable vulnerable persons to remain in their own homes.
- Reduce risks of falls in the home.
- Protect vulnerable occupants free from immediate exposure to danger.

All grant works are subject to an inspection by a Housing Standards Officer who will fully inspect the potential works and assess whether they meet the criteria.

Types of works are Re-wires, New Roof, Damp Proof Course, Replacing Flooring, Repair or Replacement Boilers.

The maximum amount of grant that can be given to households within a 3 year period is £4000.00. This is not repayable but there are Fees to the value of 10% added to each grant. There have been discussions around raising this percentage. However, it will reduce the amount of money available to carry out essential works and would result in a lesser number of grants.

The capital allocation for Home Plus grants in 2010/11 is £70,000.

Home Plus Grants

<u>Year</u>	<u>Total Spend</u>	<u>Fees</u>	<u>Number of Grants</u>
2009/2010	£ 106,278.45	£ 8,515.10	63
2008/2009	£ 71,265.31	£ 5,665.21	65
2007/2008	£ 116,191.33	N/A*	94
2006/2007	£ 141,080.27	N/A*	100
2005/2006	£ 117,066.16	N/A*	81

NB Fees are calculated based on the actual cost of works. Other costs included in total spend cover Building Regulation Fees and VAT, for example.

**Please Note - there are no figures available regarding fees as Endeavour Repair Care delivered the Home Plus Grants during these periods on behalf of Hartlepool Borough Council. Therefore, they would have received the fees.*

3.3.1.2. Renewal Assistance

Properties which can be considered for financial assistance must fail to meet the Decent Homes Standard, which comprises of 4 main categories:-

- 1) Hazard Rating.
- 2) Reasonable State of Repair.
- 3) Reasonable Modern Facilities and Services.
- 4) Reasonable Degree of Thermal Comfort.

Enquires can be accepted from owner occupiers who either live in a Housing Market Renewal area or are in receipt of a qualifying benefit.

A points inspection will be carried out on the property to determine whether there are any eligible works required in order to bring the property to within Decent Home Standard e.g. damp proof course, new roof, rewire etc. If any eligible works are identified a full inspection will then take place.

There have been a few changes to renewal assistance over the last few years. Originally, Renovation Grants were available. These were fully

means tested grants that were only repayable within the 5 year grant condition period.

In 2007 renewal assistance changed to 70% grant and 30% loan. It consisted of a legal charge being placed on the property. If the property was sold or disposed of after the 5 year grant condition period then only the loan amount would be repayable.

In 2008 this was changed again to 50% Grant and 50% Loan. All conditions remained the same and this service was delivered for 2 years.

From April 2010 Hartlepool Borough Council is now offering 'renewal assistance' under a Regional Loans Scheme. This is subject to an affordability test being carried out in relation to income, expenditure and savings of the owner occupier and spouse/partner (if applicable).

The maximum allocation to any household is £20,000. The Loan is always repayable. Fees to the value of 12% are charged to oversee the work carried out.

The capital allocation for Renewal Assistance in 2010/11 is £384,000, and from this £199,000 is allocated to the Regional Loans Scheme to allocate in Hartlepool. The remaining £185,000 will cover HBC fees, and loan schemes carried over from 2009/10.

Renovation Grants & Loans

<u>Year</u>	<u>Total Spend</u>	<u>Fees</u>	<u>Number of Grants</u>
2009/2010	£ 654,325.28	£ 61,721.48	92
2008/2009	£ 672,071.57	£ 62,488.03	84
2007/2008	£ 556,355.61	£ 50,054.30	66
2006/2007	£ 569,457.15	£ 52,254.61	59
2005/2006	£ 757,707.30	£ 79,230.84	80

NB Fees are calculated based on the actual cost of works. Other costs included in total spend cover Building Regulation Fees and VAT, for example.

Please note - that not all enquiries received and properties inspected resulted in financial assistance being granted. A number of properties will have been visited each year and inspected that met the Decent Homes Standard resulting in no assistance being granted.

3.3.2. Special Needs Housing, including Disabled Facilities Grants (DFG's)

With effect from 1st April 2010, the special needs housing service comprises:

- 1 Special needs housing manager
- 0.5 Grant and loan co-ordinator
- 1 Technical officer adaptations
- 1 Adaptations technician

The service deals with disabled facilities grant applications, special needs rehousing and a low level adaptations service.

Disabled Facilities Grants (DFGs) are mandatory and are provided in order that the applicant can gain essential adaptations to give them better freedom of movement into and around their property and enable them to access essential facilities within it.

Disabled Facilities Grants are provided under Part 1 of the Housing Grants, Constriction and Regeneration Act 1996.

DFG works completed yearly since 2004 cover:

	2004 /2005	2005 /2006	2006 /2007	2007 /2008	2008 /2009	2009 /2010
Stairlifts	61	59	48	51	41	44
Level Access						
Shower	61	58	59	58	75	68
Overbath						
Shower	12	29	27	12	17	19
Extensions	1	1	2	1	4	6
Ramps	12	13	9	4	12	11
Kitchens	4	2	0	0	1	0
Carriage						
Crossings	5	1	0	4	1	3
Hardstandings	6	1	0	3	1	1
Specialist						
Baths	0	0	4	1	1	0
Other	6	10	11	9	9	10
Total						
completed	168	174	160	143	162	162

For every DFG processed by the Special Needs Housing Service, an agency fee of 12% is charged against the cost of works. In the last financial year 2009/2010 a total of £73,102.36 was reclaimed as income for this service area.

Changes in the last few years to the DFG process which have had a major impact on provision and demand, have been the removal of means testing for child applicants, the extension of qualifying benefits and Housing Hartlepool's five year transfer agreement coming to an end which has resulted in them passing over more works to be completed to their properties via DFG's, but Housing Hartlepool continue to invest in this area of work, with a budget allocation of approximately £400,000 per annum.

DFGs provided to Registered Providers properties since 2005/06 are shown in the table overleaf.

5.4

	Total Number (2005/2006)	Amount (£) - 2005/2006	Total Number (2006/2007)	Amount (£) - 2006/2007	Total Number (2007/2008)	Amount (£) - 2007/2008	Total Number (2008 - 2009)	Amount (£) - 2008 - 2009	Total Number (2009 - 2010)	Amount (£) - 2009 - 2010
Anchor	2	£5,349.77	3	£9,186.17	3	£9,376.00	1	£1,365.00	3	£8,382.03
Accent Homes	0	£0.00	1	£1,800.00	1	£5,365.00	1	£1,400.00	0	£0.00
Tees Valley	3	£3,230.00	5	£11,406.26	2	£3,275.00	2	£6,850.00	3	£8,477.36
Home Housing Endeavour	8	£41,055.10	6	£19,070.94	12	£30,467.62	9	£49,954.71	13	£38,486.90
Housing Three Rivers	1	£1,230.00	0	£0.00	0	£0.00	1	£4,280.00	1	£3,197.09
Stonham	1	£4,349.01	5	£11,007.90	5	£15,126.00	6	£5,737.80	5	£14,475.00
Housing Hartlepool	1	£4,997.00	0	£0.00	0	£0.00	0	£0.00	0	£0.00
Guinness Trust	1	£2,830.00	1	£4,881.00	0	£0.00	2	£29,375.00	16	£92,244.64
Hospital of God	0	£0.00	1	£1,526.00	2	£4,795.00	4	£6,789.36	5	£13,706.09
Joseph Rowntree	0	£0.00	1	£2,580.00	1	£4,787.00	0	£0.00	1	£7,391.23
Railway Housing	0	£0.00	0	£0.00	0	£0.00	0	£0.00	2	£5,779.17
	0	£0.00	0	£0.00	0	£0.00	1	£2,960.00	2	£6,590.00
	17	£63,040.88	23	£61,458.27	26	£73,191.62	27	£108,711.87	51	£198,729.51

% of Overall
Budget spent
on Housing
Association
Properties

13%

15%

17%

16%

29%

In relation to the DFG waiting list, Hartlepool has historically always had a 9-12 months waiting list for applications to be completed from receipt of Occupational Therapist Assessment. The reason for this waiting time is mainly due to demand exceeding budget.

It is estimated that approximately £0.5 million will be required to clear the waiting list entirely, which would significantly improve the service provided to disabled people, as the work required to assist them would be completed much quicker. Once the waiting list was cleared, an annual capital budget allocation from HBC, to supplement the capital grants received from Government sources, would enable the service to respond to demand.

An adaptations policy is currently being developed and this will identify other options to help satisfy the demand, including some financial assistance from Registered Providers for works to their properties, where a tenant requires adaptations.

The Special Needs Housing service also carries out a statutory housing function where by they process and assess housing applications for people who are disabled. These levels of disabilities vary and range from people with physical disabilities to others who have learning disabilities or mental health problems.

The main aim of the service is to make best use of Registered Providers adapted housing stock by re-housing people who have a specialist need into a property already suitably adapted for their medical need.

Anybody who applies to be re-housed via the Compass housing scheme (i.e. CBL) and has indicated on their application that they have a disability / mobility problem is forwarded onto the Special Needs Housing service to ensure that they are in the correct priority banding. If they are deemed as being in too low a banding, the Special Needs Housing service ensures that all relevant supporting information is obtained to justify why their applications priority should be changed. The team then acts as a 'quasi' agent for the disabled applicant and ensures that they are considered for any suitable properties that may become vacant in the areas of Hartlepool they have requested.

Once a suitable property has been found the Special Needs Housing service will then check to make sure the property is suitable before offering the property to the applicant and from there carry out a property viewing with them to see if it is actually suitable and if the applicant would like to move.

Applicants re-housed since 2004, with the assistance of the Special Needs Housing service:

<u>Year</u>	<u>No of People Re-housed</u>
2004-2005	31
2005-2006	53
2006-2007	59
2007-2008	86
2008-2009	93
2009-2010	95

The Special Needs Housing service received a Supporting People grant of £29,460 in 2009/10 for carrying out this service. This contract is due to expire in 2011.

Low Level Adaptations is a statutory service required to be provided by Social Services. This service is currently run by the Special Needs Housing service and provides low level adaptation works to owner occupied and private rented properties. The type of work includes grab rails, banister rails, half steps etc.

The aims and the objectives of the service are to enable individuals to live as independently as possible within their own homes and to help facilitate hospital discharges by the fitting of minor adaptations.

Before 2008 this service was provided by the Home Improvement Agency run by Endeavour Repaircare, however following their office closing in the town, the responsibility for delivery of the service was transferred to the Special Needs Housing Section.

A Supporting People grant of £79,834.44 is received yearly to help provide the service. This contract is due to expire in April 2011.

3.3.3. Housing and Public Health Enforcement, Selective Licensing and Landlord Accreditation

This service comprises

- 1 Senior Environmental Health Officer
- 3 Housing Standards Officers*
- 1 Selective Licensing Coordinator
- 1 Selective Licensing Enforcement Officer
- 1 Landlord Registration Officer

* There are a total of five Housing Standards Officers employed within the Private Sector Housing Team, all capable of covering all aspects of enforcement work and grants & loans.

The service undertakes a wide range of enforcement activities in relation to the condition of both occupied private and empty properties. This includes both regulatory and advisory functions. The majority of work undertaken

relates to rented properties, however some activities include owner occupied and commercial premises.

The service has expanded considerably since 2003. Prior to that all requests for service and proactive inspections were dealt with by one Senior Environmental Health Officer and the equivalent of one Technical Officer. In 2003, two Housing Standards Officers were appointed on a fixed term basis to carry out work on the Office of Deputy Prime Minister (ODPM) sponsored landlord project. This project involved a lot of pro active work looking at measures to address issues in the private rented sector as a pre-cursor to selective licensing. This included survey work and working to improve empty property security. When the ODPM funding ended, these posts were mainstreamed.

There are five broad areas of work carried out within the team:

3.3.3.1. Housing Conditions

The Authority has a statutory duty to keep housing conditions in the area under review with a view to identifying any action that may need to be taken and this includes a duty to take action to deal with hazards in residential premises, licensing of Houses in Multiple Occupation (HMOs) and selective licensing of other houses.

This general duty is also currently met by the undertaking of a periodic house condition survey. (Recommended every five years). This was last carried out in 2009, in conjunction with Darlington and Stockton Borough Councils. The cost to Hartlepool was nearly £50,000.

These surveys are used to provide information upon which to build strategies and inform investment.

Complaints regarding disrepair in privately rented properties have risen steadily over the past 10 years rising from 57 in 2000/01 to 263 in 2010/11.

Part 1 of Housing Act 2004 sets out a number of enforcement options available to deal with hazardous housing conditions. However, most hazards are dealt with without the need for enforcement. To date there have been very few enforcement notices served but this is an area that requires development and recommendations resulting from the process mapping exercise will help shape that. The Housing Act provides that we may make reasonable charges to recover administrative and other expenses incurred in taking action such as serving improvement notices.

Other than the Housing Act there are other enforcement options available, for example those relating to statutory nuisances and defective drainage, using powers contained in the Environmental Protection Act 1990, Public Health Acts 1936 & 1961, Building Act 1984, and the Local Government (Miscellaneous Provisions) Acts 1976 & 1982.

3.3.3.2. Empty Properties

There are powers in the Local Government (Miscellaneous Provisions) Act 1976 to deal with any premises which are not secured against unauthorised access or are likely to be prejudicial to health. In most cases we would serve notices which then give us the authority to carry out any necessary work. Securing empty properties is a power not a duty, but our policy is to use those powers.

Should we feel that works need to be carried out urgently we would arrange the works under the emergency provisions of the Act. In all cases we would seek to re-charge the owner.

As a result of partnership working with Cleveland Fire Brigade we were allocated a non-recurring budget to carry out emergency securing of properties in high risk areas (LPSA Reward Grant). This was underspent and we have a small allocation to use this financial year.

In addition to the reactive work carried out, officers also undertake area based survey work when particular areas are highlighted, for example through the JAGs or Cleansweep, and take action necessary to tackle potentially problematic properties. Some of these initiatives have resulted in doors and windows being replaced to up-lift an area and improve security.

All long-term empty properties are programmed to be surveyed as part of the Empty Homes Strategy and this will include a focus on individual properties that have been empty in excess of five years and streets identified as vulnerable (e.g. Baden Street) and those streets adjacent to HMR areas.

It was agreed that some additional savings from the Management Restructure in 2009/10 would be made available to appoint an Empty Homes Officer on Band 11. The work of this officer is very similar to that of a Housing Standards Officer, but involves working more closely with landlords, advising them on options available to bring their properties back into use.

There are a number of tools available to bring empty properties back into use and the team has had limited success over the years, including acquisition of property by Compulsory Purchase Orders. Complaints regarding empty properties have risen from 140 in 2009/10 to 213 in 2009/10. The number of complaints peaked in 2002/03 at 612 and this coincided with the appointment of the additional two Housing Standards Officers (the assumption being that more problems were identified as a result of the proactive work undertaken).

3.3.3.3. Licensing of Residential Accommodation

The Local Authority has a duty to license certain **Houses in Multiple Occupation** (HMOs) which are three storeys or more and with five or more residents. We have a duty to ensure that the Licence Holder and manager are fit and proper persons and that the house is either suitable, or can be

made suitable for the number of occupants. Since the introduction of mandatory HMO licensing only 13 properties have required a licence. A small number of enquiries are received each year from owners considering HMO use.

Part 3 of Housing Act 2004 introduced a discretionary scheme to licence other residential accommodation (**Selective Licensing**) subject to criteria around low demand and/or anti-social behaviour being met. At that time we were required to seek approval from the Department of Communities and Local Government before introducing a scheme. The scheme has now been operational in Hartlepool since May 2009, however due to staffing issues the initial implementation was slow. However, with additional resources this has been brought back on track and we are in a position to start taking enforcement action against landlords who have not applied for a licence and work with Licence Holders where there may be breaches of licence conditions.

The designation for the current Selective Licensing area ends 30 April 2014, however licences are issued for five years so there may be a number that don't expire for a considerable time after the end of the scheme. Subject to resources these licences could either remain in force or be revoked at the end of the designation period.

There is a commitment to monitor other areas that may be at risk of falling into low demand and/or suffer with persistent anti-social behaviour and consider the introduction further schemes if justified and dependent on the success of the existing scheme.

At the time the application was made to introduce selective licensing it was estimated that 520 properties would require licensing, however, more recent estimates suggests that this number may have risen to nearly 700. Selective Licensing schemes were expected to be self financing, However, up to the end of 2010/11, the cost of running the scheme has been subsidised by the NDC programme and HBC but income from application fees is expected to fund the scheme up to its end date.

Up to the end of September 2010, 566 applications have been sent out relating to properties that we believed required licensing and 446 have been returned. Of the 446, 235 have been licensed and the remainder are being processed. 3 Temporary Exemption Notices have been served and 67 have been inspected for compliance with licensing conditions. There are case files being prepared for prosecution of landlords who have not made an application within the required timescale.

3.3.3.4. Public Health

The team also undertakes investigations of statutory nuisances relating to both occupied and unoccupied domestic dwellings (and a low number of commercial). These nuisances could include accumulations of rubbish which

attract or harbour pests, as well as nuisance from the odours associated with them. This could also include defective premises causing a nuisance to a neighbouring property, for example dampness caused by defective guttering. Last year nearly 400 requests for service related to potential statutory nuisances were received.

Individual premises that are considered to be 'filthy or verminous' may be dealt with using public health legislation.

The team also investigates problems with private drainage systems, including the service of legal notices and works in default, these cases account for 60-70 cases each year.

The team is also responsible for dealing with and co-ordinating action relating to unlawful encampments and for the bi-annual gypsy count, which account for between 5 and 10 cases each year.

Overall Private Sector Housing team enforcement activity

2000/ 01	2001/ 02	2002/ 03	2003/ 04	2004 /05	2005/ 06	2006/ 07	2007 /08	2008/ 09	2009/ 10
423	773	1049	1104	927	798	857	973	1078	971

3.3.3.5. Landlord Accreditation (non-statutory)

The current voluntary landlord accreditation scheme was launched in August 2002. It was originally established as a joint venture with the Citizens Advice Bureau as part of a Housing Advice and Tenancy Support Service that expanded on the already successful SmartMove scheme operated by the CAB.

NDC funding was allocated for the scheme to operate until March 2004 on the basis that Government proposals for licensing would then be in place. However, the expected legislation to introduce selective licensing was not introduced and further funding was secured to run the scheme for a further year. The scheme is now entirely funded by HBC.

The voluntary scheme currently in operation requires landlords to agree to a code of conduct. To be accepted on to the scheme, landlords are required to submit details of their full portfolio so that inspections can be carried out. Properties must meet the basic standard, i.e. to be free from high scoring hazards. If they do not meet this standard, advice will be given to the applicant and a timescale agreed for the completion of any necessary work. In some cases, non-compliance may result in enforcement action being taken. The code also covers a wide range of tenancy matters, such as tenancy agreements, anti-social behaviour and inventories.

As well as assisting landlords with any tenancy management issues, there are a number of outcomes of this scheme which contribute to the Authority's

duties under Part 1 of the Housing Act 2004. Last year 86 inspections were carried out and following advice from the Landlord Registration Officer, 17 were made decent.

The scheme also contributes to our targets to return empty homes into occupation through advice, assistance and property advertising.

Other benefits to landlords are continually being considered, for example in 2009, a free one day conference was held in partnership with the other four Tees Valley authorities and the National Landlords' Association and members of the Landlord Accreditation scheme are entitled to a reduced fee for HMO and Selective Licensing.

There are currently 247 landlords/agents signed up to the scheme with responsibility for managing 1538 properties in the town. Since the introduction of Selective Licensing in May 2009, a further 121 applications for membership have been received from landlords managing 898 properties. The majority of these properties (62%) fall outside the Selective Licensing areas.

The increase in applications for membership of the voluntary scheme can be largely attributed to the introduction of selective licensing and indicates how the schemes can work together to bring about improvements across the town.

Other work in progress includes the development of:

- Teesside Landlords Handbook – contributing to handbook for accredited landlords and investigating possibility of online handbook via Local Authority websites.
- Building on the CBL advertising currently taking place to utilise the Housing Options Centre to encourage private landlords to advertise their properties through the HOC and work closer with the Housing Advice Team to find tenants for empty properties - prevent homelessness and bring properties back into use.
- Working on a landlords business directory – to encourage local businesses to offer discounts to accredited landlords in exchange for free advertising in a booklet that would be provided to landlords when they become accredited.

3.3.3.6. Immigration Inspections (non-statutory)

The service also carries out inspections on behalf of residents requiring entry clearance for family members. This involves assessing the suitability of the property for occupation and overcrowding. Over the past five years an average of 14 such inspections have been undertaken.

- 3.4. **Tenant Referencing Service (known as Good Tenant Scheme or GTS)**
- 3.5. This service is provided by the Anti-social Behaviour Unit, within the Community Safety & Protection division. It has been included within the scope of the Housing SDO, to enable affinity with other landlord and tenant services to be explored. No budget has been added to the review, so if savings were identified in relation to this service, they would be added to the Community Safety SDO in Year 3.
- 3.6. The service is provided by 1 member of staff, the Tenant Referencing Officer, with approximately 10 hours per week admin support from the ASB Unit admin.
- 3.7. Funding for the scheme was agreed in 2007 following concerns that not enough was being done to counter A.S.B. in the private rented sector. A forerunner of the GTS scheme, known as TIES (Tenant Information Exchange Scheme) was established by the Anti-social Behaviour unit in 2006 whilst the creation of a referencing scheme for the full town was under consideration. This scheme was designed to quickly address criticism that certain streets were experiencing an undue amount of anti-social behaviour. It was based on the premise that landlords were not doing enough to take references for their tenants, and the belief that referencing would have led to some of the more problematic tenancies not being granted. TIES dealt only with the records held by the Anti Social Behaviour Unit and did not therefore include any information on criminal or past tenancy management.
- 3.8. It was recognised that this scheme would not do anything to address existing problems of anti-social behaviour, nor would the scheme link to support to help achieve behavioural change, as the resource was not available to do this. It was however a stop gap means of addressing residents' concerns which was possible using existing resources.
- 3.9. The scheme operated from January 2007 until September 2008, and the Anti-social behaviour unit received 422 requests for references in this time. The Scheme was popular with both residents and landlords and those streets affected saw a reduction in anti-social behaviour as a result. Indeed some landlords were resistant to the move from TIES to the GTS as whilst the GTS gives a more comprehensive picture, it does take longer and depends on greater co-operation from the prospective tenant.
- 3.10. The service is non statutory. No charges are levied to landlords or tenants for using the scheme.
- 3.11. The scheme launched at the beginning of May 2008, offering would-be tenants a card to show to landlords based on a traffic light system indicating their suitability as tenants.
- 3.12. The scheme was evaluated after 18 months operation. At this point 277 cases were due a review, which represented 43% of cases completed. The system of reviews was altered in an attempt to streamline the system such that the backlog of reviews could be dealt with. As part of the evaluation the

Housing Advice Manager indicated that the Housing Advice Officers thought that if they operated the scheme that it could be merged with CBL and incorporated into their working practices. This option also addresses the issue of resilience as the scheme is very dependent on one member of staff.

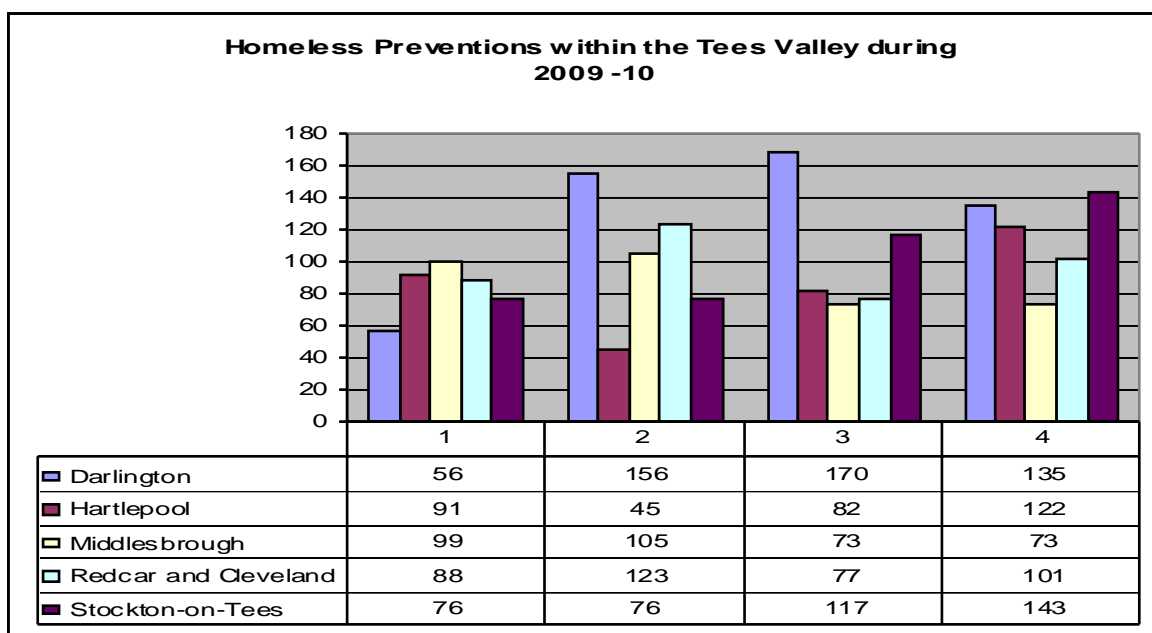
- 3.13. Members have consistently indicated that they wish the CBL referencing to be combined with the GTS so we are not operating 2 systems.
- 3.14. In June 2010 the GTS was relocated to the Housing Options Centre (HOC). Following training Housing Advice officers commenced operating the scheme from July 2010.
- 3.15. The evaluation report found that, in addition to the full time working hours of the Tenant Referencing Officer, 60% of the time of a member of the Housing Benefits administration was being taken up confirming address and identification. This was not sustainable especially in the light of the administrative restructure which took place in 2009/10 as part of Business Transformation.
- 3.16. To address this, the tenant referencing officer has negotiated direct access to the I-clipse system so that this checking may be carried out by the ASBU administration service.
- 3.17. The timesheet exercise which has been carried out as part of the SDO process has found that the ASBU administrative team are now dedicating an average of 20 hours per week to the scheme.
- 3.18. The Referencing officer continues to work full time on the scheme- initially much of this was the training and direction of the Housing Advice team. He has now been able to start to reduce the backlog of reviews and this has reduced from 43% to 35% of cases with reviews outstanding. In addition Housing Advice officers are now contributing 24 hours per week.
- 3.19. Benefits of relocating to HOC have included a reduction in applications that are not completed, from 24% in October 2009 to 15%. This, coupled with the amount of work that is being done by those on a lower pay band, has reduced the average cost per reference from £63.00 at the time of the evaluation to £39.00. It is anticipated that this will be reduced further as officers become more familiar with the scheme.
- 3.20. A further benefit has been an increase in the use of the scheme, with applications up from an average of 90 per month to 125.
- 3.21. The Tenant Referencing Officer has also commenced development work in using the HOC to link with the accreditation scheme and advertise properties through the HOC to green card holders for Accredited Landlords. This is a pilot exercise aiming to promote the Accreditation scheme and in the longer term serve as a mechanism to promote hotspot areas as part of a range of initiatives to halt and reverse decline in these areas.

4. BENCHMARKING INFORMATION

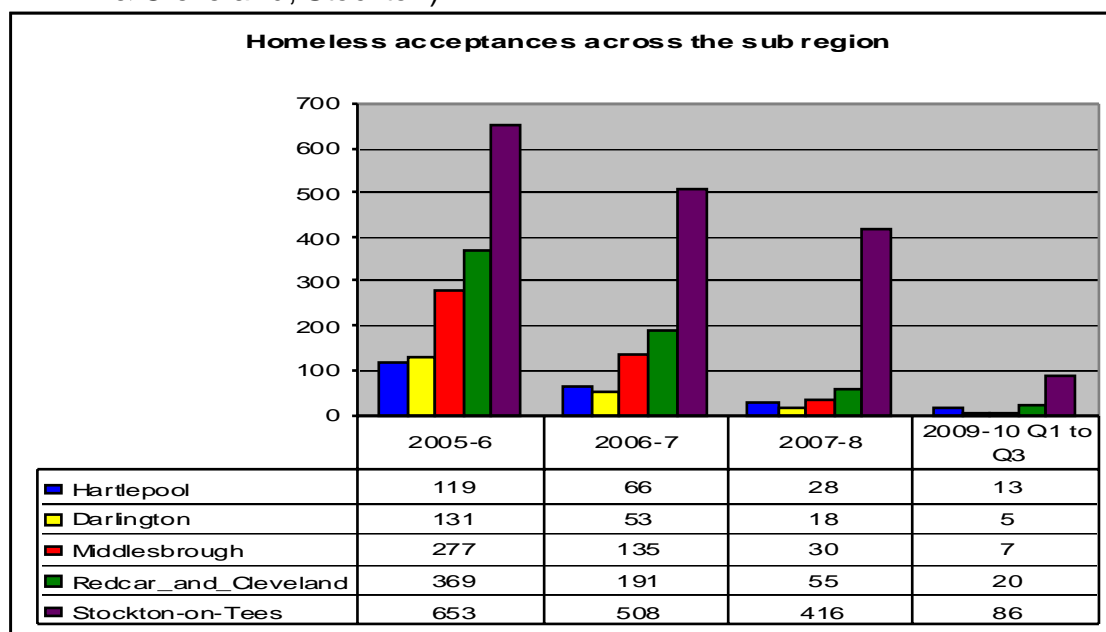
4.1. Housing regeneration and policy team

No benchmarking is possible as all the Tees Valley Authorities operate differently. Some other small district Authorities are similar, but they don't have the same or similar large urban regeneration programmes as Hartlepool does.

4.2. Housing services based in Housing Options Centre



This indicates that Hartlepool has a high number of Homeless preventions compared to the 3 larger Tees Valley authorities (i.e. Middlesbrough, Redcar & Cleveland, Stockton).



Homeless acceptances have reduced considerable in past few years across all 5 Tees Valley authorities.

4.3. Private Sector Housing Team

4.3.1. Grants and Loans

No benchmarking has been possible due to other Authorities not operating a comparable service.

4.3.2. Special Needs Housing

In relation to fees charged for DFG's Hartlepool recovers 12% of the capital works cost, as a contribution to the revenue funding to cover staff costs.

This is the same recovery rate as Stockton, Middlesbrough and Durham, but greater than Redcar and Cleveland, Darlington, Gateshead and Northumberland (10%), Sunderland (11%), Newcastle (0%). South Tyneside currently charge 15%.

For 2009/10, the following statistical data has been gathered from other authorities in the region, to enable a comparison of total staff, salary costs and fee income to be made:

<u>Authority</u>	<u>Overall DFG Budget</u>	<u>Total Staff (DFG's)</u>	<u>Salary Costs</u>	<u>Fees Charged</u>	<u>Fees Generated</u>	<u>Residual amount</u>
Hartlepool	£673,455.00	2.4	£64,665.60	12%	£73,102.36	£8,436.76
Middlesbrough	£1,694,075.00	5.75	£146,145.00	12%	£160,079.00	£13,934.00
South Tyneside	£1,106,000.00	4.55	£141,666.00	15%	£159,085.00	£17,419.00
Stockton	£1,257,483.00	4.75	£116,750.00	12%	£134,730.00	£17,980.00
Newcastle	£1,355,102.00	6.25	£173,978.00	0%	£0.00	-£173,978.00

In comparison to other local authorities Hartlepool has by far the smallest number of staff who work exclusively on processing DFG's. This staffing level has reduced in the past year and now comprises approximately 2.2 Fte, compared to 2.4 Fte when the benchmarking exercise was completed.

4.3.3. Housing and Public Health Enforcement, Selective Licensing and Landlord Accreditation

During past years, attempts have been made across the Tees Valley Authorities to develop benchmarking information, but this has not succeeded, due to the wide variation in service delivery methods.

4.4. Tenant Referencing Service

- 4.4.1. It has not been possible to find direct cost comparisons with a scheme run in a similar manner.
- 4.4.2. A landlord can obtain references using an on-line company for only £10 per occasion according to various websites although it should be stressed that these references are based on searches of on line databases of convictions, court judgements and credit reference scores.
- 4.4.3. Against this needs to be balanced the fact that the references that result from the GTS are more comprehensive; targeted; incorporate reviews and over time, will continue to build a picture of applicant behaviour as a file of references from previous landlords is built up.
- 4.4.4. The Stockton Scheme deals with around 100 references per month and is run by one full time officer equivalent, giving an average cost of £20 per reference, compared to Hartlepool's current £39, although the Stockton scheme is less comprehensive in terms of the checks made and does not include a review system.

5. OPTIONS DEVELOPMENT

The review team, lead by the Assistant Director for Community Safety and Protection, comprised the three Tier 4 strategic managers for the housing services under review, the two Tier 5 managers and 2 supervisors from the Private Sector housing team. On occasions, a representative from Finance and / or the Regeneration and Neighbourhoods Customer and Improvement manager joined the review team.

There have been 8 review team meetings and at most meetings we have discussed services, budgets, performance and options for savings.

The team has endeavoured to consider transformation changes when identifying options for savings. There are areas of developmental work on-going, such as the development of an adaptations policy, which will be reported separately to this review, but may lead to further changes in working arrangements in 2011 / 12 and beyond. Also, services provided from the Housing Options Centre are likely to increase, so that a more holistic and effective housing service would be available to Hartlepool residents. It is however, unlikely this will lead to significant income generation, as the lease prevents sub-letting, but charges for services such as phone and IT costs could be recovered.

The review team also discussed the establishment of a Home Improvement Agency (HIA) within the Council. This needs further in-depth consideration and discussion with both the Child and Adult Department and Registered Providers (i.e. Housing Associations) to consider the feasibility and viability in the longer term.

There are services within the Private Sector Housing team which could be delivered from the Housing Options Centre, for example, landlord accreditation and selective licensing, which would lead to many of the direct services for landlords and tenants being delivered in one place. It is therefore suggested that a further review is carried out during 2011/12, which may not generate savings, but should improve overall housing service delivery.

Process mapping of all service areas has been undertaken, but no significant process changes have been identified which could produce savings.

There may be efficiency savings to be made with the introduction of new technology, or inclusion of services into Hartlepool Connect, but there has not been time to explore these in detail through this SDO. Both will continue to be considered in the future.

The review team will continue to consider alternative delivery methods over the next twelve to twenty-four months.

In relation to options considered it has been difficult to identify solutions to make the required savings, as many of the services are either statutory or part statutory and several areas have significant sums from grant (mainly supporting people) or fee income, covering budgets for staff. Direct staff costs cover 65% of the total gross expenditure and there are significant sums associated with the running costs of the Housing Options Centre which are linked to the lease arrangements as already stated.

5.1. Housing Regeneration and Policy Team

This is a small team with minimal budget other than salaries, and no savings have been identified for this SDO.

5.2. Housing Advice Team

The Housing Advice team have carried out two separate time monitoring exercises over recent months each spanning a two week period which has shown that the equivalent of 1 FTE is spent on admin related tasks. As the team has no dedicated admin support a significant proportion of each officer's time is spent on general administrative duties and particularly in relation to finance/ integra processing.

It has been agreed that the Housing Hartlepool Allocation and Lettings Team will be relocated to the Housing Options Centre before the end of 2010. It is therefore considered prudent to review the impact of the changes in staff skills and knowledge this brings, before considering changes to staff structures to address this gap in service provision.

A further review of the new Housing Options Centre service will be carried out during 2011/12.

5.3. Private Sector Housing Team

In relation to the overall team, the early meetings of review team identified that it would be possible to merge the Grant Services Manager post at Band 10 with the Special Needs Officer post at Band 8. The combined role, known as Grants and Loans Officer was evaluated at Band 10, so a saving of £25,600 (top Band 8) was immediately identified and the Grant Services Manager post holder retired in March 2010 – this is the first option recommended to make a saving.

Raising fee income for both DFG's and renewal assistance (currently 12%) and Home plus grants (currently 10%) has been considered. As has been outlined at para 3.3.2, Hartlepool's fee is already relatively high when compared to other Authorities, but based on DFG capital allocations for 2010 / 11 the following fee increases could be considered:

DFGs	Fees Reclaimed	Amount if Fees were increased		
Budget 10/11	12%	13%	14%	15%
£670,000.00	£80,400.00	£87,100.00	£93,800.00	£100,500.00

We anticipate capital funding will be cut in 2011 / 12, and if this is the case, a rise in fee charge would only add to the reduction in capital funding available to carry out necessary works, and generation of revenue by this means is potentially unsustainable in the long term. This option is therefore not recommended.

The Principal Environmental Health Officer – Housing post has been vacant since the previous post holder retired on 30th September 2010. There are several options which can be considered in relation to this post, the first being to delete the post and make a saving in the region of £50,000. Over the past few years, demand for housing services has increased significantly (e.g. empty homes, selective licensing), and there have been problems already experienced in responding to this demand. It is therefore imperative that this team has a skilled, experienced and knowledgeable officer to lead the team. It is not recommended that the post be deleted.

Another option would be to recruit internally to the Principal EHO post. Environmental Health Officer (EHO) posts have specific professional qualification requirements, therefore the only eligible candidates for an internal recruitment process to the Principal EHO post, would be existing EHOs. Assuming one of these candidates was successful, the vacancy left, could also be considered for deletion. However, the Public Protection Section has 2 recently graduated EHOs in 'Technical' Officer posts, who are currently undertaking their professional exams. Both these individuals would be eligible to apply for a Senior EHO post, once they have passed their professional exams, thus leaving a technical officer type post at Band 8 or 10 vacant. It is recommended that this recruitment process is followed and leads to a vacant post at a Technical Officer level to be deleted to make the required saving – this is the second recommended option.

5.4. Tenant Referencing Service (known as Good Tenant Service or GTS)

There are no savings to be made by the Good Tenant Service as no budget has been included in this review, however options have been considered to inform the Community Safety Review in Year 3 and the further review of the Housing Advice Team recommended by this SDO.

These cover:

- discontinuing the scheme
- charging for issuing Good Tenant Scheme cards
- establishing a Tees Valley Referencing Scheme
- delivery of the scheme by an external provider
- restricting the scheme to hot-spot areas.

5.5. A summary of the financial impact of the preferred options is as follows:-

Option Recommended	Saving £
Merger of Grant Services Manager post (Band 10) with Special Needs Officer (Band 8) to create a Grants and Loans Officer Co-ordinator (Band 10) – this was implemented in April 2010	£25,600
Recruitment process to fill vacant Principal Environmental Health Officer (Housing) post internally leading to a vacant post at a Technical Officer level	£29,000
Total	£54,600

6. DIVERSITY IMPACT ASSESSMENT

- 6.1. The proposed recommendations have been reviewed against the existing service Impact Needs Requirement Assessment's and the actions proposed will not result in any adverse impacts on any of the diversity strands for the Housing SDO reviews.

7. FINANCIAL IMPLICATIONS

- 7.1. The Service Delivery Options (SDO) programme has been designed to review all council activity over a three year programme and is planned to contribute over £3.5m in savings to the Business Transformation (BT) savings of £6m over this period. Each review has a target for savings set at the outset as part of this overall programme and these are assigned to specific financial years in the Medium Term Financial Strategy. For 2011/12 the MTFS forecasts are based on the achievement of £1.3m of Business Transformation SDO savings from 1st April 2011.
- 7.2. The Business Transformation programme was planned, as part of the MTFS, to support the budgetary position of the council through a managed

programme of change. The economic climate of the country, and the likely impact of expected grant cuts post general election, mean that the anticipated budget deficits, after all BT and other savings are taken is still expected to be around £4m per annum for each of the next three years. These additional cuts equate to 4% of the annual budget and a cumulative cut of over 12% over three years. In practice there will be some areas Members wish to protect and this will simply mean higher cuts in other areas and/or the cessation of some services.

- 7.3. It has been identified in previous reports to Cabinet that a failure to take savings identified as part of the BT programme (and more specifically the SDO programme) will only mean the need to make unplanned cuts and redundancies elsewhere in the authority. This position has been exacerbated through the economic circumstances and likely grant settlements and failure to implement SDO savings will in all likelihood make the 2011/12 budget position unmanageable owing to anticipated grant cuts commencing this year. In addition, as reported in the MTFS the Council faces a range of budget risks which exceed the available strategic risk reserve and this funding shortfall will need to be addressed in 2010/11 and 2011/12, which further reduces financial flexibility.
- 7.4. The SDO reviews are attempting to ensure that a service base can be maintained, costs can be minimised and the payback on any investment is maximised. In simplistic terms each £25,000 of savings identified which are not implemented will require one unplanned redundancy with likely associated termination costs. No funding is available for these termination costs as existing balance sheet flexibility is committed to supporting the SDO programme on a loan basis, so higher saving will be needed to fund these termination costs outright.

8. COMMENTS FROM BT PROGRAMME BOARD

- 8.1. The BT Programme Board considered the Options Report on 16th November.
- 8.2. Members considered the report in detail and noted the difficulties in making the required savings as many of the services were either statutory or part statutory and several areas had significant sums from grant (mainly Supporting People) or fee income.
- 8.3. It was noted that through this review every effort had been made to minimise the impact on service users. Although outside the scope of the review some concerns were expressed regarding future possible significant cuts to Supporting People funding.
- 8.4. Members were supportive of the preferred option for achieving the full savings.
- 8.5. Members of Programme Board indicated their agreement to endorse the recommendations contained within the report which Cabinet would be asked to approve.

9. RECOMMENDATION

- 9.1. Cabinet are asked to approve the preferred options as stated in Section 5 of the main report.
- 9.2. Cabinet are asked to agree the proposals for the achievement of the £54,600 savings which are summarised in section 5 of the main report.
- 9.3. Cabinet are asked to note the alternative delivery models which are stated in Section 5 of the main report and that further consideration is given over the next 12 to 24 months of the transformation options relating to the services included in this particular service delivery review.

CABINET REPORT

6 December 2010



Report of: Director of Regeneration & Neighbourhoods

Subject: BUSINESS TRANSFORMATION - PUBLIC
PROTECTION SERVICE DELIVERY OPTION
REPORT

SUMMARY

1. PURPOSE OF REPORT

- 1.1. To inform Cabinet of the findings of the Public Protection service delivery options review and the options appraisal aspect of the review.
- 1.2. The Public Protection SDO review has an efficiency target of 7.5% of the baseline budget from 2008/09, which originally equated to a saving requirement of £112,500.
- 1.3. The Public Protection SDO scope was changed in 2010/11, due to management structure changes in the Regeneration and Neighbourhoods Department. Therefore the saving required in this SDO review has been reduced to £94,500 and the remaining £18,000 saving requirement has been transferred to the Environment SDO, which now includes the cemeteries and crematorium service.
- 1.4. The residual Public Protection budget, from which the £94,500 saving is to be made, is £803,588.

2. SUMMARY OF CONTENT

- 2.1. The scope of the services covered by this review are Trading Standards, Licensing and Environmental Health (Commercial Services and Environmental Protection).
- 2.2. The review is constrained in the licensing area, as licensing income cannot be used to subsidise other services, but can be used to benefit those subject to the licensing regime i.e. an increase in fees charged to increase income to the Council is only permitted if this directly relates to a requirement to cover the cost of running a licensing service.
- 2.3. Trading Standards is a statutory service responsible for the administration and enforcement of an extremely wide range of consumer protection

legislation that includes underage sales, product safety, consumer credit (including loan sharks), rogue traders (such as cowboy builders etc), weights and measures, false and misleading descriptions, counterfeiting and is a statutory consultee for both the Licensing Act 2003 and the Gambling Act 2005. In many cases it is the only enforcement body that can investigate and prosecute for offences relating to these matters. Trading Standards Officers are the only non-Police staff to be authorised by statute to carry out underage sales test purchases.

- 2.4. Many of the Licensing team's responsibilities are statutory requirements on local authorities covering the administration and enforcement of Licensing and Gambling Acts and the licensing of taxis and private hire vehicles.
- 2.5. Much of the Environment Health service area is covered by statutory requirements on local authorities. The service is delivered by two teams; commercial services and environmental protection. The services provided are:

2.6. Commercial Services

The Commercial Services Team is responsible for enforcement work related to all aspects of food safety and standards legislation, health and safety at work, animal health and feed hygiene legislation, smoke free legislation and port health functions.

2.7. Environmental Protection

The Environmental Protection team is responsible for noise, environmental pollution control, pest control and markets. The officers work in partnership with other Tees Valley local authorities and agencies such as the Environment Agency.

- 2.8. Options have been developed for each service area and are outlined in Section 5 of the main report.

A summary of the financial impact of all the preferred options is as follows:-

Option Recommended		Saving £	
1.	Change the recruitment method for training Trading Standards officers. Delete student TSO bursary.	10,000	10,000
2.	Contribution to Tees Valley Measurement capital fund no longer required	10,000	10,000
3.	Remove vacant post budget from commercial services	21,000	21,000
4.	Remove miscellaneous savings from commercial services team budget	2,640	2,640
5a)	Introduce charge of £50 + materials, for treatment of mice in domestic premises (300 cases)	15,000	-
5b)	Concessionary rate of £25 + materials to apply for households on means tested benefits (300 cases)	-	7,500
6a)	Increase charge from treatment of cat fleas and wasps from £30 to £50, plus materials (300 cases)	6,000	-
6b)	Concessionary rate of (existing charge) £30 + materials to		

	apply for households on means tested benefits (300 cases) (current charge of £30)	-	0
7a)	Introduce charge for treatment of all other insects of £50 plus materials (70 cases)	3,500	-
7b)	Concessionary rate of £30 + materials to apply for households on means tested benefits (70 cases)	-	2,100
8.	Saving from out of hour noise service due to implementation of staff payment requirements in Single Status Agreement	13,000	13,000
9.	Saving realised by a review and change to delivery of the River Tees Port Health Authority Service	11,480	11,480
Total savings identified		92,620	77,720

3. RELEVANCE TO CABINET

- 3.1. The report details options for one of the reviews which form part of the Service Delivery Options Programme, is part of the Business Transformation Programme, and is therefore relevant for a Cabinet decision.

4. TYPE OF DECISION

- 4.1. Key Decision, Test i applies. Forward Plan Reference: RN 37/10

5. DECISION MAKING ROUTE

- 5.1. Cabinet – 6 December 2010.

6. RECOMMENDATIONS

- 6.1. Cabinet are asked to approve the preferred options as stated in Section 5 of the main report.
- 6.2. Cabinet are asked to agree the proposals for the achievement of the £92,620 or £77,720 depending upon which savings option is selected, which are summarised in Section 9 of the main report.
- 6.3. Cabinet are asked to agree a concessionary rate for treatment of mice and all types of insects in domestic premises, to apply for households on means tested benefit.
- 6.4. Cabinet are asked to note the alternative delivery models which are stated in Section 5 of the main report and that further consideration is given over the next 12 to 24 months of the transformation options relating to the services included in this particular service delivery review.

Report of: Director of Regeneration & Neighbourhoods

Subject: BUSINESS TRANSFORMATION - PUBLIC
PROTECTION SERVICE DELIVERY OPTION
REPORT

1. PURPOSE OF REPORT

- 1.1. To inform Cabinet of the findings of the Public Protection service delivery options review and the options appraisal aspect of the review.
- 1.2. The Public Protection SDO review has an efficiency target of 7.5% of the baseline budget from 2008/09, which originally equated to a saving requirement of £112,500.
- 1.3. The Public Protection SDO scope was changed in 2010/11, due to management structure changes in the Regeneration and Neighbourhoods Department. Therefore the saving required in this SDO review has been reduced to £94,500 and the remaining £18,000 saving requirement has been transferred to the Environment SDO, which now includes the cemeteries and crematorium service.
- 1.4. The residual Public Protection budget, from which the £94,500 saving is to be made, is £803,588.

2. BACKGROUND

- 2.1. The scope of the services covered by this review are mainly statutory services and cover Trading Standards, Environmental Health and Licensing.
- 2.2. The scope was agreed by Cabinet in August 2010, after the Coalition Government's announcement about the Comprehensive Spending Review and the potential for cuts in 2011/12 and beyond. The potential for spending cuts has therefore been 'borne in mind' when options have been developed, but any cuts required have not been determined as part of the SDO review.
- 2.3. The review is constrained in the licensing area, as licensing income cannot be used to subsidise other services, but can be used to benefit those subject to the licensing regime i.e. an increase in fees charged to increase income to the Council is only permitted if this directly relates to a requirement to cover the cost of running a licensing service.

3. SERVICES PROVIDED BY THE PUBLIC PROTECTION SECTION

- 3.1. The section comprises 4 teams, namely Trading Standards and Licensing, Commercial Services, Environmental Protection and Private Sector Housing.

Each team is managed by a Principal Officer at Tier 5 (Band 13). The Public Protection Manager, is the Tier 4 Strategic Manager (Band 15). This review does not include Private Sector Housing, which is included in the Housing SDO.

3.2. **Trading Standards**

- 3.3. Trading Standards is a statutory service responsible for the administration and enforcement of an extremely wide range of consumer protection legislation that includes underage sales, product safety, consumer credit (including loan sharks), rogue traders (such as cowboy builders etc), weights and measures, false and misleading descriptions, counterfeiting and is a statutory consultee for both the Licensing Act 2003 and the Gambling Act 2005. In many cases it is the only enforcement body that can investigate and prosecute for offences relating to these matters.
- 3.4. The current team comprises:
- Principal Trading Standards & Licensing Officer
 - 3 Senior Trading Standards Officers (1 of which is vacant)
 - 1 Technical Officer Trading Standards
 - 1 Technical Officer Tobacco Control (Grant funded 2 yr contract)
- 3.5. Trading Standards Officers are the only non-Police staff to be authorised by statute to carry out underage sales test purchases.
- 3.6. Following the breakup of Cleveland County Council in 1996 Trading Standards became a Hartlepool Borough Council function with a compliment of twelve staff, including three who provided a Consumer Advice Service. In addition to this the team had a sampling budget of approximately £60,000 for the purchase of testing of consumer products.
- 3.7. Trading Standards has gradually lost two thirds of its staff compliment as the need for savings across the Public Protection Section often focused on losing vacant posts and Trading Standards often had these due to a national shortage of qualified officers. The sampling budget is now shared with Environmental Health and is less than £5,000.
- 3.8. The roles and responsibilities of Trading Standards have increased over the same time with new European legislation coming into force in a range of areas plus new domestic legislation such as the Licensing and Gambling Acts.
- 3.9. As a response to the reduction in staff numbers, a process of service prioritisation was implemented in 2001 using a Resource Allocation Matrix developed in Hartlepool and recognised by the Government as an example of Best Practice. High priority areas in Hartlepool are underage sales, product safety and rogue traders, therefore staffing and other resources are targeted at these areas. This prioritisation has allowed Trading Standards to continue

to provide a service with resources that are significantly lower than those of neighbouring Trading Standards departments.

- 3.10. The Service has also been affected by new national initiatives such as the Consumer Direct Service that offers a consumer advice freephone service funded through central government. The promotion of a national Consumer Advice Service has raised the profile of Trading Standards and resulted in many complaints being referred to local Trading Standards Services for action. Whilst other Tees Valley authorities have retained their consumer Advice Services, Hartlepool has not, and as such a greater pressure has been placed on the remaining team. In 2007/08 134 complaints were referred from Consumer Direct to Hartlepool Trading Standards, this rose to 305 the following year and in 2009/10 it rose again to 443.
- 3.11. A number of weights and measures functions and responsibilities are carried out by Tees Valley Measurement – a partnership arrangement between the ex-Cleveland authorities. This service, based in Middlesbrough, carries out statutory weights and measures testing that could not viably be carried out by Hartlepool alone and also provides a laboratory testing service for the chemical and physical analysis of samples. Tees Valley Measurement has recently undergone a value for money audit which resulted in a fundamental redesign of its business model and the loss of several members of staff.
- 3.12. Whilst Trading Standards currently employs one permanent technical officer, part of this officer's role has recently changed so as to include animal health enforcement – a role carried out until 2009 by a dedicated animal health inspector who worked within the Environmental Health Commercial Services team. The Trading Standards technical officer is therefore no longer a dedicated officer.
- 3.13. In addition to this, in March 2010, the Principal Trading Standards Officer retired and his role was incorporated within that of the Principal Licensing Officer – creating the new position of Principal Trading Standards & Licensing Officer.
- 3.14. Stockton Borough Council has a Trading Standards & Licensing Manager, two Principal Trading Standards Officers and one Principal Licensing Officer i.e. 4 officers doing the job of one in Hartlepool whilst Middlesbrough has a Trading Standards Manager, two Principal Trading Standards Officers and a Principal Licensing Officer – again 4 officers doing the job of one in Hartlepool.
- 3.15. The pressures on Trading Standards remain, with demands from the public for greater control over the sale and supply of alcohol – particularly to those underage, a rise in 'doorstep' crime such as cowboy builders and distraction burglaries and greater expectations for the protection of the vulnerable and elderly.
- 3.16. Criminal prosecutions successfully undertaken in Hartlepool by Trading Standards include a loan shark who was charging his customers 173,000%

interest, dangerous ceramic paint that contained potentially lethal quantities of lead, pens that had unventilated tops that could choke children and several premises that have sold alcohol, fireworks and cigarettes to children as young as 14.

- 3.17. The month of August 2010 has produced intelligence about a money lender charging 225,000% APR, a cold calling cowboy roofer attempting to obtain £7500 from an 81 year old widower for roof repairs that were not needed, an underage sales operation where 3 corner shops sold cigarettes to two 15 year old volunteers and a request from another Trading Standards department to tackle a Hartlepool trader selling potential choking hazards over the internet. All of these issues fall to Trading Standards to investigate and are being dealt with by a team of two Trading Standards officers and one technical officer.

3.18. **Licensing**

- 3.19. Many of the Licensing team's responsibilities are statutory requirements on local authorities covering the administration and enforcement of Licensing and Gambling Acts and the licensing of taxis and private hire vehicles.

The current team comprises:

- Principal Trading Standards and Licensing Officer (shared)
- 1 Senior Licensing Enforcement Officer
- 1.5 Technical Officers (Licensing)

- 3.20. There has however been a number of staffing and efficiency savings over the past three years to ensure that licensing is self financing. The savings of approximately £35,000 per year have been generated through the loss of one part time licensing technical officer, the loss of a full time principal licensing officer (the post holder is now also responsible for Trading Standards) and the adoption of new processes for the licensing of taxi vehicles.
- 3.21. Hartlepool's licensing team is staffed by far fewer staff than other Tees Valley authorities, with Hartlepool having 5.5 FTE (includes admin), Darlington 8, Stockton 10, Redcar & Cleveland 10 (see graphs under Benchmarking).

- 3.22. The fees charged are a mix of those set locally and those covered by the national fee regime as follows:

Licensing Area	Fee Charged	Renewal Period	Set locally?	Statutory Requirement?
Licensing Act – personal licence	£37	10 years	No	Yes
premises licence	£100 - £635 based on rateable value	Application Fee	No	Yes
	£70 - £350	Annual Fee	No	Yes
Gambling Act - premises licence	£1550 (for all types of gambling premises)	Application Fee	Yes (Statutory maximums of between £2000 and £3500 dependent upon premises)	Yes
	£520 - £670 (dependent upon type of premises)	Annual Fee	Yes (Statutory maximums of between £600 and £1000 dependent upon premises)	Yes
Taxis - Vehicle	£310	Annual	Yes	Yes
Driver	£67	Annual	Yes	Yes
Operator	£310 up to max of £550	Annual	Yes	Yes
Street Trading	£1120 per year	Optional	Yes	No
Andillary Licences (Low Volume) i.e. riding establishments, dog breeding, tattooing, etc	£123 per year	Annual	Varies	Mostly Yes

- 3.23. The most significant expense for the Licensing Team is the payment it must make to the Council garage for the vehicle inspections carried out on all taxis and private hire vehicles. This is approximately £20,000 – equivalent to around £35 per inspection.

- 3.24. This is comparable with the charges made by Tees Valley Council garages but as the cost is ultimately paid by the taxi trade itself, any reduction in garage costs would have to be passed on to the taxi trade through lower fees. Even so, the cost of vehicle tests has been considered by Tees Valley Directors and it may be that vehicle tests be offered across the Region in order to introduce an element of price competition.

- 3.25. The Licensing Team currently prepares around 30 committee reports each year – mostly for licensing sub-committees where individual licences are to

be considered. The drain on time and resources that this creates was considered last year and Members agreed to an 'officer panel' consisting of the principal trading standards and licensing officer and two other officers with a specific interest in the protection of children and vulnerable adults. This group considers taxi driver applicants who, experience has shown, would have been granted a licence by a sub-committee. If the officers agree that the driver/applicant does not pose a risk a licence is granted without the need for a sub-committee meeting. Over the past year this process has removed the need for two sub-committee meetings – saving time on writing reports, attendance at the meetings, democratic services savings and Member time.

- 3.26. As stated previously, the review is constrained in this area of services, as local authorities are not permitted to generate profit from their licensing income, with all licence fees having to be set at a cost recovery basis only. As such, any financial saving would have to result in a reduction in licence fees rather than a contribution to overall department savings.

3.27. **Environmental Health**

- 3.28. Again, much of this service area is covered by statutory requirements on local authorities. The service is delivered by 2 teams; commercial services and environmental protection. The services provided are:

3.29. Commercial Services

- 3.30. The Commercial Services Team is responsible for enforcement work related to all aspects of food safety and standards legislation, health and safety at work, animal health and feed hygiene legislation, smoke free legislation and port health functions.
- 3.31. Other statutory services delivered by the team include investigation of notifiable diseases (including food poisoning), public health functions including investigation of statutory nuisance or drainage issues relating to commercial premises, monitoring water quality and acting as a Responsible Authority for Public Safety in relation to the Licensing Act 2003.
- 3.32. In addition to their core statutory duties we also provide advice to businesses during inspections, in response to service requests and via promotional activities.

The team consists of:

- Principal Environmental Health Officer (Commercial Services)
- 3 Senior Environmental Health Officers
- 1 Senior Environmental Health Officer (Part Time - 0.6 post)
- 1 Technical Officer (Food)
- 1 Technical Officer (Health & Safety)

- 3.33. Following the deletion of the dedicated Technical Officer (Animal Health & Licensing) post in April 2009, two Trading Standards Officers and a Trading

Standards Technical Officer have been authorised to carry out enforcement duties in relation to the performance of the animal health and feed premises service. All authorised animal health and feed hygiene enforcement staff are supervised by the Principal EHO (Commercial Services).

- 3.34. Two additional posts which were lost during 2009 include a part time Technical Officer (Health & Safety) post and a full time Systems Admin post, whose responsibilities included managing the Authority Public Protection computer system (APP). The duties of these deleted posts have also had to be absorbed by existing staff.
- 3.35. In relation to food hygiene, food standards, feeding stuffs and port health functions, the Authority is required to meet the requirements of the Framework Agreement on Local Authority Food Law Enforcement. These requirements include;
- Drawing up, documenting and implementing a service delivery plan.
 - Appointing officer/s with specialist knowledge to have lead responsibility for food hygiene, food standards and/or feeding stuffs legislation.
 - Appointing a sufficient number of authorised officers to carry out the work set out in the approved service delivery plan. The officers must have suitable qualifications, training and experience consistent with their authorisation.
 - Carrying out food hygiene, food standards and feeding stuffs inspections of premises in their area at a frequency which is not less than that determined under the inspections rating system set out in relevant legislation, Food Safety Act Code of Practice or other centrally issued guidance.
 - A requirement to investigate complaints.
 - Inspecting food and feeding stuffs and set up a documented sampling policy and programme.
 - Investigating outbreaks and incidents of food related infectious disease.

3.36. Food Hygiene: Number of local authority enforced premises and visits

	2005-06	2006-07	2007-08	2008-09	2009-10
Total No of Premises	759	731	762	721	735
No of inspections carried out that were due an intervention		508	437	417	365
Percentage of due inspections completed	85%	99%	99%	99%	100%

3.37. Food Standards: Number of local authority enforced premises and visits

	2005-06	2006-07	2007-08	2008-09	2009-10
Total No of Premises	759	731	762	721	735
No of inspections carried out that were due an intervention			213	156	186
Percentage of due inspections completed	94%	99%	83%	73%	86%

- 3.38. Historically we have had to take very little formal enforcement action as the standards within the majority of businesses have been found to be broadly compliant with legal requirements. On occasion we have had to serve Food Hygiene Improvement Notices to achieve compliance however no legal proceedings have been necessary. We have also had occasion to agree a voluntary closure of a food premises due to temporary absence of hot water for example. However we have never had to formally close a food business using Emergency Prohibition powers.
- 3.39. The main reason for this is that we have generally adhered to the inspection programme and as a result there are relatively few overdue inspections, we carry out revisits where serious contraventions are identified and when visiting premises for other reasons we will deal with matters of evident concern e.g. if health and safety issues are identified during a food inspection officers are competent to deal with such issues. We also endeavour to identify and inspect new food businesses ensuring that all high risk businesses receive timely interventions.
- 3.40. In relation to the Council's responsibility for enforcement of the Health and Safety at Work Act 1974, the council is now required to make adequate arrangements for enforcement in accordance with the section 18 Standards by March 2011.
- 3.41. Mandatory guidance has been issued on this, which requires the authority to make a formal commitment to improving health and safety outcomes, produce an annual intervention plan detailing how it will target its interventions and monitor its performance. The Council must have sufficient managerial, political, legal and administrative capacity to comply with the Section 18 Standards and have systems in place to train, appoint, authorise, monitor and maintain a competent inspectorate.
- 3.42. The purpose of having adequate arrangements in place is:
- To deliver high-quality investigations and enforcement work to effectively deliver a number of specific statutory duties and other obligations on behalf of the government

- To have the right people, in the right place, at the right time, possessing the right skills, knowledge and behaviours and performing the right roles
- To make efficient use of the available resources in support of delivering health and safety objectives and wider community targets.
- To be recognised as an effective and proportionate regulator.

3.43. Service delivery broadly comprises:

- Programmed inspection of premises
- Interventions around specific topic areas e.g. working at height, slips, trips and falls, duty to manage asbestos, noise at work etc.
- Accident investigation
- Provision of advice, educational materials & training to businesses
- Initiating enforcement action where appropriate, including Improvement Notices, Prohibition Notices, Simple Cautions and Prosecutions
- Responding to complaints
- Responding to asbestos notifications

3.44. Effective performance of the health and safety service necessitates a range of joint working arrangements with other local authorities and agencies such as the Health and Safety Executive (HSE).

3.45. Health & Safety: Number of Local Authority enforced premises and visits

	2005-06	2006-07	2007-08	2008-09	2009-10
Total No of Premises	1351	*	1274	1324	1219
Total No of Preventive Inspections	474	*	325	305	265
Percentage of due inspections completed	90%	95%	76%	65%	61%
No of Revisits	40	*	89	28	24
Visits to investigate accidents	16	26	34	12	13
Visits following requests for services	17	*	19	17	51
Other Visits (complaints/survey etc)	22	*	5	11	5
Total No of Visits	549	*	472	373	358

* Figures unavailable as they were reported in different format

3.46. Hartlepool historically takes less enforcement action than other authorities; this is due to the fact that premises are generally improving. We continue to

carry out full inspections rather than focused visits and aim to complete 100% of the inspection programme. We also respond to matters of evident concern identified during other contact visits e.g. sampling visits, food inspections etc. Therefore we have fewer problematic businesses.

- 3.47. Additional work for this team often involves working in partnership with other Tees Valley authorities, or other organisations such as the Health & Safety Executive. During 2009/10, the following promotional/ campaign work was undertaken:
- Noise at work in the entertainment industry – this work had commenced in 2008/09 with the other 4 Tees Valley authorities.
- 3.48. Officers visited a number of nightclub venues within the borough to assess the effectiveness of various ear plugs by monitoring noise exposure levels of staff working there. At a series of meetings in summer/autumn 2009 the results of the survey of ear defenders/hearing protection were analysed. There were no clear favourites, though some of the ear defenders trialled were slightly more popular than others.
- 3.49. A four-page leaflet was produced for distribution to local businesses under the 'Tees Valley' banner, explaining the legislation, the survey methods and results, and detailing the popularity of the different ear defenders which had been trialled.
- 3.50. This area of Noise at Work is now addressed at inspections of relevant premises and the businesses are provided with guidance and the leaflet.
- Health & Safety targeted inspection campaign
- 3.51. Over a two week period, the Commercial Services team working in partnership with the Health and Safety Executive (HSE), carried out health and safety inspections of more than 85 premises based on industrial estates across the borough. (These inspections were carried out in addition to the work identified in the workplan for 2009/10).
- 3.52. The aim of the campaign was to raise awareness, promote sensible management and improve safety standards in those businesses visited. Inspections focussed on several key topics including how risks relating to asbestos on the premises were being managed; how workplace transport was controlled and safety when working at height.
- 3.53. Whilst it was very encouraging to see that health and safety risks were in most cases being properly addressed, enforcement action was taken where appropriate. In total 12 companies were served with enforcement notices; all were HSE enforced. (22 Improvement Notices were served requiring 11 companies to provide additional safeguards such as effective management of asbestos, the fitting of edge protection on unguarded mezzanine floor storage areas and the testing of both lifting equipment and air receivers. Work was also prohibited at 2 companies in relation to unguarded dangerous

machinery.) As well as issuing notices, officers were able to offer constructive, practical advice to many of the companies visited.

3.54. Environmental Protection

The Environmental Protection team is responsible for noise, environmental pollution control, pest control and markets. The officers work in partnership with other Tees Valley local authorities and agencies such as the Environment Agency.

3.55. The team comprises:

- 1 Principal Environment Health Officer (Environmental Protection)
- 1 Senior Environment Health Officer (Environmental Protection)
- 1 Senior Technical Officer (Environmental Protection)
- 1 Senior Technical Officer (Pest Control)
- 1 Senior Technical Officer (Pest Control, Open Markets and Environmental Protection)

3.56. A Market Superintendants post was removed as part of the efficiencies process in April 2009 and one of the Pest Control posts was re-designated as a generic technical officer to cover pest control, the open markets and some additional work within environmental protection.

3.57. Complaints received:

	08/09	09/10	2010 to date
Noise	333	364	196
Other	50	60	35

3.58. Although not a statutory service the **pest control** officers provides a valuable service with significant public health benefits.

3.59. The current service is provided by two pest control officers the duties of one include the open market and some environmental protection work. Currently the service provides free treatments for rats, mice, cockroaches, human fleas and bed bugs in domestic properties. Charges apply to all other treatments and for any treatments undertaken at business premises.

3.60. In 2009/10, the service provided the following treatment numbers:

	Numbers:	Charge Y/N
Rats	1079	No
Mice	389	No
Cat fleas & Human fleas	76	£30 per hour plus materials plus VAT for cat fleas (human fleas free)
Wasps	273	£30 per hour plus materials plus VAT
Moles	9	£30 per hour plus VAT

Bed bugs	10	No
Cockroaches	2	No
Silverfish	5	No
Others	180	

- 3.61. Treatment of any pest at a business premises is charged at £47 per hour plus material plus VAT.
- 3.62. All materials are procured using the NEPO contract.
- 3.63. In 2009 a £25 charge was levied for the treatments for rats, mice, cockroaches, human fleas and bed bugs in residential properties. This resulted in a 65% decrease in the uptake of the service for rats and a 50% decrease in the uptake of the service for mice. It also resulted in a large number of complaints from members of the public who were dissatisfied with the charges. The charges were removed by the Portfolio Holder 4 months later. The majority of customers who did not take up the service due to the charges either did not undertake any treatment at all or attempted to undertake treatments themselves. We are still in the process of bringing the levels of rats back under control as a result of this a year later.
- 3.64. The investigation of **noise complaints** and the subsequent formal action is a statutory duty under the provisions of the Environmental Protection Act 1990. Much of the workload is reactive in response to complaints. The bulk of these complaints relate to domestic noise. The service also provides advice and practical support, legal action is normally only taken when attempts to resolve problems informally have failed.
- 3.65. However there is no duty under the provisions of the Act to provide an out of hours call out service to deal with noise complaints.
- 3.66. Over the last three years Hartlepool Borough Council has provided an out of hours noise service on a Friday and Saturday night, from the beginning of June the end of August. In March 2010 the Cabinet agreed to provide this service every Friday and Saturday night. This service began in April 2010 and will be subject to a review after 12 months of operation.
- 3.67. During the summer months the service is well used and the majority of calls tend to be about loud music and disturbances from parties, generally being held in the gardens of residential properties. We would however, anticipate a decline in the number of complaints during the winter months.
- 3.68. Until June 2010, an **open market** was provided in the area near to King John's Tavern in the town centre on Wednesday and Thursday each week. Now the open market is only held once per week on Thursday and it has moved to the car park near 'the ramp'.
- 3.69. There is no statutory requirement to provide an open market. The market is operated under the provisions of a charter under civil law and as such

provides the council with powers to protect its market rights. The market currently does not achieve its projected annual income and has not done so for a considerable number of years.

- 3.70. The major expenditure on the market are the cost of the erection and dismantling of the stalls and the annual rates. The market currently consists of a traditional market selling new goods and a bric-a-brac / antiques market which sells second hand goods and collectables.
- 3.71. The traditional market traders all provide their own self erect stalls. The bric-a-brac traders have the stalls provided and erected for them by the council. In 2008 we attempted to move both markets onto self erect in order to save on the costs of erection and dismantling. As the bric-a-brac traders generally do not own their own stalls they did not wish to go down this route and it was decided by the Portfolio Holder that we would continue to provide them with stalls. Consideration could be given to moving all of the market onto self erect which would save the annual cost of the erection and dismantling.
- 3.72. As the open market has recently moved it's position, an evaluation of the impact on both the traders and the council will be carried out later in 2010/11. Resetting the rent per stall charge will be considered at this time.
- 3.73. The current charges are:

	Rent per stall area	Average no. of traders per week
Self-erect trader (provides own stall)	£22	30-35
Stall erected by DSO trader	£22	14-18
Approx. total		50

- 3.74. There is a dispensation in charges in January and February each year, if a trader has had full attendance (i.e. every week) in the previous calendar year, with the rent per stall reduced to £17.
- 3.75. During the 4 weeks leading up to Christmas casual traders are charged an additional rent £5 per stall, on top of the usual rental charge.
- 3.76. Currently the open market does not make the annual income requirement, which is considered to be unrealistic at £92,000 but it made an income of £53,000 in 2009/10, compared to expenditure of £35,200.
- 3.77. To 'break even' in 2010/11, where the income requirement is now £94,300, the rent per stall would need to be increased to £37.60.
- 3.78. Other areas of service covered by the Environmental Protection team are:

3.79. Pollution Control

3.80. The team produces and issues Part A2 and Part B permits under the provisions of the Pollution Prevention and Control Act 1999 and the Environmental Permitting Regulations 2010. It undertakes regular inspections of all of these processes and is responsible for the regulation and enforcement to ensure compliance with the conditions of the permits and the legislation. We currently have 26 permitted installations in the Borough which are regularly inspected. The frequency of inspections is dependent on a risk assessment which is undertaken against each installation at the time of the inspection. We currently have 1 installation which requires 2 or more inspections/year, 14 installations which require annual inspections and 11 that require an inspection once every 3 years.

3.81. The team undertakes the statutory functions for air quality management under the provisions of The Environment Act 1995. It carries out air quality monitoring across the borough and produces the annual air quality progress reports and the statutory review and assessment reports which have to be submitted to DEFRA.

3.82. The team undertakes enforcement work under the Clean Air Act 1993. The majority of this work is reactive and is usually to deal with open burning incidents or smoke control issues. The team also provides advice to members of the public, other council departments, members and partners on smoke control issues.

3.83. The team undertakes investigations into pollution issues. These can be complex and involve large amounts of time and resources such as the investigations into the Headland dust issues and the involvement in the investigations of issues on waste sites.

3.84. The team also undertake investigations and enforcement of statutory nuisances. This work is usually reactive and deals with such issues as odours, light pollution, dust nuisance, nuisance from insects etc.

3.85. Other Functions

3.86. The team undertakes all the consultations for planning applications on behalf of the public protection division. As part of this function the team provides specialist expert advice to the planning department in connection with planning applications and input into the local development framework etc.

3.87. The team leads the public protection divisions functions with regards to emergency planning and its officers are part of the council's emergency planning response team. As part of this function it provides specialist advice in the case of an emergency and inputs into the council's emergency plans.

3.88. The team is a Responsible Authority under the provisions of the Licensing Act and as part of this function is a statutory consultee for all licensing

applications. The workload in connection with undertaking this function is dependant on the number of applications received.

- 3.89. The team also provides specialist advice in connection with issues concerning the nuclear industry. This work includes providing advice on radioactive waste disposal and decommissioning and providing specialist advice concerning issues around the Nuclear Power Station. Officers from the team along with a council member represent the council on the NuLeaf steering group.
- 3.90. The team also provides professional, technical and expert advice to other council departments, partners and members of the public concerning noise control, air pollution issues, air quality management, statutory nuisance and pest control.

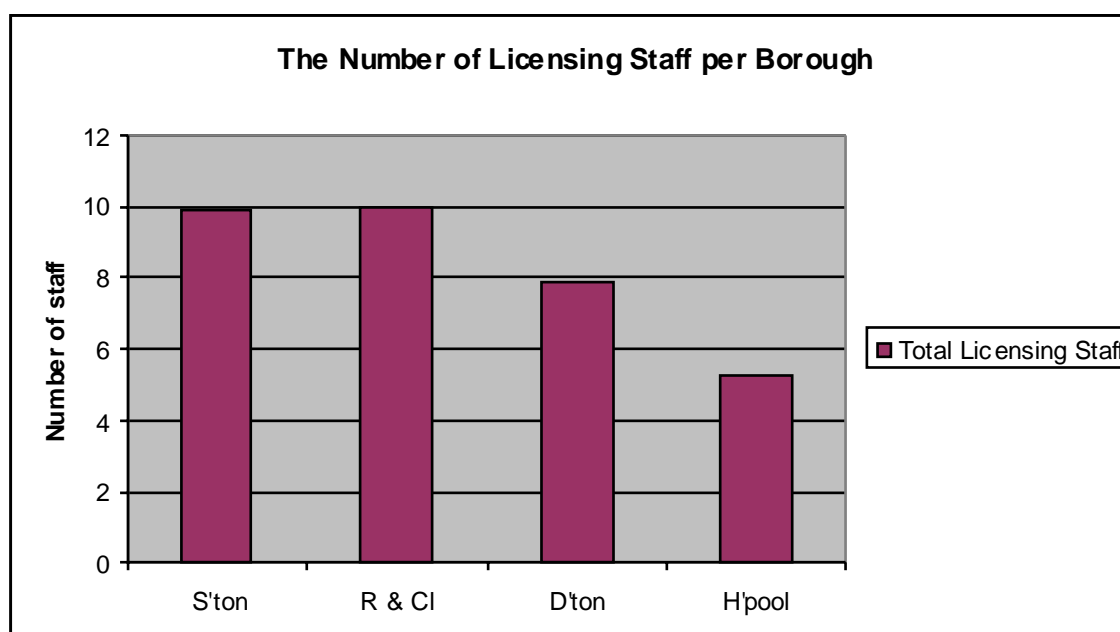
4. BENCHMARKING INFORMATION

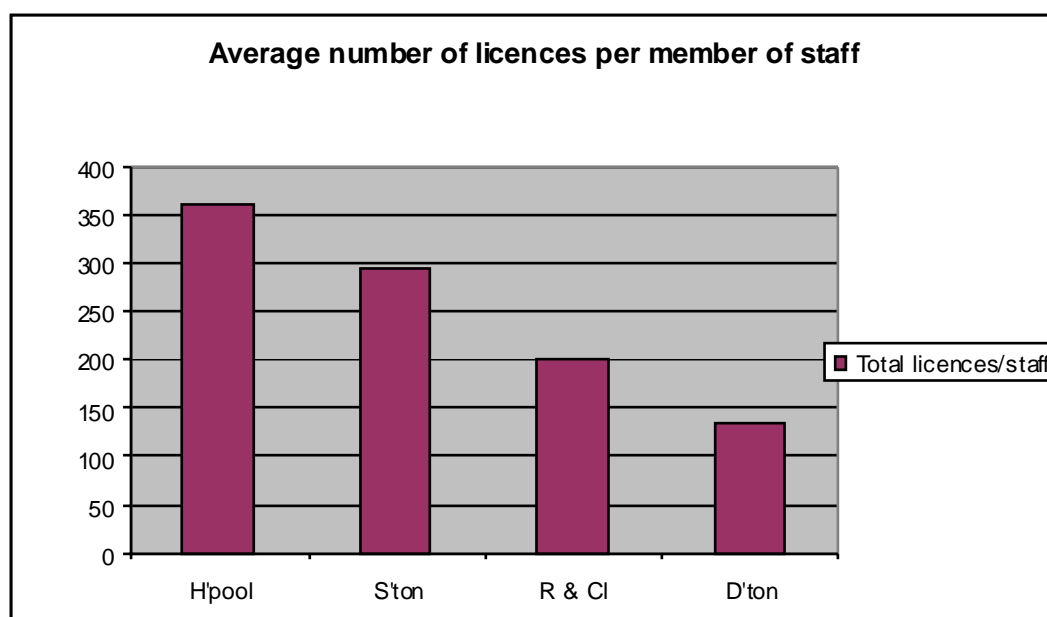
4.1. Trading Standards

- 4.2. Trading Standards is responsible for such a diverse range of enforcement issues that each authority has adopted its own priorities for service delivery and, as such, it is not possible to make direct and meaningful comparisons in performance.

4.3. Licensing

- 4.4. The Licensing Team is staffed by far fewer staff than other Tees Valley authorities and the average number of licences serviced per member of staff is the highest for Hartlepool (graphs below).





4.5. Environmental Health

4.6. Commercial Services Team

4.7. LAEMS Return 2009/10 – food hygiene

Local Authority Inspection Visits 2009/10	HBC	DBC	MBC	R&CBC	SBC
Number of interventions that should have been achieved*	535	949	708	Data not Available	1672
Number of interventions actually achieved	535	842	696		1659
Due interventions outstanding	0	107	12		13
% of interventions achieved	100%	88.7%	98.3%		99.2%
Number of broadly compliant premises	666	920	1040		1048
Total number of premises	735	976	1118		1196
Performance indicator	0.91	0.93	0.95		0.88

The HSE have published health and safety statistics in the document 'Health and Safety Local Authority Profiles North East.'

Local Authority Inspection Visits 2005/06	HBC	DBC	MBC	R&CBC	SBC
No of LA controlled premises	1 351	*	2 775	1 925	1 878
No of visits	569	*	376	649	498
Visits per 1000 premises	421	*	135	337	265

Source LAE1 returns

* Figures not available

Tees Valley Health and Safety Liaison Group Analysis of LAE1 Returns for 2009/10

Total Number of Premises at 01.04.2010

Type of Premises	Dton	Hpool	Mbro	RCBC	Ston
Retail	773	427	877	708	558
Wholesale	92	17	84	65	57
Offices	348	118	571	252	144
Catering/restaurants	309	303	489	364	446
Hotels etc	26	19	33	40	22
Residential Care	40	33	30	40	35
Leisure & Cultural	67	138	108	165	95
Consumer Services	385	154	331	226	210
Other Premises	28	10	35	13	3
Total	2068	1219	2558	1873	1570

Staff Resources

Authority	No of Inspectors	FTE posts
Dton	4	0.7
Hpool	7	2.3*
Mbro	8	3.1
RCBC	5	4.1
Ston	6	2.25

* During 2009-10 HBC had 1 FTE post (Technical Officer (Health & Safety) vacant

Enforcement Action

LA	Informal Notices	IN	PN	Caution
Dton	214	4	0	0
Hpool	311	0	0	0
Mbro	117	19	5	0
RCBC	440	3	0	0
Ston	278	1	0	4

IN = Improvement notice

PN = Prohibition notice

- 4.8. These results indicate that Hartlepool performs reasonably well, when compared to other Tees Valley authorities.
- 4.9. The Public Protection section has had a stable management structure for a number of years and many of the staff in all teams have also worked in Hartlepool for a considerable period.
- 4.10. The section has a good reputation amongst its Tees Valley colleagues and this was demonstrated when one Borough asked to utilise the skills of one of Hartlepool's Principal Officers to assist with a long-running dispute.
- 4.11. In the Licensing area, Hartlepool has recently been asked to lead on the development of a shared standard for taxi licensing across 5 Borough's.

5. OPTIONS DEVELOPMENT

- 5.1. The review team, led by the Assistant Director for Community Safety and Protection comprised the Public Protection Manager and the 3 Principal Officers. On occasions, a representative from Finance and/or the Regeneration and Neighbourhood's Customer and Improvement Manager joined the review team.
- 5.2. There have been 5 review team meetings and at each meeting we have discussed services, budgets, performance and options for savings.
- 5.3. The team has endeavoured to be transformational when identifying options for savings. The team acknowledged that many services are statutory requirements for local authorities and there have been significant reductions in staff numbers, due to previous budget reduction requirements over the past 10 years or so.
- 5.4. Process mapping of all service areas has been undertaken, but no significant process changes have been identified which could produce savings.

- 5.5. Options have been developed for each service area outlined in Section 2 of this report.
- 5.6. **Trading Standards Options**
- 5.7. Hartlepool Trading Standards is already the lowest resourced in the Tees Valley region. All work is focused on the highest priorities but this means that many statutory functions are only addressed on a reactive basis i.e. the team responds when a problem is brought to its attention rather than protecting consumers by identifying problems at an early stage.
- 5.8. Whilst it must be recognised that there is currently a vacant Trading Standards Officer (TSO) post within the team, the loss of this post would have a significant detrimental impact on the ability of the Service to operate effectively. We also currently have a budget of £10,000 to train a student TSO.
- 5.9. Options considered in relation to the vacant TSO post were:
- Delete the TSO post, saving £41,600
 - Change the TSO post from full-time to part-time, saving £20,800
 - Change TSO post to full-time Technical officer post, saving £12,400
 - Change TSO post to part-time Technical Officer post, saving £25,000
 - Change the recruit method for TSOs by recruiting a Technical Officer to work for HBC, whilst training to become a TSO, saving £12,400 whilst training (for 3 years) and TSO bursary, permanently £10,000.
- 5.10. The review team therefore propose a new recruitment and training method for Trading Standards Officers. This would involve recruiting an officer with a Trading Standards degree, but who has not yet achieved the post-degree professional qualification. The officer would be appointed as a Technical Officer and would carry out this role, whilst 'on the job' training and specific work / study was undertaken to complete the requirements for the professional qualification. This is expected to take approximately 3 years. Therefore, there would be no need for the current student TSO bursary of £10,000 – this is the first recommended option to contribute towards the required saving.
- 5.11. Other options discussed are a Tees Valley wide Trading Standards Service, Licensing Service or Environmental Health or a combination of any of the above.
- 5.12. All of the above services use APP (FLARE), possibly with the exception of Darlington so licence and maintenance savings would be possible here.
- 5.13. A Tees Valley Regulatory Services (TS, Licensing and EH) could lead to the biggest efficiency savings through reductions in management and possibly accommodation/IT costs. However, recent events in Stockton and Darlington have shown that combining services has a number of practical difficulties.

- 5.14. It has already been shown that resourcing levels between the various Tees Valley authorities is significantly different. No doubt each authority believes its current expenditure on regulatory services is appropriate. Combining all of these services into one authority could not simply be approached by combining all current budgets as those who currently resource highly would effectively be subsidising the service in those areas that resource poorly. In order to achieve a level of equilibrium some authorities would need to spend less than at that present while others would need to spend more. For Hartlepool this may mean having to actually increase funding for regulatory services in order to match the contribution levels from the others.
- 5.15. Even where such a merger could take place without an increase in spending or with a moderate saving, the Council would have to consider whether this merited the loss of direct control over its regulatory services functions.
- 5.16. There are no opportunities to generate any additional revenue, other than through the commercial arm of the metrology services which is carried out by Tees Valley Measurement. These commercial activities have been closely examined in recent years and, whilst income is improving, the revenue is used to limit the annual financial contribution required (from each of the 4 authorities) to maintain the metrology and analytical services. But the 4 authorities had agreed to fund capital purchases of large items of equipment over a 5 year period, by generating a revenue stream from each local authority. This agreement came to an end in 2009/10 and therefore Hartlepool's contribution of £10,000 has been identified as a saving. This is the second recommended option for savings.
- 5.17. **Licensing Options**
- 5.18. No options have been considered for this service, due to the constraints already mentioned.
- 5.19. **Environmental Health Options**
- 5.20. Generally, there are possible options to achieve efficiency savings as mentioned in the Trading Standards options above by joining services with one or more Local Authorities. This may become a more practical and acceptable option as further announcements from the Coalition Government make clear the extent to which Councils will be required to make cuts in their budgets. The exercise already undertaken during 2010 between Stockton and Darlington has concluded that the main savings to be achieved would come from an amalgamated management structure, as the statutory, frontline services still must be delivered in each borough.
- 5.21. Commercial Services
- 5.22. Whilst we have the option to carry out alternative strategies in respect of enforcement of the lowest risk food premises we aim to inspect 100% of premises, in accordance with the minimum intervention frequency. We do this because officers will carry out food hygiene and standards inspections in

conjunction with health and safety, smoke free and feeding stuffs inspections. This way we not only get added value by taking a holistic view of the business we can also reduce the cost and time associated with travel and reduce the burden on businesses by only visiting them once.

- 5.23. As most of the duties carried out are statutory functions there are very few services for which the Commercial Services team can charge. There are statutory fees set for licenses relating to riding establishments, pet shops etc, and in relation to acupuncture, tattooing etc, all of which are administered by the Licensing Team. Whilst we would charge for overseeing food condemnations arising from freezer failures or the provision of export certificates or statements of fact, requests for these rarely, if ever happen.
- 5.24. An option that has been considered as a means to generate income is to deliver training courses (food hygiene and / or health & safety training), which we have done previously when we employed more staff (we had two Technical Officers for food & two for health & safety). In order for this option to be viable we would have to ensure that there was sufficient demand; HBC Child & Adult Services dept currently offer Level 2 food hygiene training therefore we would either have to compete for business or offer alternative courses e.g. Level 3 which can equate to 20hrs training. To keep overheads low we would need to secure a free or low cost venue. With our existing staffing levels we do not have the capacity to deliver this training we would therefore have to pay staff overtime or engage a contractor which makes this proposal unlikely to generate significant income.
- 5.25. There is however, a vacant post in the Commercial Services section which previously assisted the section to respond to Licensing consultations. This post is no longer required, and a saving of £21,000 generated. This is recommended option 3.
- 5.26. In addition, various miscellaneous savings from the commercial services Sections budgets have been gathered together, totalling £2,640. This is recommended option 4.
- 5.27. Environmental Protection

This service area has the most scope for efficiency savings, as pest control, out-of-hours noise and the open market are all non-statutory services.

- 5.28. Firstly, in relation to the **pest control** service, this area of work has a small budget, which already generates income. The main expenditure elements are staff (less than 2 Ftes), vehicle costs and materials. The options considered were out-sourcing, provision in partnership with another local authority, ceasing all except a small element of statutory service, or income generation. The income generation option is proposed, as the first two options are unlikely to generate savings in staff costs (the largest element) and ceasing all but the small statutory element has led to problems escalating, particularly in relation to rat infestations, in other local authority areas.

- 5.29. An option for SDO saving would be to continue to provide a free service for rats and mice in residential premises only, but to introduce charges for everything else. However as the majority of requests we receive (75%) are for the treatment of rats and mice this would not bring in a large amount of additional income but would probably free up some time for the pest control officers to spend on other jobs and increase our efficiency.
- 5.30. Research shows that many other local authorities charge for mice treatment, but not rats. Another option would therefore be to introduce a charge for treatment of mice in domestic premises. Past experience shows that this is likely to reduce the number of cases by 50%. Other local authority charges range from £35 - £100 per hour, plus materials, plus VAT. Private companies locally charge £45 or more for a treatment, which is up to 4 visits and thereafter £20 per hour. Our proposal is to introduce a charge of £50 plus materials plus VAT, which would generate £15,000, assuming 300 cases are treated. This is recommended option 5a).
- 5.31. Linked to this, would be the possibility of offering a discount for those in receipt of means-tested benefit. The bulky waste collection service is to initiate a charge from April 2011 following approval by Cabinet of the Waste Management SDO with a 50% concessionary reduction rate. If this 'precedent' were followed it could lead to a 50% reduction in the income generation if all 300 cases received this concessionary rate i.e. £7,500 instead of £15,000. This is recommended option 5b).
- 5.32. As part of this exercise, we have reassessed our charges in order to maximise our income generation, whilst ensuring that we are still competitive with other pest control providers.
- 5.33. There are currently charges for some insect treatments (cat fleas and wasps) at a rate of £30 per treatment plus materials plus VAT. Following research into charges by other local authorities (£40 - £45) and private companies (£50 - £90) we propose an increase in charges for both these treatments to £50 plus materials plus VAT. This would generate additional income of £6,000, allowing for a 25% reduction in cases (400 reduces to 300), to mitigate the risk. This is recommended option 6a.
- 5.34. Finally, the other insects (e.g. bed bugs, cockroaches and silverfish) would generate an income of £3,500, if a charge of £50 plus materials plus VAT was introduced for the average annual 70 treatments we currently carry out. Private companies charge from £50 - £100 for these treatments. This is recommended option 7a.
- 5.35. If a concessionary charge is to be considered for mice treatments, it would be reasonable to consider an option to utilise the existing charge of £30.00, for treatment of cat fleas and wasps as a concessionary charge. Similarly, it would be reasonable to utilise the same charge of £30.00 as the concessionary charge for treatment of 'other insects.' This would reduce the income generation significantly. These are recommended options 6b and 7b.

- 5.36. The review team recognises that any saving based on income generation has an associated risk, in that the projected income may not be achieved. In the case of charging for pest control treatments, the highest risk is introducing charges for mice treatment, as the numbers anticipated are highest. However in 2009/10, nearly 400 cases were treated and we have assumed only 300 cases in our income generation prediction, to mitigate against this risk.
- 5.37. Should the income generation not be achieved, another option would be a reduction in staff, but this has not been considered now, as a reduction from 2 officers to 1 is likely to lead to an unsustainable service.
- 5.38. As the service is not statutory, consideration could be given to not providing this service at all. On the face of it, this would appear to provide considerable savings. However there are duties that are imposed by the Prevention of Damage by Pests Act 1949 and the Environmental Protection Act 1990. These require that the local authority must accept and investigate complaints about pests and in particular rats and mice. In other authorities that have gone down this route in the past they have found substantial staff resources had to be put into investigations of complaints which resulted in substantial costs both financial and in staff time involved in investigations and taking formal action. They also found that their councillors and local Members of Parliament were inundated with complaints about the loss of the pest control service.
- 5.39. There are also potential efficiency savings to be made with the introduction of new technology. This is being explored for the pest control service, linked to service requests being taken by Hartlepool Connect. It is not envisaged this will generate significant savings, but rather, a more efficient service. This exploration, in conjunction with the Support Services Division, will continue.
- 5.40. The **out-of-hours noise service** has been considered in detail, due to the non-statutory nature of this service. The service was established some 4 years ago and is provided by staff who work overtime on Friday and Saturday nights, starting work at 10pm and finishing at 4am the following morning. This is voluntary and for safety reasons, the service is provided by 2 staff, one of whom, the lead officer, is an experienced and suitably qualified officer; the other, the support officer, does not require the same level of technical knowledge. Until 2010/11, both staff were paid a fixed rate for the service and additionally entitled to a day off in lieu. In 2010/11, in accordance with the council's recently implemented Single Status Agreement, new payments terms were introduced, which are still based on staff voluntarily working overtime between 10pm and 4am on Friday and Saturday nights. The payments now differ for the lead and support officers, and we no longer give a day off in lieu. This change has led to a saving of £13,000. – This is recommended option 8.
- 5.41. Other options for further savings are to no longer provide the service every week throughout the year. Two options were identified, the first being to revert to June, July and August only, which would save a further £34,500 or

provide the service all year, except the 3 winter months of December, January and February, this would save £11,500. If the service was ceased altogether, this would save a total of £59,000.

- 5.42. Research indicates that other local authorities provide an out of hours service either by out-sourcing the service entirely or by re-negotiating contractual arrangements with staff, so that out-of-hours working is part of their contract. This latter idea would be almost impossible in Hartlepool as more than half our lead officers work in teams other than the Environmental Protection team. This team is very small, with no staff member fully employed on tackling noise complaints, therefore there would be an impact on other areas of the team's statutory work if staff contracts were renegotiated. The current budget for out-of-hours noise is £59,000, which is not sufficient to cover the salary costs associated with the 2 roles which have been evaluated through the job evaluation scheme as Band 12 (Lead Officer) and Band 6 (Support Officer.) In addition appointing only 2 officers would provide no reliance for holidays, sickness or other absence.
- 5.43. In relation to the potential to out-source, this could be a potential option, but is unlikely to generate any savings, based on the known costs of environmental health consultants nationally. There is no known specialist noise service provider in the private sector.
- 5.44. In addition, by providing the service in-house, we are able to add value to the nightly work routine, by preparing a rota of premises to check compliance with various other conditions, such as closing times for take-aways, pubs, clubs; specific conditions on clubs in relation to noise levels emanating from the premises; other potential breaches of notices/ agreements in relation to enforceable conditions, for example dust containment due to scrap metal being unloaded at the port.
- 5.45. In this SDO, officers recommend the saving due to implementation of Single Status Agreement conditions is taken, which will save £13,000. Further savings in the out-of-hours noise service may be necessary due to budget cuts imposed by the Coalition Government.
- 5.46. In relation to the **open market service**, consideration could be given to increasing the charge for the provision of stalls. If this were to rise to £25.00 per week (just under 14% increase), this would generate an additional income of £7,800. This is a significant rise in percentage terms and officers consider that there is a limit on how much we could increase the charges, without losing a number of traders and affecting the viability of the market. This is not a recommended option, due to this risk.
- 5.47. There are a number of private companies that operate markets on behalf of local authorities. An option would be put out to tender to operate the open market. This would guarantee the council an annual income and save the operating costs of the market. It would also release the technical officers time allowing him to undertake more pest control and environmental protection work. The downside to this proposal is that a private operator will need to

make a profit from the market and the likelihood is that the costs of the stalls would increase and that this would result in less traders and an unsustainable market.

- 5.48. Another possibility is that the traders set themselves up as a co-operative and pay the council an annual licence fee and operate the market themselves. This would allow them the flexibility to set their own charges etc and would again guarantee the council an annual income. This probably has more likelihood of being sustainable as the traders would not need to operate the market to make a profit but would only need to cover their costs.
- 5.49. The main open market expenditure is on work carried out by the Neighbourhood Services division, covering cleansing, refuse collection, erection and dismantling of some stalls and barriers. Discussions have taken place and it would be possible to reduce these services by up to £15,000 without impacting on the trading account, but service standards, particularly for cleansing, may be affected.
- 5.50. It may be prudent to prepare a business case to enhance the open market in the future. Not all traders provide their own stalls, but this could be negotiated and perhaps a small incentive provided to enable this purchase to be managed over time. The cost to the council of stall erection and dismantling would then be removed. An evaluation of the open market service is due to be carried out later in 2010/11, following the site relocation and merging of the Wednesday and Thursday markets in June 2010. This option is not recommended for the current SDO, but could be considered in future, depending on the outcome of the evaluation.
- 5.51. During 2009 a review of the funding of the River Tees **Port Health Authority** was carried out and therefore this service was excluded from the SDO process. In order to achieve efficiency savings an option was for the existing River Tees Port Health Authority to be disbanded and the office accommodation sold with one of the four riparian authorities (Hartlepool, Stockton, Middlesbrough & Redcar & Cleveland) leading in respect of the delivery of the port health functions. As the largest proportion of the work was carried out on behalf of Redcar & Cleveland it was agreed that they would lead. As a consequence of this review Hartlepool will achieve a saving of £11,480 in 2011/12. This is recommended option 9.

6. FINANCIAL IMPLICATIONS

- 6.1. The Service Delivery Options (SDO) programme has been designed to review all council activity over a three year programme and is planned to contribute over £3.5m in savings to the Business Transformation (BT) savings of £6m over this period. Each review has a target for savings set at the outset as part of this overall programme and these are assigned to specific financial years in the Medium Term Financial Strategy. For 2011/12 the MTFs forecasts are based on the achievement of £1.3m of Business Transformation SDO savings from 1st April 2011.

- 6.2. The Business Transformation programme was planned, as part of the MTFS, to support the budgetary position of the council through a managed programme of change. The economic climate of the country, and the likely impact of expected grant cuts post general election, mean that the anticipated budget deficits, after all BT and other savings are taken is still expected to be around £4m per annum for each of the next three years. These additional cuts equate to 4% of the annual budget and a cumulative cut of over 12% over three years. In practice there will be some areas Members wish to protect and this will simply mean higher cuts in other areas and/or the cessation of some services.
- 6.3. It has been identified in previous reports to Cabinet that a failure to take savings identified as part of the BT programme (and more specifically the SDO programme) will only mean the need to make unplanned cuts and redundancies elsewhere in the authority. This position has been exacerbated through the economic circumstances and likely grant settlements and failure to implement SDO savings will in all likelihood make the 2011/12 budget position unmanageable owing to anticipated grant cuts commencing this year. In addition, as reported in the MTFS the Council faces a range of budget risks which exceed the available strategic risk reserve and this funding shortfall will need to be addressed in 2010/11 and 2011/12, which further reduces financial flexibility.
- 6.4. The SDO reviews are attempting to ensure that a service base can be maintained, costs can be minimised and the payback on any investment is maximised. In simplistic terms each £25,000 of savings identified which are not implemented will require one unplanned redundancy with likely associated termination costs. No funding is available for these termination costs as existing balance sheet flexibility is committed to supporting the SDO programme on a loan basis, so higher saving will be needed to fund these termination costs outright.

7. DIVERSITY IMPACT ASSESSMENT

- 7.1. The proposed recommendations have been reviewed against the existing service Impact Needs Requirement Assessment's and the actions proposed will not result in any adverse impacts on any of the diversity strands for the Public Protection SDO review.

8. COMMENTS FROM BT PROGRAMME BOARD

- 8.1. The BT Programme Board considered the Options Report on 16th November.
- 8.2. Members considered the report at length and noted the wide ranging services which were provided by the Public Protection function.
- 8.3. Programme Board highlighted the specific skills, knowledge and expertise of the workforce. Members felt that there was scope for the knowledge and expertise to be shared in the future perhaps through a shared service or through partnership working with neighbouring authorities.

- 8.4. Members noted that a proportion of the proposed savings would be achieved through generating income by charging for some forms of pest control (it was proposed that treatment for rats would still be free), Members indicated some reservations about charging for such treatments and felt that if a charge was to be levied for such services then the same concessionary rate for households on means tested benefits should apply for all types of pest control treatment. Members also suggested an alternative to achieving the savings of increasing the charges to the market traders rather than charging for pest control.
- 8.5. Members requested that the Director of Regeneration & Neighbourhoods provides Cabinet with options for consideration around charging levels on the proviso that the full savings are made.
- 8.6. On the basis that Cabinet would be provided with options around charging levels, Members of Programme Board indicated their agreement to endorse the other recommendations contained within the report which Cabinet would be asked to approve.

9. SUMMARY

- 9.1. A total saving target of £94,500 has been set for the Public Protection SDO. It is recommended that the following options are agreed, in order that this saving is achieved.

Option Recommended		Saving £	
1.	Change the recruitment method for training Trading Standards officers. Delete student TSO bursary.	10,000	10,000
2.	Contribution to Tees Valley Measurement capital fund no longer required	10,000	10,000
3.	Remove vacant post budget from commercial services	21,000	21,000
4.	Remove miscellaneous savings from commercial services team budget	2,640	2,640
5a)	Introduce charge of £50 + materials, for treatment of mice in domestic premises (300 cases)	15,000	-
5b)	Concessionary rate of £25 + materials to apply for households on means tested benefits (300 cases)	-	7,500
6a)	Increase charge from treatment of cat fleas and wasps from £30 to £50, plus materials (300 cases)	6,000	-
6b)	Concessionary rate of (existing charge) £30 + materials to apply for households on means tested benefits (300 cases) (current charge of £30)	-	0
7a)	Introduce charge for treatment of all other insects of £50 plus materials (70 cases)	3,500	-
7b)	Concessionary rate of £30 + materials to apply for households on means tested benefits (70 cases)	-	2,100
8.	Saving from out of hour noise service due to implementation of staff payment requirements in Single Status Agreement	13,000	13,000
9.	Saving realised by a review and change to delivery of the River Tees Port Health Authority Service	11,480	11,480
Total savings identified		92,620	77,720

10. RECOMMENDATIONS

- 10.1. Cabinet are asked to approve the preferred options as stated in Section 5 of the main report.
- 10.2. Cabinet are asked to agree the proposals for the achievement of the £92,620 or £77,720 depending upon which savings option is selected, which are summarised in Section 9 of the main report.
- 10.3. Cabinet are asked to agree a concessionary rate for treatment of mice and all types of insects in domestic premises, to apply for households on means tested benefit.
- 10.4. Cabinet are asked to note the alternative delivery models which are stated in Section 5 of the main report and that further consideration is given over the next 12 to 24 months of the transformation options relating to the services included in this particular service delivery review.

CABINET REPORT

6 December 2010



Report of: Director of Child and Adult Services

Subject: BUSINESS TRANSFORMATION - OVERVIEW
REPORT FOR SPORT & RECREATION SERVICES -
SERVICE DELIVERY OPTIONS (SDOs)

SUMMARY

1. PURPOSE OF REPORT

To seek Cabinet approval for both recommended efficiencies and service re-design options within Sport and Recreation from 2011/12 onwards. This SDO has an efficiency target of £113,251.

The report also considers the future direction of travel for the service in respect of staff terms and conditions of service and facility management options and arrangements thereafter.

2. SUMMARY OF CONTENTS

The report contains details for Sport and Recreation services SDOs together with a set of appendices that:-

- Sets out the purpose and value of the services in relation to the health and wellbeing agenda
- Provides overviews of the current services delivered and reviews of these within a strategic context
- Outlines local, regional and national drivers as well as comparative data
- Provides details of two areas (Primary Swimming Programme and Carlton) and changes as a result of reviews already implemented. These areas are 'cost neutral' to the Council and any efficiencies achieved do not contribute to the overall SDO target.

The report sets out immediate SDO options for consideration by Cabinet to achieve the efficiency target. It also examines potential options linked to other

service areas that should be considered as well as those in regard to the future direction of travel for the service in the long-term.

Immediate options for consideration to release the efficiency of £113,251 are:-

- a. Utilising the remainder of a 3-year phased efficiency pre-identified for 2009/10, 2012/11 and 2011/12 as part of the Council's budget process. This was as a result of changes implemented for the Leisure Centre operation. Efficiency £15,000.
- b. Immediate action already taken by Officers to rationalise staff at Summerhill as a result of the 'knock-on' effect of the Tier 5 management restructure to avoid a budgetary pressure. Efficiency £14,500.
- c. Rationalise public swimming availability at Mill House Leisure Centre during weekday mornings term-time accommodating the Primary School swimming lesson programme and close this Centre as well as the Headland Sports Hall at 3.00pm instead of 5.00pm on weekends. Efficiency £66,250.
- d. Rationalise staffing at Grayfields Recreation Ground to link into the Mill House Leisure Centre operation. Efficiency £9,500.
- e. Cease direct funding support of Hartlepool Sportability Club. Efficiency £8,000.

These immediate options for consideration by Cabinet collectively amount to £113,250 which meets the efficiency target set.

Other areas for consideration linked to other areas of service outside of Sport and Recreation that warrant further exploration are:-

- Exploring efficiencies concerning the Sports Development and Health Development services in view of the Government's white paper on Health that moves the responsibility for public health to local authorities.
- Investigating any potential opportunities for efficiencies via transferring elements of service to the Contact Centre and / or Sport and Recreation facilities staff assisting with general enquiries owing to the 'face to face' and telephone contact with customers.

The report also examines the potential future direction of travel and longer term options for service delivery concerning staff terms and conditions and future management arrangements that will require more discussion, debate and analysis. This focuses on:-

- a. Reviewing the current Single Status Arrangement regarding enhanced pay. This particularly increases the cost of employing staff within the service area, the majority of which is based on a 7 day week evenings and weekend operation. The current arrangements significantly increase the

operations costs of facilities and officers have consulted with other regional local authorities on the matter. This has revealed that where enhanced pay provision is still provided, this is currently being closely scrutinised as an option to phase these out given the difficult financial climate.

Clearly, Hartlepool is not the only Council facing this particular dilemma and whilst Officers recognise that this is a very complex and sensitive area, it nevertheless warrants further debate. It is linked to the second long-term option.

- b. This is to consider the potential for the outsourcing of the Council's facility management arrangements. The overview report provides considerable detail on the different delivery mechanisms available and the advantages and disadvantages of each of these. However, further analysis of the options available will be required.

This option is linked into current work of commercial agents regarding the redevelopment of the Mill House site and the Council's ambition as part of this redevelopment to provide a replacement public leisure centre facility. In the absence of sufficient council capital resources, Officers recognise that the procurement route with regard to incorporating the major investment needed is inevitably linked to the future management arrangements of not only this site but potentially other key sites too.

Early consideration of these terms and conditions to achieve the maximum savings possible to the Council rather than these be taken by an alternative operator should any outsourcing be considered an option.

The direction of travel set out in the report therefore not only achieves the required efficiencies but provides some more radical consideration for Cabinet with regard for alternative ways of delivering services. This is in line with the principles of the Business Transformation agenda.

3. RELEVANCE TO CABINET

This report concerns one of the work streams of the Business Transformation Programme: Service Delivery Options (SDOs).

4. TYPE OF DECISION

Key decision Test (i) applies. Ref No.83/10

5. DECISION MAKING ROUTE

Cabinet - 6th December 2010

6. DECISION(S) REQUIRED

Cabinet is asked to:

- Note the contribution of £15,000 remaining as part of a previously agreed three year phased efficiency that reduces the overall savings target from £113,251 to £98,251.
- To either approve the recommended options to achieve efficiency savings of £98,251 through implementing the SDOs as set out in this report.
- Or to approve all the recommendations in paragraph 6.5 with the exception of the cessation of the Hartlepool Sportability Club funding and to approve the tapering of reducing the funding to Hartlepool Sportability Club over a three year period on a schedule of £6k for 2011/12 followed by £4k for 2012/13 and finally £2k for 2013/14.
- Note the alternative delivery models which are stated in Section 8 of the main report and that consideration is given over the next 12-24 months of the transformation options relating to the services included in this particular service delivery review.
- Endorse the need to re-examine enhanced pay arrangements that will require further analysis and debate.

Report of: Director of Child and Adult Services

Subject: BUSINESS TRANSFORMATION - OVERVIEW
REPORT FOR SPORT & RECREATION SERVICES -
SERVICE DELIVERY OPTIONS (SDOs)

1. PURPOSE OF REPORT

- 1.1 To seek Cabinet approval for both recommended efficiencies and service re-design options within Sport and Recreation from 2011/12 onwards. This SDO has an efficiency target of £113,251.
- 1.2 The report also considers the future direction of travel for the service in respect of staff terms and conditions of service and facility management options and arrangements thereafter.

2. BACKGROUND AND CONTEXT

- 2.1 Attached at **Appendix A** is a report analysing the purpose and value of the Sport and Recreation service which concludes that there is a need to deliver such a service, particularly in relation to the health and wellbeing agenda. For a Borough such as Hartlepool with its high levels of health deprivation, this is very important. However, as part of the Business Transformation process and in light of the current economic climate, it is imperative to find more efficient and effective ways of delivering these services.
- 2.2 As part of the Business Transformation process, several changes occurred to the Sport and Recreation service from February 1st 2010. The responsibility for Community Resources (Community Centre network, Community Pool and Civic Lottery) transferred to the Libraries service. However, some services transferred in which included Summerhill, Grayfields Recreation Ground, Brinkburn Swimming Pool, the Borough Buildings and bar, Primary School Swimming Lesson provision and Carlton Outdoor Education Centre.

- 2.3 Coupled with the remaining elements of Sport and Recreation, these serve to provide a service with some very distinct functions and the service review was approached by analysing the following areas:-

	AREA OF SERVICE	FUNCTIONS
1	Sport & Recreation and Recreation Development	Overarching service delivery
2	Facilities	Mill House Leisure Centre Headland Sports Hall & Borough Buildings Brinkbum Swimming Pool Grayfields Recreation Ground Sports Pitch Bookings
3	Sports Development	Core Activities Outdoor Activity Service
4	Summerhill	
5	Carlton Outdoor Centre	
6	Primary Swimming Programme	

- 2.4 The Tier 5 management restructure of the service however has been prolonged, not without difficulties and in one area, Carlton, incomplete. However, efficiency targets set for the service do not include either Carlton nor the Primary Swimming provision as they are 'zero based budgets' although the opportunity to review these services has been taken at the same time to provide better value and reduced costs.
- 2.5 In addition, the outcomes of the review of the Primary Swimming Programme have been fast-tracked allowing for decisions to be made and implemented in time for the delivery of the programme in the new academic year for 2010/11 commencing in September.
- 2.6 Based on 2008/09 budgets of £2,197,636 for the main services and £44,919 for the Borough Hall bar, the overall SDO savings target for the service is £113,251 which is made up of a 5% and 7.5% saving respectively on the two areas.
- 2.7 In 2008/09 however as part of the budget preparation for 2009/10, a three year phased efficiency programme was put in place as a result of reviewing the management structure and staffing operation at both Mill House Leisure Centre and the Headland Sports Hall. This identified savings of £35,000 with a total of £15,000 to come from the 2010/11 and 2011/12 financial years.
- 2.8 As our SDO savings target of £113,251 has been calculated on the 2008/09 budgets, owing to this phased efficiency, the pre-identified £15,000 saving reduces the overall target to £98,251.

- 2.9 Cabinet will also be aware that changes have already been implemented to achieve savings; indeed, over the last 3 years, significant efficiency savings have already been achieved by the service. This financial year for example, in order to reduce energy budgets that have now been centralised, as part of the Council's Carbon Reduction Strategy, the sports hall lighting at Mill House Leisure Centre was completely replaced in July 2010. As a consequence of this it is estimated that this will achieve savings of £3,713 per year.
- 2.10 In addition to this, the Centre's combined heating and power (CHP) unit was also replaced this year as a result of capital grant funding secured from the Department of Culture, Media and Sport as part of the Free Swimming Initiative. This has enabled the outright purchase of a CHP unit instead of having a leasing arrangement and will significantly reduce electricity costs as well as being able to effectively "sell" any surplus electricity generated back to the National Grid.
- 2.11 Some of the services transferring into Sport and Recreation have been unfamiliar areas of work and it has taken time and has been challenging to not only learn about these but also to deal with some of the immediate underlying issues which could not be ignored. As a result, progress with the review of Carlton has taken longer than anticipated and only now are we ready to appoint an operational manager at Tier 5. This post has now been released for recruitment purposes.
- 2.12 It should also be noted that the review of the Borough Hall bar operation is yet to occur as this links into another service area (Museums, Heritage, Strategic Arts and Events) being reviewed in year 3 of the SDO programme.

3. SERVICE DELIVERY OPTIONS FOR CONSIDERATION

- 3.1 Attached as a set of appendices are a series of reports that set out the current position and review of the different elements of the Sport and Recreation service. These consider the strategic context and local, regional and national drivers as well as comparative information leading towards options to consider for the future delivery of these services.
- 3.2 The SDOs are split into three areas – those for immediate consideration that achieve the savings target set, those linked to other service areas for future consideration and those in regard to the future direction of travel in the long-term. It is considered however that the longer term options will require a greater degree of review, analysis and debate before any decisions can be made.

4. IMMEDIATE OPTIONS FOR CONSIDERATION

- 4.1 This area of the report largely focuses on changes to the current management and operational arrangements of the Section that could be implemented relatively quickly and achieve the savings target set.

4.2 Summerhill Staffing Rearrangements

4.2.1 The Tier 5 management restructure related to Summerhill was only finalised in June with the new management/supervisory structure finally implemented. Details of this are given in the Current Provision Report for Summerhill attached at **Appendix B**. Attached at Appendix B(i) is benchmarking information for Summerhill. **This item contains exempt information under Schedule 12A of the Local Government Act 1972, (as amended by the Local Government (Access to Information)(Variation) Order 2006) namely, Part 3 – Information relating to the financial affairs of business affairs of any particular person (including the authority holding that information)**

4.2.2 With the consequent knock-on effects on the Summerhill staffing, an urgent situation emerged that required immediate action to be taken by Officers to prevent a budget pressure occurring. This has resulted in the deletion of a post and rearranged hours of others resulting in an early **saving of £14,500 per annum**.

4.3 Hartlepool Sportability Club

4.3.1 Cabinet will be aware that payment of direct grant of £8,000 is made to Hartlepool Sportability Club on an annual basis. Whilst the work of this Club is of immense benefit to disabled Hartlepool adults, it is receiving preferential treatment in comparison to the other sports clubs in the town who have to go through an application process to either the Civic Lottery or the Community Pool for Council grant support.

4.3.2 The support given by the Civic Lottery process to clubs is a relatively modest amount (12 sports groups received a total of £3,600 during 2009/10) and the number of grants awarded to Sports Clubs from the Community Pool is extremely low. During 2009/10 for example, Hartlepool Boxing Club was the only club successfully applying for Community Pool grant support of £5,850. In both cases, applicants have to meet specific grant criteria.

4.3.3 It is difficult to justify this continued level of support to the Club who do after all, have the opportunity as with other Clubs, to apply for funding support from alternative sources and therefore an option would be to cease this, **saving £8,000 per annum**.

4.4 Reduce public swimming availability at Mill House Leisure Centre during weekday mornings term-time only accommodating school swimming lessons, and close Mill House and the Headland Sports Hall at 3.00pm on weekends. This will also allow for the rationalisation of supervision arrangements at Grayfields.

4.4.1 Current Situation

The current net cost of operating Brinkburn Pool is £50,204.

Currently, there is no dedicated staffing allocated to this facility. Staff involvement is by way of the delivery of the Primary Swimming Programme where a part-time Level 2 Swimming Teacher and an Assistant Teacher/Lifeguard access the pool. This occurs during term time only and the current staff costs for the programme at this site amount to £22,786.

Cleaning is provided as part of the overall cleaning provision of the Brinkburn site via a contract with Regeneration and Neighbourhoods Department and costs are proportioned back to the pool. This amounts to £7,336.

Pool plant and water treatment provision is by way of a service level agreement (SLA) with High Tunstall school at a cost of £5,320 per annum but is not provided during holiday periods; hardly an ideal situation. Since the move of the Brinkburn operation to Sport and Recreation, this SLA is really no longer required as the service already has the in-house expertise to deal with pool plant operation and water treatment. However, some working rearrangements would have to be made to allow Sport and Recreation staff to carry this function out.

Grayfields is staffed by a full-time Leisure Supervisor working weekday daytimes and two part-time attendants working evenings and weekends. The current staffing budget amounts to £41,227 p.a. However, an opportunity has been identified as part of the review to rationalise these working arrangements in the context of the operation of Brinkburn Pool and Grayfields.

4.4.2 Options for consideration

a. Open Brinkburn Pool to Public Use

Officers recommend that this is not really an option to pursue. The pool is not designed for casual public use and without a reception/point of sale area would need considerable capital investment for this to be able to happen. In asset management terms, the building is also identified as being poor.

Additional staffing would also need to be employed and the cost of this would far outweigh any more income generated as a consequence of the pool being available to the public.

b. Reorganisation and rationalisation of staffing for Brinkburn Pool, Primary Swimming Lesson Provision and Grayfields – Savings £19,078

This is an option that could elicit savings and would involve combining the duties of the Assistant Teacher/Lifeguard with that of the Grayfields Leisure Supervisor. The new post would remain at a full-time level and would assist with the Brinkburn Primary swimming lesson delivery and provide life-guard cover, be responsible for the pool plant and cleaning at the site as well as supervising at Grayfields.

Whilst this would bring an increased staff cost to the Primary swimming programme as the cost of the post would rise from £10,285 to £12,816 due

to a difference in salary bandings, it would bring the overall following savings:-

Rationalisation of staffing	6422.00
Cessation of cleaning contract	7336.00
Cessation of the pool water treatment SLA	5,320.00
TOTAL SAVINGS	19,078.00

- c. Close or Sell Brinkburn Swimming Pool – Savings £50,204 (plus potential sale or lease of asset and saving on capital programme)

Strategically, Brinkburn swimming pool is not required. The Indoor Sports Strategy completed in 2007, concluded how Hartlepool had too much water space (1,500m² against a required 908m²) and a large amount of what we did have was either in the wrong location and/or in poor condition.

The Strategy mapped out the way ahead for pool provision in the future highlighting that the key facilities for Hartlepool would be Mill House, with the need to replace the existing pool at some point in the future, Brierton with the provision of a new, integrated 25 metre pool plus leamer pool and the one at High Tunstall School. This would provide adequate water space to provide for the Primary schools lesson provision as well as public use.

Cabinet will be aware that there is a need to bring in investment for the new facilities and this matter is explored in paragraph 8.3 of the report. However, it does call into question whether there is a need to maintain the pool at Brinkburn which has a net current subsidy of **£50,204**.

It has already been concluded that it is not viable to open the pool to the public as an option as this will only serve to increase costs. The Primary Swimming programme has also been extensively rationalised over the past few months as detailed at **Appendix C** where considerable savings have already been made on the programme by ceasing the use of Brierton and Dyke House pools from September 2010. Since then, with some of the Primary schools now seeking to use other school pool operators for their lesson provision, it would be possible to move the entire programme to Mill House and close Brinkburn pool.

There is a degree of risk associated with closing Brinkburn to consider in that the longevity of the school pools given their current condition is questionable. This could impact on those schools that have opted out of the buy-back SLA from the Council if any of the other school pools (i.e. Dyke House) failed or ceased to operate prior to the Council being able to provide a new pool at the Brierton site.

Officers have considered this situation and have concluded however that it would be possible to offer lessons to all the Primary schools at Mill House alone although the way in which they are currently delivered would have to change from a weekly basis to a more intensive lesson programme.

Another consideration however given the Sixth Form College development is that they could potentially be interested in leasing or purchasing the Brinkburn Pool facility. This would transfer the operating cost liability but still provide the option of hiring back water space should the need arise.

In addition to the revenue savings this option would bring, there would also be one-off savings in respect of a revenue reserve that was established to fund improvements at the site, some of which have been temporarily halted until the SDO review has been completed. There is currently a revenue reserve balance of £19,693 and a remaining capital balance of £64,971 although some outstanding design fees are still to be charged.

- d. Close Mill House Leisure Centre and the Headland Sports Hall at Weekends at 3.00pm and reduce Public Swimming availability Monday to Friday term time only – Savings £66,250.

Details of the current provision arrangements at the Leisure Centre facilities are attached at **Appendix D**. There are many different approaches that could be considered regarding opening hours and activity area availability but following analysis, this following appears to be the logical model to consider without making a considerable impact on services to the public.

Current Weekend Opening Hours and Throughput for Mill House Leisure Centre

The current closing time of 5.00pm at weekends has been in place for some time now. Typically, the main throughput is throughout the day and does reduce somewhat after 3pm on a Saturday and Sunday to a relatively low level as follows:-

Table 1 – Average Adult & Child weekend swim admissions per hour

Saturday	2008/2009		2009/2010	
	Adult	Child	Adult	Child
3.00pm – 4.00pm	10	25	8	30
4.00pm – 5.00pm	2	4	1	4
Estimated yearly loss of Income	£1684.80	£2714.40	£1263.60	£3182.40
Sunday				
	Adult	Child	Adult	Child
3.00pm – 4.00pm	9	21	7	26
4.00pm – 5.00pm	1	3	1	3
Estimated yearly loss of Income	£1404.00	£2246.40	£1123.20	£2714.40

The 2009/10 figures include free swimming for Over 60's and Under 16's. However, based on the analysis, if the option of closing earlier on weekends was taken, the estimated yearly loss of swimming income to be considered ranges from £8,049.60 to £8,283.60 per annum.

Table 2 – Average dry-side weekend admissions per hour

Saturday	2008/2009		2009/2010
3.00pm – 4.00pm	14		12
4.00pm – 5.00pm	7		5
Estimated hrly loss of Income	£15.66		£12.97
Sunday			
3.00pm – 4.00pm	14		10
4.00pm – 5.00pm	10		10
Estimated hrly loss of Income	£17.75		£15.23
Estimated yearly loss of Income	£1737.32		£1466.40

In total therefore, closing the Centre at weekends would lead to an estimated loss of income of approximately £10,000 per annum. However, with costs of staffing the Centre at weekends being expensive owing to the payment of enhanced rates at weekends, this service delivery option is attractive.

Public Swimming & Supervision Arrangements

Cabinet will be aware that for many years now, public swimming has been extensively available at Mill House Leisure Centre throughout the week and there has been a reticence to limit this availability despite a trend amongst other regional facilities to move away from this type of provision and offer programmed sessions.

The supervision of pools is very staff intensive indeed in order to comply with health and safety recommendations and guidance. A 'one size fits all approach' cannot be adopted and life-guarding is very much determined according to the individual nature and configuration of pool facilities in accordance with risk assessment guidance. Given the features of the pools at Mill House with the shapes, depth of water and waterslide, it can lead to 6 lifeguards being required at any one time dependant upon what areas are in use.

Current Public Swimming Availability

The current pool opening hours for public swimming at Mill House are as follows:-

Table 3 Current Public Swimming Availability

	MAIN POOL	LEARNER POOL
Monday, Wednesday, Friday	7.30am – 9.45pm (Adult only 7.30am – 10.00am & 8.45pm – 9.45pm)	10.00am – 8.45pm
Tuesday, Thursday	7.30am – 5.00pm (Adult only 7.30am – 10.00am)	10.00am – 5.00pm
Saturday, Sunday	10.00am – 5.15pm	10.00am – 5.00pm

These hours were brought into effect in April 2009 when as part of the efficiency programme, the staffing structures, hours and staff rosters were revised for both the Mill House and the Headland site.

Swimming Usage

In order to determine efficiencies and in the knowledge that many pool operators have already moved away from the wholesale availability of their pools for public time, an examination of our swimming throughput has been made. The findings are as follows:-

Table 4 – Average Adult swim admissions per hour during term-time

Weekdays	2008/2009	2009/2010
7.30am – 9.00am	-	40
9.00am – 10.00am	59	31
10.00am – 11.00am	24	22
11.00am – 12noon	17	16
TOTAL	100	109

NB – All adult usage data includes that for swim season ticket holders where an annual swim pass is purchased for a fixed charge.

As can be seen, whilst the 2009/10 figures include free swimming for Over 60's, throughput has remained relatively unchanged with only a shifting of when people attend as a consequence of introducing the early morning opening. If public swimming was not available between 9.00am and 12noon term-time, we anticipate that some swimmers will adjust the time when they attend and therefore income will not be lost; however, the reality is that inevitably, some people will be affected although numbers will be relatively low. As a consequence therefore it is difficult to accurately assess the impact on income and worse case scenario has been taken, estimating this being in the region of £11,478.00.

Proposed Public Swimming Availability

Coupled with the reduction in the Centre opening hours at weekends, the proposed pool opening hours for public swimming should this option be taken would therefore result in the following:-

Table 5 Proposed Public Swimming Availability

	MAIN POOL	LEARNER POOL
Monday, Wednesday, Friday	7.30am – 9.00am (Adult only) 12noon – 8.45pm 8.45pm – 9.45pm (Adult only)	12noon – 8.30pm
Tuesday, Thursday	7.30am – 9.00am (Adult only) 12noon – 5.00pm	12noon – 5.00pm
Saturday, Sunday	10.00am – 3.00pm	10.00am – 3.00pm

Apart from the closure of the Centre at 3.00pm at weekends, the rest of the Centre opening hours would remain unaffected.

Staffing Impact

The main impact of the changes in operating hours would bring some inevitable changes to the number of staff required. These changes can be summarised as follows:-

- **Lifeguards** – reduction from 9 full time and 4 part time staff to 6 full time and 3 part time staff (plus 2 additional part time posts linked to the Primary Swimming programme). School holiday staffed hours requirements will increase significantly.
- **Leisure Supervisors** – no loss of posts but reduction in costs of weekend working and requirement to cover at Grayfields (loss of full-time Leisure Supervisor post at Grayfields)
- **Reception** – no loss of posts but reduction in part-time hours from 177.63 to 169.38 and reduction in costs of weekend working.
- **General Attendants** – no loss of posts but a reduction in hours worked and weekend working costs.

Headland Sports Hall

The operating hours of the site have been in place since the facility first opened in 2007. Similar to Mill House, throughput is very low after 3.00pm on weekends as the table below demonstrates. Linked to the Mill House proposal, should that option be taken, Officers would also propose a consideration to close the Headland Sports Hall early on a weekend.

Table 6 - Average weekend admissions per hour

Saturday	2008/2009	2009/2010
3.00pm – 4.00pm	6	6
4.00pm – 5.00pm	2	1
Estimated Income per hour	£5.80	£6.51
Sunday		
3.00pm – 4.00pm	7	6
4.00pm – 5.00pm	6	6
Estimated Income per hour	£11.15	£8.50
Estimated yearly loss of Income	£881.40	£780.52

Closing the Centre at 3.00pm on weekends would therefore lead to an estimated loss of annual income ranging from £780.52 to £881.40.

Summary

- Opening Brinkburn Pool for public use is considered not an option to pursue.
- Combining the supervision arrangements for Brinkburn and Grayfields would elicit savings of £19,078 and the loss of the dedicated full-time Grayfields Leisure Supervisor post.
- Closing or 'mothballing' Brinkburn however would bring savings of £50,204. If the potential for the sale and/or lease of the facility are explored, this could generate further capital/revenue savings.
- Reducing weekday term-time public swimming availability at Mill House Leisure Centre accommodating Primary School lessons and closing both the Centres at 3.00pm at weekends would lead to the loss of some staff posts as well as a reduction in hours for others bringing estimated savings of approximately £90,000. However, allowing for an estimated annual loss of income of approximately £23,750, this would bring an overall saving of £66,250.
- As a consequence, integrating the supervision arrangements for Grayfields with Mill House would generate savings of £9,500 and the loss of the dedicated full-time Grayfields Leisure Supervisor post.

e. Carlton Operation

Cabinet will be aware that as Carlton is cost neutral, any options implemented for efficiencies will not assist with the savings target for the Sport and Recreation SDOs. A review of Carlton is however underway at present using the same process and full details of this with areas recommended for consideration are attached as a report at **Appendix E**.

The Steering Group for Carlton made up of a variety of partners and the Trustees have already agreed the need to appoint a Commercial Manager on an initial fixed term contract for two years. The revision of the rest of the staffing structure and the implementation of the rest of the recommendations will also bring savings to the operation. This

fundamentally concerns releasing Carlton from the evident constraints caused by the Centres being location over 30 miles from Hartlepool.

f. Sports Development

A review of Sports Development, details of which are attached at **Appendix F** and possible service delivery options, have been considered. As part of this, the Outdoor Activities Section has already been merged into the Summerhill operation to provide the delivery of new opportunities and enhance the use of this site for outdoor pursuits.

Cabinet will be aware that Sports Development is critical in the delivery of many physical activity interventions and has a known reputation for its ability to be able to elicit partnership funding for many new delivery initiatives, all contributing to the health agenda.

The service underwent a review in 2009 to incorporate the mainstreaming of previously externally funded development programmes, for example, the GP Referral scheme and football development. It is already responsible for determining the direction and delivery of physical activity interventions in relation to the Public Health Strategy and in light of the responsibility for public health being transferred to local authorities as well as the links to the Council's Health Development Team, it is not proposed to present Cabinet with any alternative service options at present until further information regarding the Government's White Paper on health is known and understood.

The opportunities to link with the Health Development Team are however already identified in section 7 of this report.

g. Recreation Development

The Recreation Development area (details within **Appendix G** attached) was only introduced into the Sport and Recreation structure at Tier 5 in November 2009 as part of a service restructure. It was identified that a specialist area was required to work across the entire Section to support the operational teams that were being significantly reduced down as part of the process and ensure that these teams worked in a more effective and coordinated manner.

In a relatively short period of time, the justification for making this decision has been evidenced by the many improvements achieved within our services. The team consisting of two members of staff focus upon performance management, service accreditation, marketing, consultation and research analysis, benchmarking, project development, funding and grants.

Recreation Development is also responsible for the Community Activities Network made up of a variety of sport and physical activity providers from the three sectors, and through this network is responsible for the delivery of

Public Health funding and the development and delivery of a Sport and Physical Activity Strategy for the town which is due to be completed in October 2010.

Since this was introduced, there have been many positive results that have emerged as a consequence of this valuable specialist support who work very closely with the Section Head in relation to the delivery of the services. It is therefore not felt appropriate at present to propose any service delivery alternatives to Cabinet for efficiencies in this area as it is too intrinsically linked to the delivery of other services. Officers are however aware that this may have to be revised in light of the emerging financial landscape for the Council.

5. IMMEDIATE SERVICE DELIVERY OPTIONS RECOMMENDATIONS

- a. Rationalise staffing at Summerhill – As a consequence of the Tier 5 management restructure, urgent action has already been taken by Officers to prevent a budgetary pressure occurring whilst at the same time generate savings.
- b. Cease direct funding support of Hartlepool Sportability Club – as laudable as the club is, this it is the only one to receive direct funding support from the Council without going through an application process. This is discriminating against other Clubs in Hartlepool.
- c. Close Mill House Leisure Centre and the Headland Sports Hall at 3.00pm on weekends – There is justification to do this based on throughput figures and cease public swimming availability at Mill House Leisure Centre on weekday term-time only between 9.00am and 12noon – Coupled with the early closure at the weekends, this would reduce public swimming availability to the following:-

	MAIN POOL	LEARNER POOL
Monday, Wednesday, Friday	7.30am – 9.00am (Adult only) 12noon – 8.45pm 8.45pm – 9.45pm (Adult only)	12noon – 8.30pm
Tuesday, Thursday	7.30am – 9.00am (Adult only) 12noon – 5.00pm	12noon – 5.00pm
Saturday, Sunday	10.00am – 3.00pm	10.00am – 3.00pm

Whilst there would be a staffing impact, there is justification however to do this based on our throughput figures and mirrors the pool programming for similar public facilities in the region.

- d. Integrate the supervision arrangements for Grayfields with Mill House Leisure Centre supervision team – This would generate greater efficiencies concerning our staffing arrangements.

6. FINANCIAL CONSIDERATIONS

- 6.1 The Service Delivery Options (SDO) programme has been designed to review all council activity over a three year programme and is planned to contribute over £3.5m in savings to the Business Transformation (BT) savings of £6m over this period. Each review has a target for savings set at the outset as part of this overall programme and these are assigned to specific financial years in the Medium Term Financial Strategy. For 2011/12 the MTFS forecasts are based on the achievement of £1.3m of Business Transformation SDO savings from 1st April 2011.
- 6.2 The Business Transformation programme was planned, as part of the MTFS, to support the budgetary position of the council through a managed programme of change. The economic climate of the country, and the likely impact of expected grant cuts post general election, mean that the anticipated budget deficits, after all BT and other savings are taken is still expected to be at least £4m per annum for each of the next three years. These additional cuts equate to 4% of the annual budget and a cumulative cut of over 12% over three years. In practice there will be some areas Members wish to protect and this will simply mean higher cuts in other areas and/or the cessation of some services.
- 6.3 It has been identified in previous reports to Cabinet that a failure to take savings identified as part of the BT programme (and more specifically the SDO programme) will only mean the need to make unplanned cuts and redundancies elsewhere in the authority. This position has been exacerbated through the economic circumstances and likely grant settlements and failure to implement SDO savings will in all likelihood make the 2011/12 budget position unmanageable owing to anticipated grant cuts commencing this year. In addition, as reported in the MTFS the Council faces a range of budget risks which exceed the available strategic risk reserve and this funding shortfall will need to be addressed in 2010/11 and 2011/12, which further reduces financial flexibility.
- 6.4 The SDO reviews are attempting to ensure that a service base can be maintained, costs can be minimised and the payback on any investment is maximised. In simplistic terms each £25,000 of savings identified which are not implemented will require one unplanned redundancy with likely associated termination costs. No funding is available for these termination costs as existing balance sheet flexibility is committed to supporting the SDO programme on a loan basis, so higher saving will be needed to fund these termination costs outright.
- 6.5 Officers consider that the recommended immediate SDOs available for consideration would collectively result in achievable savings as follows. This meets the savings target reduced from £113,251 to £98,251 as identified in paragraph 2.8.

Rationalise staffing at Summerhill	14,500.00
Cease direct funding support of Hartlepool Sportability Club	8,000.00
Closure of MHLC and the Headland @ 3.00pm on weekends and rationalisation of public swimming availability weekday term time	66,250.00
Rationalise staffing at Grayfields	9,500.00
TOTAL SAVINGS	£98,250.00

7. ADDITIONAL MATTERS FOR CONSIDERATION LINKED TO OTHER SERVICE AREAS

(a) Sports Development Team/Health Development Team

As highlighted in paragraph 4.4.2 (f), Officers have not proposed any immediate service delivery options for the Sports Development service, the review for which is attached at **Appendix F**. As reflected upon in the next stage of the review options, it is a very strong team with significant success in being able to develop effective partnerships with many agencies, all contributing to the wider health, well-being and social agendas. As a consequence, the service has drawn in a lot of partnership funding and has been directly commissioned to deliver new participation initiatives.

A lot of the work has surrounded the development of physical activity opportunities, particularly supporting the prevention agenda. Indeed, the service is responsible for the initial development of the Community Activities Network which is the steering group for the physical activity strand of the Public Health Strategy. Sports Development also already oversee the Exercise for Life (exercise referral) Programme which has successfully achieved a 3 year stretch target as part of a PSA, with over 300 completions of a 10 week programme and 6 month retention rate in activity of over 50%. The retention rate is actually quite extraordinary as national rates average at only around a third.

A positive relationship already exists between the Primary Care Trust and Sports Development and in turn, with the Council's own Health Development Team. This relationship could be enhanced to increase outcomes and outputs in the future with improved strategic planning.

Recent benchmarking with Gateshead MBC highlighted how health development can sit within a Sport and Physical Activity Development service structure. They have built upon a successful exercise on referral scheme and taken commissioned work from the PCT to lead on tiers 2 and 3 of the obesity framework, linking in with the weight management service and also the hospital provision to have a more seamless pathway and communication routes.

Hartlepool has the opportunity to merge the Council's current Health Development Team, which includes officers responsible for smoking

cessation, community nutrition, weight management and also healthy food, with Sports Development – specifically the exercise on referral structure. This would maximise partnership working, time and outputs for the community and creating the wrap around Council lead for health including physical activity.

If services were to merge there would be a need to re-organise the current Health Development Team structure to ensure sustainability as grant funding underpins some posts. There is however the opportunity to do this with the lead officer post in this service currently lying vacant.

There is a lot which can be learnt from Gateshead with the initiatives they are able to run due to the combining of services in this way - for example, their Maternity Lifestyles programme where activity sessions for pre and post natal women are offered, linking education, activity and support of the midwifery service in conjunction with exercise professionals and weight management services. This is only one example but demonstrates there is a huge potential to maximise commissioning opportunities and obtain service level agreements or contracts with health as Gateshead have.

However as previously reflected upon, this area of service will require greater scrutiny and consideration as the responsibility for public health is transferred to local authorities and the outcomes for the comprehensive spending review are known.

(b) Customer Contact and the Contact Centre

Discussions have been held with the Customer and Support Services Manager in relation to 'face to face' and telephone contact with customers in relation to Sport and Recreation service delivery.

As a consequence of this, some monitoring is to be undertaken at key facilities during October 2010 in order to make an assessment of levels. Further work is also to be undertaken in relation to the standardisation of booking conditions for the hire of facilities as well as payment conditions.

8. FUTURE DIRECTION OF TRAVEL AND LONGER TERM OPTIONS

- 8.1 The service review allowed Officers to explore and propose more immediate service delivery options available to the Council in order to achieve efficiencies. However, other more long-term solutions concerning staffing and future management arrangements for the service also need to be considered and explored.

8.2 Staff Terms and Conditions of Service – Enhanced Pay

With staff costs reaching nearly 65% of our overall operating costs of the service, further consideration needs to be given to the existing pay arrangements of staff employed in the service.

A key feature of the service is that it is offered to the public not only during the week but at weekends too, typically individuals key leisure time and ideally, to reduce costs, it should be able to employ staff in the future within 'leisure' working practices rather than be constrained within the normal local authority structure.

As part of the Single Status Agreement, all leisure staff employed by the Council are still paid shift allowances as well as enhanced rates for weekend working, even those staff only employed at weekends. As a consequence, pay costs are very high and there needs to be a cultural shift away from this situation, recognising that the service is a 7 day a week, 52 weeks of the year operation where staff should be employed on this basis.

Based on current rates of enhanced pay and the existing operation of both Mill House Leisure Centre and the Headland Sports Hall, it is estimated that the enhanced pay arrangements adds an additional £85,000 to the pay bill. If this is widened across the whole of the service area, the additional cost exceeds in excess of £100,000.

Whilst this is inevitably a complex and sensitive issue surrounding the Single Status Agreement, it is something that should be re-examined and renegotiated in order to drive down costs. Typically, Trust operators and Private Management contractors do not pay enhanced rates to staff and where they have been transferred across as part of outsourcing arrangements under TUPE agreements, are eventually negotiated out.

Some benchmarking with regional colleagues detailed at **Appendix H. This item contains exempt information under Schedule 12A of the Local Government Act 1972, (as amended by the Local Government (Access to Information)(Variation) Order 2006) namely, Part 3 – Information relating to the financial affairs of business affairs of any particular person (including the authority holding that information).**

has revealed that where enhanced rates provision is currently in place for leisure staff, given the difficult financial climate, these are being either closely scrutinised with a view to the merits of phasing them out or they are already actively negotiating their removal.

Clearly, we are not the only local authority facing this particular dilemma. Ultimately, if we are to consider service cuts, reductions in staff posts as well as outsourcing as options, we need to re-consider enhanced pay. In the knowledge that enhanced rates would eventually be negotiated out by a different operator despite TUPE, it does not make good financial sense to go down this route and pay a high management fee when that operator will immediately look to reduce staff costs once a contract is awarded.

A critical decision regarding alternative delivery models will have to be made in order to take forward the anticipated savings that will have to be made following the comprehensive spending review in the Autumn. Linked into this is the work currently being undertaken by Commercial Agents regarding the

future redevelopment of the Mill House site and the Council's longer-term aspiration for facility development.

Ultimately, if the Council is to achieve its ambition, in the absence of its own capital resources, this will undoubtedly mean consideration of an alternative management arrangement to the current in-house model. If we do get to this position, we will know the size and scope of the service to be considered for this potential route as the implications of the Government's Comprehensive Spending Review will have been announced.

8.3 Consideration of Outsourcing Facility Management Arrangements

The Council's stock of sports and leisure facilities has evolved over a long period of time. However, some are coming towards the end of their lives and others are in need of significant investment and some are not located in areas of greatest need.

The current positioning and quality of facilities contributes to a relatively low level of market penetration and usage particularly by communities from deprived wards and as such, the geographical spread, local requirements and quantity of facilities underwent a fundamental review in 2007 during the production of an Indoor Sports Facility Strategy for the Borough.

Key issues which were drawn out from this strategic review included the following:-

- many national policies recognise the importance and significance of sport and physical activity in meeting a number of different political, social and health agendas
- there is increasing recognition of the role sport and physical activity plays in meeting the shared priorities of central and local government
- local authorities alone cannot achieve service improvements and Government policy statements reinforce the need for partnership working to deliver against the shared priorities
- there is significant Government interest in the development of sport and leisure as a means of encouraging the population to increase its level of activity, so contributing to enhanced health
- the current position regarding facilities was not sustainable in the long-term as many key sites were documented as being in a spiral of decline, in particular, the swimming pools.

The Strategy concluded by providing a number of possible options for facility provision in the future. This involved the rationalisation of the available water-space in the town and the preferred model set out as the Council's vision for the future. This is to:-

- Replace Mill House Leisure Centre; as a minimum, the swimming pool facilities that have come to the end of their economic life
- Provide new pool facilities at Brierton (25m pool plus learner pool), integrated into the existing Sports Centre facilities

- Maintain the pool at High Tunstall school
- Maintain the Headland Sports Hall provision

8.4 Brierton Community Sports Centre

Currently Brierton Community Sports Centre is managed by Dyke House School. This is a short-term arrangement to January 2012 and was put in place as a consequence of them taking on the management of Brierton school in accordance with the strategy for the delivery of the Building Schools for the Future (BSF) programme.

Some discussion has already been held by Officers in relation to the future management of the Sports Centre once the arrangement with Dyke House School draws to an end. As the facility is strategically important to the town, it had always been considered that the management arrangements for this be controlled by one organisation, whether that be in-house or by another party to ensure continuity for the public in terms of access, bookings and pricing policy etc. It is for this reason that if outsourcing is deemed to be an appropriate route forward, the facilities at Brierton should also be part of that consideration.

8.5 Facility Procurement Options

To achieve the Council's vision, the longer-term procurement route with regard to incorporating major investment is complex, with a number of variables that could have a major impact on the future delivery of the leisure services. Variables such as planning, funding and investment issues, affordability, market interest and capacity and other commercial opportunities on the existing sites could have an impact.

In relation to this, the outcome of the work of the Commercial Agents in relation to the future redevelopment of the Mill House site is anticipated and will help to formulate some key decision-making.

As the Council has no significant capital reserves in order to deliver the desired and badly needed facility development programme that the town needs, a critical decision for the Council to consider will be whether to procure new facilities in conjunction with the future on-going management of these as well as other existing facilities. The Council will also need to evaluate its requirements for any redevelopment or new build and establish the affordability of each option from a revenue perspective.

However, if the Council is in a position to fund the capital cost itself through savings or other sources, a Design Build Operate and Maintain (DBOM) contract may be an appropriate route for the integration of building and management.

8.6 Integrated Facility Procurement and Management

In the leisure context, a DBOM contract is one where a client (the local authority) procures a consortium consisting of an architect (and cost consultant), build contractor and leisure operator to design, build, operate and maintain a leisure facility on a long term contract (usually at least 15 years, but up to 25-30 years). It is typically employed where a Council requires a significant capital investment in its leisure facilities and, more often than not, the development of a new facility.

The DBOM approach emerged from the Design, Build, Finance and Operate (DBFO) structure of the early leisure PPP and PFI projects, where as well as the design, construction and operation, a consortium would include a bank to provide the finance for the development. However, with the advent of the Prudential Code for capital finance in April 2004, local authorities were allowed far greater freedom in borrowing to fund capital investment, particularly where this borrowing would generate revenue savings (i.e. through reduced management fee/improved operational position for leisure facilities). These revenue savings could then be used to finance the debt. In addition, the rate at which local authorities could borrow was more advantageous than the private sector.

For this reason, local authorities started to explore the possibility of their providing the finance for new facility developments, with the private sector providing the architectural, construction and management expertise. In addition, with the private sector being responsible for the design and construction of the facility, a significant element of the risk associated with facility development was transferred to them.

The more traditional public/private partnerships through the PPP and PFI routes may still be appropriate if an authority is unable to raise the funds to build a new leisure facility it wishes to procure. However, there are issues with obtaining appropriate credits from Central Government and in the long term nature of such contracts which can be difficult to specify in a changing political, economic and leisure context.

8.7 Facility Management Options

Since the mid 1980s, there has been a shift away from in-house Local Authority direct delivery of services towards management by private sector contractors and more recently, to management by Not for Profit Distributing Organisations (NPDOs) and hybrid trusts.

A survey of 442 local authorities conducted by the Institute of Leisure and Amenity Management (ILAM) in 2005 showed that 42% ran their leisure services in-house, 20% used a management contractor and 20% used a trust. 18% did not respond.

The trend away from in house management and towards trusts has been significant during the last 10 years. The number of trusts that run public leisure services has doubled during this period from approximately 40 in 1997 to over 90 in 2006 (Sport and Recreation Trusts Association 2006).

Statistics, from the National Benchmarking Service and the Chartered Institute of Public Finance and Accountancy, however suggest that the cost of providing sports and recreation facilities and services is significantly lower with privately contracted services than with Trusts or in-house management. In-house provision tends to require more subsidy than the other two options. This has become more marked over time and is generally associated with staff terms and conditions of service.

There are currently six main types of suppliers active in the national leisure market and these are summarised as follows:-

Local Authority Direct Service Operations (DSO)

This is often used in the management of Local Authority and community dual use facilities on education sites. In-house management involves Councils directly managing facilities through a DSO organisation, which manages the services as an internal business unit. Under this arrangement, full responsibility for income, expenditure, pricing and programming lies with the Council as does the risk.

This is the management approach currently used for the Council facilities in Hartlepool. However, as part of the longer-term options, it may have to be deemed more appropriate to adopt an alternative management route in order to provide additional funding for developing the town's leisure facilities.

Children's Services/Schools

The education sector is an option for the management of dual use community sports and is currently the temporary arrangement in place for the management of Brierton Community Sports Centre.

The effective management of genuine community use on school sites involves a considerable commitment by school management and staff and these arrangements can be vulnerable if there are changes to priorities of the school and changes in key school staff.

Private Management Contractors

Private community leisure providers are involved in leisure management contracting to Local Authorities. A limited number of these are also involved in Public Private Partnerships and/or Private Finance Initiatives (design build finance and operate for new developments).

The private sector operator market has matured into one dominated by the five main leisure management organisations:-

- DC Leisure
- Leisure Connection

- Parkwood
- Community Solutions for Leisure
- Serco

DC Leisure is the largest private sector management contractor in terms of the number of centres operated, with 118 leisure facilities in partnership with 30 local authorities throughout the UK. Leisure Connection is the second largest contractor, operating over 80 sports and leisure centres on behalf of approximately 30 Local Authorities, including 2 for Durham County Council and 2 for Northumberland County Council.

Serco works with 18 clients, managing over 60 facilities on their behalf. Parkwood Leisure operates 49 sports and leisure facilities for 23 clients through the UK and SLM is the UK's longest established leisure management contractor and the smallest of the five operating 39 sports and leisure centres for a total of 15 clients (data correct 2007).

With improved stability and access to capital however, has come a hardening of attitudes with an increased focus on the bottom line of the contract. Research undertaken by Business in Sport and Leisure (BISL) considered the effect of private sector investment on the usage of sport and leisure centres managed by the private sector. Private sector contractors will invest capital in local authority facilities and are also able to secure capital funding, which ranges from £100,000 to £5 million per project (BISL 'The Management of Local Authority Sport and Leisure Facilities' 2006). In the early stages of compulsory competitive tendering, contracts were awarded for relatively short periods of time (four to six years). This length of contract has changed to reflect the investment requirements, with contracts now often being awarded for ten to fifteen years. Twenty five to thirty year contracts are not unusual, especially when linked to significant service investments through a public/private partnership approach.

Advantages – Private Sector Management

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| <ol style="list-style-type: none"> 1. Private sector management contractors bring a commercial approach to the management of facilities. Over the last few years, the private sector has evolved considerably and offers Local Authorities an alternative to in-house service delivery, particularly where financial resources are scarce. 2. The contractors operate in a very competitive marketplace and, as a result, offer efficient business models. They bring a highly commercial approach to the operation of facilities that maximises income and return on investment. 3. Private Sector Management contractors have access to development funding at commercial lending rates. They are willing to invest significant amounts of funding in return for long-term contracts. It is estimated that the private sector companies who run local authority facilities and sport facilities situated on educational sites, have invested between £250,000 and £5 million pounds per centre for contracts between five and twenty five years. Additionally, some of the operators are also active in the PFI market. (Public Sports and Recreation Services: Making them fit for the future – Audit Commission 2006). |
|---|

4. Risk associated with the operation of facilities can be transferred from the Local Authority to the management contractor through longer-term contracts. This gives greater financial certainty in terms of revenue expenditure, which can aid longer term strategic planning.
5. The main private sector management contractors operate a large number of facilities across the country. Management staff at individual centres are supported by regional and national teams comprising management, finance, HR, marketing, IT, training, admin and other support staff. The back office functions support delivery on a local level. They provide significant economies of scale and efficiency savings not available to smaller operations.
6. A strong partnership approach can be developed with a private sector management contractor through a detailed contract that sets out clearly the roles, responsibilities and outputs for both parties. This can be used as a vehicle for delivering sports development outputs, improving facilities through targeted investment and improving performance.
7. It is suggested that the private sector can undertake leisure design and build projects more efficiently than the Council. The risk associated with the construction can be transferred to the contractor. The contractor is likely to have a proven track record in design and build projects and will be able to deliver the project efficiently. They will also have good project management skills and, as operators, have a vested interest in delivering a good quality build, on time and within budget.

Disadvantages – Private Sector Management

1. The outsourcing of management to a private sector management contractor leads to the remaining central services overheads being spread over fewer remaining services. This means that for the services that remain, the central costs are a greater proportion of total costs.
2. Outsourcing of management to private operators does not offer scope for savings based on VAT relief or NNDR savings that can be achieved through other management vehicles such as Trusts.
3. There is limited scope for investment by the private sector if the contract is for a relatively short period e.g. less than five years. This is a consequence of the lack of time for an operator to benefit from a commercial return from the investment.
4. Inflexible contracts can be a disadvantage if there is an unforeseen circumstance in the future. This is particularly the case where a long-term contract is developed. Contracts should include a degree of flexibility, which allows identified risks to be shared to the benefit of the client and operator.
5. There is often a perception that private sector contractors are focused on generating revenue and reducing operating costs in order to maximise

income. Elected members and the community may perceive this as being at the expense of social objectives. On the other hand, the DSO and Trust operators are regarded as being more focused on social objectives.

Trust / Not for Profit Distributing Organisation (NPDO)

Not-for-profit Trusts are considered as social enterprise organisations and the majority of these have developed from local authority in-house direct service organisations. Several Trusts have now expanded to provide management contracts and sports development services outside their home authority base.

The externalisation of leisure facility management to charitable trusts has been an increasing trend in the leisure industry. The main advantages derive from National Non-Domestic Rates (NNDR) and VAT savings as well as the ability to attract grant funding through the charitable status.

Current 2010/11 NNDR costs to the service which could be invested are as follows:-

Mill House Leisure Centre	£69,428.00
Headland Sports Hall	£26,532.00
Borough Hall	£20,689.00
Summerhill	Not rated

Currently there are around 105 members of Sport and Recreation Trusts Association (SpoRTA) Trusts predominately control single authority facilities, although a number are now operating outside their originating Authority, e.g. Greenwich Leisure Limited and Fusion operate facilities outside Greenwich and Southwark.

Research undertaken amongst existing Trusts by PMP on behalf of SpoRTA in 2007 revealed that they considered the biggest challenges to be ageing facilities – 60% of Trusts saw this being a great concern and all Trusts rated it as at least a potential problem. The other main challenge linked into this was the ability to raise capital finance - only one Trust considered this not to be a problem whereas 45% saw it either as a concern or a great concern.

Of interest, one of the main lessons learnt emerging from the research was the conclusion that tax savings should not be the fundamental rationale for establishing a Trust. However, there is the opportunity to explore this option as well as utilising existing Trusts.

Hartlepool has two neighbouring Trusts – Tees Active in Stockton and Tees Valley Leisure Limited in Redcar and Cleveland, both of whom manage the Council's leisure facilities. Sports Development is still managed in-house. There are 2 others in the region – Leisure Tynedale and Blyth Valley Sport & Leisure Trust.

Advantages – Trust

1. Trusts are able to take advantage of 80% mandatory rate relief and in many cases are exempt from charging VAT. This saving can then be ring fenced for reinvestment in facilities in the future. This can lead to a reduction in the level

of subsidy by the Local Authority.

2. The trust organisation operates at arms length from the Local Authority, giving it autonomy and freedom to take decision that may not be possible by a DSO.
3. A few large established trusts have access to development funding at commercial lending rates. They are willing to invest significant amounts of funding in return for long-term contracts between five and twenty five years.
4. The larger trust operators, such as Greenwich Leisure, operate a large number of facilities in specific areas of the country. Management staff at individual centres are supported by regional and national teams comprising management, finance, HR, marketing, IT, training, admin and other support staff. The back office functions support delivery on a local level. They provide significant economies of scale and efficiency savings not available to smaller trust operations.
5. Set up cost for an existing trust is low, as operators have a model that can be adapted for each new contract. The cost of set up is around £5,000, compared to approximately £150,000 plus for a new trust.
6. Risk associated with the operation of facilities can be transferred from the Local Authority to the Trust management contractor through longer-term contracts. This gives greater financial certainty in terms of revenue that can aid longer term strategic planning.
7. The larger trust operators now bring a commercial approach to the management of facilities. The market is still evolving and some of the larger operators are maturing to offer local authorities an alternative to in-house service delivery, particularly where financial resources are scarce.

Disadvantages – Trust

1. The outsourcing of management to a Trust leads to the remaining central services overheads being spread over fewer remaining services. This means that for the services that remain the central costs are a greater proportion of costs.
2. Procurement costs can be high for a trust, depending on the procurement route selected the length and value of the contract. Costs to the client can include professional fees in the form of legal, financial and other consultancy support through the complex tendering procedure.
3. There is limited scope for investment by the Trust sector. Many do not have access to large amounts of capital due to their limited track record or restrictions due to their charitable trust status.
4. Independent Trusts have more autonomy but with this comes a danger that they become disconnected from other services within the local authority. This can be mitigated through appropriate Local Authority involvement on the

board or through management of the contract.

5. In many cases the existing management are retained and there is limited scope for increased management capacity, although management will benefit from support from a regional management team.
6. Where an external trust has an established board, there can be limited scope for Council representation. However, a local consultation board can be formed which would provide the Council with some influence.

Private Sector Operator Trusts – ‘hybrid’

The market within this field has changed considerably over the past five to six years with a huge growth in Leisure Trusts resulting in private leisure operators establishing Not for Profit Distributing Organisations (NPDO) to try and maintain market share. Whilst there is some scepticism within the industry, the introduction of a NPDO provides opportunities for certain local authorities. This would include:-

- provision of capital
- a more commercial operation
- tax savings with NNDR and in some cases VAT concessions

Many local authorities have been concerned about the transparency of the arrangements and have sought legal advice. The recent versions of the hybrid are becoming more sophisticated, simpler in structural terms and easier for local authorities to understand than the prototype hybrids. Although many of these arrangements are in existence, there is still no guarantee that they will not be subject to legal challenge in the future.

Advantages – Private Sector Trust (Hybrid)

1. The key difference of private sector Trusts over private sector management contractors is the opportunity to achieve NNDR savings. This can lead to a reduction in the level of subsidy by the Local Authority. This saving can then be ring fenced for re-investment in facilities in the future.
2. A strong partnership approach can be developed with a private sector management contractor, through a detailed contract that sets out clearly the roles, responsibilities and outputs for both parties. This can be used as a vehicle for delivering sports development outputs, improving facilities through targeted investment and improving performance.
3. As detailed previously, private sector management contractors have access to development funding at commercial lending rates.
4. As detailed previously, the main private sector management contractors operate a large number of facilities across the country bringing economies of scale and efficiency savings.
5. As detailed previously, set up costs for a private sector trust are low.

6. As detailed previously, private sector management contractors bring a commercial approach to the management of facilities.
7. As detailed previously, risk associated with the operation of facilities can be transferred from the Local Authority to the Trust.

Disadvantages – Private Sector Trust (Hybrid)

1. As before, outsourcing leads to the remaining central services overheads being spread over fewer remaining services.
2. Procurement costs can be high for private management contractors, depending on the procurement route selected the length and value of the contract. Costs to the Local Authority can include professional fees in the form of legal, financial and other consultancy support through the complex tendering procedure.
3. As before, there is the perception that private sector contractors are focused on generating revenue and reducing operating costs, in order to maximise income.
4. As before, there is limited scope for investment if the contract is for a relatively short period.

Commercial Leisure Providers

Commercial leisure providers are involved in health and fitness, private health clubs, limited multi-use sports provision and some niche provision associated with the brand, e.g. tennis. (David Lloyd, Next Generation, Cannons, Fitness First and Virgin Active/Holmes Place).

Management Buy-Out (MBO)

This is one possible alternative option, defined as being the current in-house service setting up a Trust company to manage the facilities. The key features of this option are:-

- Open ended contract linked to an annual grant agreement
- TUPE applies to staff transfers
- Assets leased to management team
- Possible savings in central support costs
- Asset risk likely to however remain with the Council
- NNDR and VAT savings
- Operational risk transferred to the MBO to an extent.

8.8 Procurement Options

To carry out many of the developments proposed, the Council will need to follow a procurement route in order to achieve the best value for money and improved service to the community. A management contract will involve a

commitment to a long-term partnership with the chosen operator. In addition, there may be a requirement for partnership investment.

The Council's standing orders may dictate that a contract of this value should be subject to Official Journal of the European Union (OJEU) procurement. However, options other than OJEU can be pursued if the Council takes the decision to waive the standing orders. The key options available to the Council are:-

- negotiated contract with competitive dialogue
- open market tender – select list
- open market tender – OJEU
- competitive dialogue.

Each of these options are summarised as follows:-

Negotiated Contract

This option would involve negotiating a contract with a single contractor but it should also involve an assessment of value for money through benchmarking, carried out by external consultants.

Advantages

A negotiated contract would enable any existing relationships with management operators to be developed further for the benefit of the Council and the community. Extending the contract will reduce the disruption to users associated with a change in contractor. This disruption can be significant. From the point at which the incumbent is notified of the termination of the contract, the quality of service can decline. This would have a negative impact on the users.

The hand over between contractors can also present problems. It can take some time for the new contractor to get up to full speed with the operation of new facilities. During this time quality of service can be reduced. The effects of this disruption can be mitigated through TUPE transfer of key operational staff. The negotiated contract is the least expensive and least complex procurement route. If selected, these cost savings will benefit the Council in the short term.

With an open book approach, the contractor provides the Council with real transparency over its financial plans and for example, is open about the margins it is required to generate. This enables both partners to understand what their respective requirements are from the relationship.

The reduced risk to the contractor associated with the negotiated extension, is likely to be passed on to the Council through a reduced management fee, a surplus payment or further investment. On the other hand, if the OJEU route is selected, it would lead to a significantly higher cost to operators in tendering. The increased cost and greater risk of not winning the contract could be transferred to the Council through higher management fees and a new operator building in a level of additional risk into their projections.

This option allows more flexibility than others in terms of negotiating timescales for implementation and levels of investment over the term of the contract. This is particularly important where these may not be fully agreed at the start of the contract.

Private sector operators would be keen to negotiate an opportunity and could quickly enter into a contractual arrangement on an interim basis to give them a chance to negotiate further. Indication from the market has suggested they can demonstrate best value and the demonstration of performance indicators to substantiate a negotiated position, rather than going to the open market. They could provide examples of where this has been done.

Disadvantages

A negotiated extension with a single contractor excludes the open market from the tender process. Without going to the open market, the Council cannot be fully assured that it has achieved the best the market can offer in terms of value for money and quality of service.

Consultancy costs will be incurred if the Council wishes to undertake a shadow tender exercise. This will enable a judgement to be made against the tender submitted by any incumbent management operator. However, the shadow tender exercise will be a 'best estimate' based on benchmarking data. It will not be able to predict fully what the market rates would be, as some firms may wish to price the contract tactically low to establish them in the area.

Ultimately, if the Council is not convinced that any incumbent operator is offering value for money it can walk away from negotiations and go to the open market. The costs incurred as a result of negotiations will be abortive and additional costs will be incurred in going to the open market.

Open Market Tender (select list)

The open market tender options involve varying degrees of market testing. Limited market testing can be achieved through the select list route, where specific contractors can be invited to tender.

Advantages

The Council has the ability to define a specific shortlist of contractors or types of contractors that it wishes to invite to tender. This is particularly useful where the Council has determined a clear preference for the type of contractor it wishes to engage to manage its facilities.

Select list tendering introduces an element of competitive market testing. The Council will be assured that tender returns are the result of a competitive process and are representative of the market. Value for money in financial terms can be clearly demonstrated through open market testing, as the tender returns should reflect the competitive market value of the contract.

New ideas and approaches may be generated from the contractors involved in the tender process. These can add value to the management of facilities in

Hartlepool and introduce innovative practices that have been used effectively in other authorities.

Disadvantages

Select list tendering excludes the full market from participating in the tender process; therefore, it could be argued that the market has not been tested fully. If the private sector Trust route were the selected management option, this would also exclude any contractor which does not operate a hybrid Trust vehicle. Select list is a more complex and expensive option than negotiated extension, requiring specialist support and significant officer time commitment to complete the process.

Any incumbent management operator will begin the process with a significant advantage over other operators that may tender for the work. It has experience of running the facilities in the past and is in possession of financial information that other contractors will not have access to. However, this advantage means that the incumbent management operator is more likely to retain the contract. The costs incurred by them in completing the tender process are likely to pass on to the Council through the management fee. If the incumbent operator is successful, this will have been at a higher cost to the Council than if the negotiated extension was followed.

In addition, it is possible that some of the management contractors will not be interested in bidding against any incumbent as they will be aware of the advantage the incumbent management operator holds over them.

A change in management contractor can lead to disruption in the service to users and the Council. This disruption can be significant. From the point at which the incumbent is notified of the termination of the contract the quality of service can decline. This can have a negative impact on the users and ultimately financial performance.

The hand over between contractors can also present problems and must be carefully managed. It can take some time for the new contractor to get up to full speed with the operation of new facilities and during this time quality of service can be reduced. The effects of this disruption can be mitigated, to some extent, through TUPE transfer of key operational staff.

Open Market Tender (OJEU)

This route provides greater market testing through open tender invitation. Procurement via OJEU involves advertising the opportunity to contractors across the UK and the European Union. This process is the most complex and time consuming of the options for procurement.

Advantages

OJEU tendering introduces full, competitive, market testing. The Council will be assured that tender returns are the result of an extensive competitive process and are representative of the market. This may be too extensive and expensive for the current situation where there is quite a limited market supply.

Value for money can be clearly demonstrated through open market testing, as the tender returns should reflect the competitive market value of the contract. Other advantages in the select list approach are comparable with this option.

Disadvantages

OJEU is the most complex option. It requires specialist support and significant officer time commitment to complete the various stages of the process. The complexity of the process, the timescales involved and the staff input combines to make this the most expensive procurement option for the Council.

It is also the most complex process for management contractors. Contractors incur significant costs in preparing tenders and these are likely to be passed on to the Council through increased management fees. The other disadvantages are comparable to the previous section on select list tendering.

8.9 Contract Length

In the early stages of Compulsory Competitive Tendering, contracts were awarded for relatively short periods of time (four to six years). This length of contract duration has changed to reflect the investment requirements, with contracts now often being awarded for ten to fifteen years. Twenty five to thirty year contracts are not unusual, especially when linked to significant service investments through a public/private partnership approach.

Short-Term Contracts (0-5 years)

Short-term contracts (up to 5 years) offer the advantages to the Council of not being tied into a long term agreement – these are often suitable for situations such as:-

- operation of a facility prior to major refurbishment
- bringing contracts in to become co terminus
- establishing confidence in an operator prior to a longer-term contract being agreed.

The disadvantages relate primarily to investment from the operator and the requirement for a return in investment – a short contract often inhibits the potential for a major investment to be paid back and surpluses generated in future years. Similarly, a short-term contract limits the potential for the operator to establish long-term revenue and is thus less attractive to them than a longer contract. To compensate for this, they will build in higher margins to reflect the additional risk of a short-term contract.

Long-Term Contracts (10-20 years)

Long-term contract between 10-20 years offer the advantages of establishing a long-term relationship and approach with the right contract and opportunities for working closely in partnership for the mutual benefit of both parties.

The most successful arrangements are based on a transparent ‘open book’ approach to finance, where the Council understands the key drivers for the

contractor and vice versa. The Council would have certainty over the delivery of leisure across all its centres for a longer term. It will aid strategic planning and investment while reducing financial risk.

Within a long-term contract, it is sensible to build in break clauses, every five years, to enable issues such as buildings maintenance, revenue support, changes in utility costs and corporate objectives to be reviewed and integrated into the next phase of the contract.

The disadvantages of a long-term contract are based around the following risks:-

- the contract documentation does not meet the Council's requirements in the future and if not properly designed, cannot be amended to reflect developing requirements
- the partnership can erode over time
- issues outside of both parties control can impact on them financially and create tension around the management of risk (e.g. utility costs)
- if the Council experiences significant pressure on its budgets in the future, it may be saddled with a contract it cannot afford in the long-term, or is very expensive to terminate.

In summary, the key to a successful partnership is based on the relationship between the two parties, the contract and output specification and a clear approach to future development of the partnership. A minimum 15-year contract, with 5-year break clauses, to enable investment to benefit and generate revenue for the contract and ultimately, reduce the cost for the Council, would be a sensible approach to take.

9. FUTURE AREAS OF WORK

- 9.1 The Business Transformation programme for Sport and Recreation is not just about facility management options but about what sort of services should the Council be delivering.
- 9.2 The case for sport and physical activity is well made and a wide range of opportunities and connections are already identified for the service. This is particularly so around the prevention and personalisation agenda where the contribution of the service to health improvement which whilst already features significantly, needs to do more so into the future.
- 9.3 The Audit Commission in their February 2010 publication, *Under Pressure – Tackling the Financial Challenge for Councils of an ageing population*, highlighted that investing in leisure activities for older people improved health and well-being and may reduce demand for services. It goes on to recommend that all Councils should update commissioning strategies to reflect future roles in preventing, reducing, delaying health and social care costs. Being commissioned to deliver key outcomes is where it is believed the future of the service lays.

- 9.4 Currently, Consultants are working with the service in developing a Sport and Physical Activity Strategy for the Borough. This will help to shape the service in the future as it will produce a widely agreed direction of travel with the opportunity to expand and explore existing as well as new relationships, all contributing towards improved health outcomes. This work is due to be completed in December 2010.
- 9.5 This is not to say that the service is currently paralysed. Much improvement has already been made to date as well as new partnerships forged and new ways of working introduced. This has already seen the services become leaner and more efficient over the past five years as well as being directly commissioned to deliver agreed participation outcomes.
- 9.6 The service has had many noticeable success stories in recent years – It has a strong Sports Development service and has developed effective partnerships with many agencies, contributing to wider community strategies and a considerable amount of funding has been brought into the service in order to deliver new initiatives.
- 9.7 However, there is no escaping the fact that there is a substantial requirement for capital investment to provide new facilities to achieve the desired increases in participation and maximise the wider health and social benefits of such activity.
- 9.8 In the absence of its own capital resources, the existing management arrangement for the facilities is considered therefore to be no longer an option for the Council with the need to either move to a Trust based operation or a partnership with a private management contractor.
- 9.9 It is recommended therefore that once the work of the Commercial Agents who are looking at the future redevelopment of the Mill House site is completed, to conduct a more thorough assessment of the options open to the Council for the future. This will also need a consideration of which facilities should be included if such an option of outsourcing was pursued.
- 9.10 As detailed, it is also felt that a re-examination of the enhanced pay arrangements be made. In the event of outsourcing, this would be the first thing that another management operator would be looking to renegotiate on in order to reduce pay costs.

10. DIVERSITY IMPACT ASSESSMENT

- 10.1 The service options have been reviewed against the existing service Impact Needs Requirement Assessment and the actions proposed will not result in any adverse impacts on any of the diversity strands for the Sport and Recreation SDO review. A Diversity Impact Assessment is attached at **Appendix I**.

11. COMMENTS FROM BT PROGRAMME BOARD

- 11.1 The BT Programme Board considered the Options Report on 15th November .
- 11.2 Members considered the report in detail and were supportive of the closer linkages between Sport and Health.
- 11.3 Programme Board had concerns regarding the immediate removal of direct funding from Hartlepool Sportability Club. Members felt the club should have some time to prepare for a reduced budget or alternatively to seek other streams of funding. Members recommended that Cabinet consider reducing funding on a tapered basis over a number of years.
- 11.4 The Trade Union Members of the Board were not supportive of the final recommendation regarding asking Cabinet to endorse the need to re-examine enhanced pay arrangements that would require further analysis and debate. The Trade Unions stated that discussions regarding the Single Status Agreement would be on-going but they felt by Cabinet endorsing the need to re-examine enhanced pay arrangements made it difficult for them to enter into any meaningful discussions. Trade Union members would like to see Cabinet remove the final recommendation.
- 11.5 On the basis that Cabinet are asked to consider reducing the funding to Hartlepool Sportability Club on a tapered basis and that Cabinet would consider the views of the Trade Unions regarding re-examining enhanced pay arrangements, Members of Programme Board indicated their agreement to endorse the other recommendations contained within the report which Cabinet would be asked to approve.

12. UPDATE FOLLOWING BT PROGRAMME BOARD

- 12.1 Programme Board indicated concerns regarding removing direct funding from Hartlepool Sportability Club, they stated a preference for the club to have some time to prepare for a reduced budget or alternatively to seek other streams of funding. Programme Board suggested that Cabinet may wish to consider reducing funding on a tapered basis over a number of years.
- 12.2 Following the Programme Board meeting, consideration has been given to tapering funding for Hartlepool Sportability Club and a proposal has been devised to reduce the funding over a three year period on a schedule of £6k for 2011/12 followed by £4k for 2012/13 and finally £2k for 2013/14 for consideration by members in conjunction with the original recommendation.

13. DECISIONS REQUIRED

- 13.1 Cabinet is asked to:
- Note the contribution of £15,000 as part of a previous three year phased efficiency reducing the overall efficiency savings target from £113,251 to £98,251.

- To either approve the recommended options of achieving efficiency savings of £98,251 through implementing the SDOs as set out in paragraph 6.5 of this report
- Or to approve all the recommendations in paragraph 6.5 with the exception of the cessation of the Hartlepool Sportability Club funding and to approve the tapering of reducing the funding to Hartlepool Sportability Club over a three year period on a schedule of £6k for 2011/12 followed by £4k for 2012/13 and finally £2k for 2013/14.
- Note the alternative delivery models which are stated in Section 8 of the main report and that consideration is given over the next 12-24 months of the transformation options relating to the services included in this particular service delivery review.
- Endorse the need to re-examine enhanced pay arrangements that will require further analysis and debate.

Background Papers:

Under Pressure – Tackling the Financial Challenge for Councils of an Ageing Population (Audit Commission February 2010)

Culture, Sport and Recreation Statistics 2008-09 Estimates (CIPFA May 2009)

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SPORT & RECREATION SDO REVIEW

DO WE NEED A SPORT & RECREATION SERVICE?

STRATEGY CONTEXT

INTRODUCTION

Sport and recreation in general is critical to the health and wellbeing of people and represents important public services, so it is important that not only are facilities and services of good quality, but also that the public resources used to finance them are spent wisely and efficiently.

It is well documented that regular exercise is vital to healthy living. In general, we are classed as an unhealthy nation with high rates of heart disease and diabetes being prevalent and a large proportion of the population classified as obese. This is particularly so in the region where mortality rates are comparatively high. Despite this, adult participation levels in physical activity, sport and recreation are low. As a consequence, the Government places the promotion of healthy living (sport & physical activity participation, smoking cessation and healthy eating) as the cornerstone to a successful health and social care policy.

Local authorities are the main providers of sport and recreational services. Hartlepool is no different in this but these are heavily subsidised and as a consequence, local authority sport and recreation services are at a crossroads. For a number of years, the proportion of overall resources allocated to sport and recreation services by local authorities nationally has steadily declined and the resources made available have in the main been used to maintain existing service provision rather than to renew or invest in the capital infrastructure.

As a result, many facilities are dilapidated and require substantial capital investment if authorities are to continue to be able to maintain existing levels of service. Without additional investment, current levels of provision and service quality are unsustainable. Again, this is the dilemma currently facing Hartlepool.

There is no statutory requirement for local authorities to provide sport and recreation facilities. However, the Local Government Acts of 1972 and 1976 gave authorities the power to provide sport and recreation facilities and activities and to provide financial support to voluntary organisations to make such provisions. The Local Government Act 2000 has given local authorities a new discretionary power to 'promote or improve the economic, social and environmental well-being of their area'. This new power includes cultural wellbeing and the promotion or improvement of the health of a council's residents or visitors.

Despite the discretionary nature of the service, local authorities are a major provider of sports and recreation facilities and opportunities. One reason for this is the positive contribution that sport and recreation services can make to health improvement, community involvement and inclusion, economic regeneration, and crime reduction.

In this discretionary context, the range and quality of sport and recreation services varies significantly between authorities; indeed, different authorities adopt different definitions of what constitutes sport and recreation services.

As sport and recreation providers, we are presented with some particular challenges as follows:-

- as services are discretionary they are inherently diverse
- services can be either capital or revenue intensive or both
- it is a competitive market with a wide range of providers in all sectors
- users/customers freely exercise choice and their needs and those of the market change continuously.

For these reasons, it is essential that the Council has a very clear rationale for the service in terms of the investment it is prepared to make and the outcomes it expects in return. A key issue for this discretionary service therefore is whether the investment in the service can be justified by the outcomes it produces and the impact that it has on people's lives.

NATIONAL POLICY AND STRATEGIES

The Government has issued many policy statements on sport and physical activity, including:-

- *Investment in sport is “a health policy, an education policy, an anti-crime policy and an anti-drugs policy” (Tony Blair 2007)*
- *“Increasing significantly levels of sport and physical activity with the target of achieving 70% of the population as reasonably active by 2020” (Game Plan 2003)*
- *“Sport England’s priority will be to turn this passion into sporting action and use the Olympics to make England a more active and successful sporting nation”*
- *“Regular physical activity of moderate intensity can bring about major health benefits” (Chief Medical Officer – Be Active, Be Healthy 2009)*

Almost all of the national policies recognise the importance and significance of sport and education in meeting a number of different agendas, including:

- increasing participation in physical activity
- reducing obesity, particularly amongst children and young people
- tackling anti-social behaviour
- community safety
- educational attainment
- economic regeneration
- increasing access and targeting under-represented groups.

There is increasing recognition of the role sport and leisure plays in meeting the shared priorities of central and local government. Those agreed by government and local authorities include:

- raising standards across schools
- improving the quality of life for children, young people, families at risk and older people
- promoting healthier communities by targeting key local services, such as health and housing
- creating safer and stronger communities
- transforming the local environment
- meeting transport needs more effectively
- promoting the economic vitality of localities

Along with other public sector bodies, local government is increasingly under pressure to demonstrate continuous service improvement throughout the services it delivers. Cultural Services is one area where local authorities have already recognised that annual efficiencies and re-investment of savings into front line services can be achieved by investing in new leisure, sports and community facilities. This ensures that modern standards are met while potentially reducing the overall cost of the service over the life of the facility.

However, local authorities alone cannot achieve service improvements, and government policy statements reinforce the need for partnership working to deliver against the shared priorities. Partnerships between leisure and the education sector have been in existence for many years and the Building Schools for the Future (BSF) programme has provided us with an opportunity to develop significant and lasting opportunities for community use on the back of unprecedented levels of investment in secondary school sites. In the present climate however, it remains to be seen if this investment programme continues.

The Government's 'Extended Schools' agenda reinforces the role cultural services play in a wider school and community philosophy. They are at the heart of the delivery of Every Child Matters, improving outcomes and raising standards of achievement for children and young people. There is now clear evidence that children's experiences greatly influence their outcomes and life chances in later life and sport is a key factor here.

The Framework for Sport (Sport England 2004) set out the commitment to create Specialist Sports Colleges such as that in Hartlepool now managed by Dyke House and a network of School Sports Partnerships, together with the drive to ensure that 75% of pupils aged 5-15 years have access to five hours PE and school sport a week. The Framework also sets out the challenge to ensure that the community capacity and infrastructure is put in place to provide opportunities post-school, and that school facilities and clubs work closely with the community.

At a national level, a number of access standards, based on the Audit Commission's Comprehensive Performance Assessment 'The Harder Test', have been identified to inform the future planning and provision of sport and recreation facilities. As local authorities will be expected to report against these standards, they should be considered when developing sports facilities and opportunities. Key relevant standards are:

- percentage of 5-16 year olds engaged in 5 hours a week minimum on high quality PE and school sport within and beyond the curriculum
- the percentage of adults participating in at least 30 minutes moderate intensity (NI8)
- percentage of population volunteering in sport and active recreation for at least one hour per week
- percentage of population that is within 20 minutes walking time of a range of different sports facility types, of which one has achieved a quality assured standard

2007 heralded a significant change for sport and physical activity when the DCMS asked Sport England to review its strategy for community sport. In 2008, Sport England's subsequent strategy outlined a significant shift in focus and direction with their new role focusing exclusively on sport to ensure that:-

- a substantial and growing number of people from across the community play sport
- talented people from all backgrounds are identified early, nurtured and have the opportunity to progress to the elite level
- everyone who plays sport has a quality experience and is able to fulfill their potential

Whilst significant features of the new strategy was that NGB's were given greater autonomy over the investment of public funds in their sports and CSP's would be contracted by Sport England to deliver a range of services, a more significant outcome related to the redirecting of investment exclusively to sport. This introduced a clear distinction with the physical activity agenda to be driven in the main by the Department of Health and the Department of Transport.

This gave rise to the development of two new strategies by these Departments – Be Active, Be Healthy 2009 and Active Travel Strategy 2010.

It can be seen that there is significant Government interest in the development of sport and leisure as a means of encouraging the population to increase its level of activity, so contributing to enhanced health. This has been reinforced by London's successful bid to hold the Olympic Games in 2012. A variety of further initiatives are being launched with a view to increasing interest in sport and physical activity in the next few years and beyond.

REGIONAL POLICY AND STRATEGIES

To contribute towards the key aims of Sport England's Strategy, some ambitions of the region were identified in 2009 and documented. Of particular interest and importance are:

- Improving the north-east's level of participation in sport and active recreation significantly
- To have a greater number of regional athletes in Team GB and Paralympic GB
- To have overseas teams making use of our Pre Games Training Camps in the North-East
- Regional organisations will adopt the Inspire Mark
- To provide sport and cultural volunteering opportunities
- Improve access for all to facilities and programmes
- developing sporting 'hubs' to increase participation
- working with local authorities to make sure that facilities are modern and fit for purpose
- improving facilities for sports science and medicine

The Plan recognises that despite multi-million pound investment in sports in the region, participation rates have not increased – this remains the key focus. There is also a great emphasis on using the legacy of London 2012 Olympic and Paralympic Games to inspire people to take up sport and physical activity.

Sport England's Regional Facility Strategy developed in 2008 identified priorities, issues and opportunities sub-regionally to assist with the development of local strategies. This recognised in particular the problems of aging facility stock and the pressure on local authorities in light of the financial climate in which they exist. There is an emphasis too on widening opportunities at school sites via the BSF process ensuring that future investment in schools through BSF should reflect the sporting requirements of the local communities.

Better Health, Fairer Health – a strategy for '21st century health and well-being' in the North East of England (2008) recognises the value and importance of physical activity in relation to health and sets out its vision as follows:-

“The North East population will be the most physically active in the country, both in its activities of daily living and in its recreational choices. The support available for individuals to alter their activity levels will be clearly and fairly defined and will be provided according to individual need”.

One of its main objectives to achieve this is to work with all public sector bodies to develop personnel and estate plans for increasing physical activity, to include promotion of walking, cycling and public transport as the normal mode of travel, with advice, support and financial incentives to discourage car usage, and targeted behavioural change support.

The Regional Spatial Strategy includes recommendations surrounding future housing development, which has an impact on leisure provision in an area. The Victoria Harbour development is mentioned and it is appropriate to note that the proposed housing allocation would be proportionately greater in relation to existing population than in any other Tees Valley authority. It is unlikely however that this will now go ahead.

The Regional Economic Strategy (RES) sets out some very broad aims and objectives to which leisure can contribute. Key issues include the involvement of deprived communities and under-represented groups, and the value of cultural assets for learning, participation and engaging people as volunteers. Clearly, development/refurbishment of sporting and other cultural facilities in Hartlepool could contribute significantly to achieving longer-term RES priorities.

SUB-REGIONAL POLICY AND STRATEGIES

The Tees Valley Urban Sport Position Statement of 2005 highlighted the importance that sport and leisure had in many of the sub region's key regeneration schemes. The Tees Valley Vision recognises that, whilst Hartlepool has achieved a significant transformation of its town centre and marina area as a centre for leisure, there is a major opportunity to build on what has been achieved.

The Coastal Arc, one of three key zones in the spatial strategy, devised a vision to help strengthen coastal economies. Complementing strategies in the region and sub region, the vision is based around increasing visitor and tourist numbers and improving facilities, promotion and business support. To meet these two core themes, it highlights plans for a range of new leisure facilities based on the existing sports heritage of the area. It envisaged that these will range from swimming pools and extreme sports centres to performance facilities. The plans are geared at encouraging development of facilities for walkers, cyclists and watersports

The sub-regional facilities strategy developed in 2010 helps to inform the facility infrastructure mix on a sub-regional basis. It too reflects on the aging infrastructure and the need to invest into this if we are to deal with the participation agenda.

The County Sports Partnership has an important role to play on a sub-regional basis and collectively with our Tees Valley partners, work in a coordinated and effective manner to an agreed development plan. This allows for the pooling of resources and joint partnership working.

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HARTLEPOOL POLICY AND STRATEGIES

Hartlepool's Community Strategy and Neighbourhood Renewal Strategy 2008 are key documents that help shape a number of key strategic priorities for the Council on several fronts and Sport and Recreation has a direct relevance to these.

Jobs and the Economy -

- Direct employment within our services
- Providing construction jobs (e.g. Mill House Leisure Centre refurbishment, Rossmere Co-Location)
- Contributing to community activity as part of urban regeneration schemes in disadvantaged areas (e.g. sports programmes in NRF wards [Street League] and funding via Working Neighbourhood funding [cardiac rehab])
- Contributing to regeneration and tourism through development schemes (e.g. Headland Sports Hall, Grayfields, Refurbishment of Mill House Leisure Centre, Rossmere Co-Location Scheme for new facilities)
- Assisting with the general health of the workforce (e.g. Workplace Health Initiative, GP Referral Schemes).

Lifelong Learning and Skills -

- Provision of curricular swimming activity via the Primary Lesson programme and outdoor education delivery at Carlton.
- Leading the PE & Sport Stakeholder Group in the strategic development of sports facilities on school sites as part of the BSF programme.
- Development of physical confidence (e.g. Community Programmes in Fitots, Little Kickers, Swimtots etc.)
- Promoting increased development of PE in schools (e.g. Sports Development working in close partnership with the School Sport Partnership)
- Providing increased opportunities for skill acquisition (e.g. Recruit into Coaching)
- Encouraging sporting excellence (e.g. support to Brierton School in bid for Sports College status, partnership with College of FE in the development of Sports Academies)
- Providing training and qualifications for prospective coaches and volunteers (e.g. Community Sports Leaders Awards).

Health and Care -

- Promotion of healthier lifestyles, particularly through exercise (e.g. GP Referral schemes, Healthy Walking initiative).
- Providing opportunities for disadvantaged groups to access sporting opportunities (e.g. Sportability Club, Boccia League).
- Provision of a wide range of sporting opportunities which will have a positive affect on personal health (e.g. swimming at Mill House).
- Demonstrating the direct links between sport and health through direct partnership projects with the Hartlepool Primary Care Trust.
- Delivery of the physical activity action plan of the Public Health Strategy.

Community Safety -

- Provision of diversionary activities for young people (e.g. Street League, skatepark development at Rossmere).
- Use of specific sports development initiatives working with young people, including school exclusions and those at risk of committing crime or antisocial behaviour (Sports Development Team).
- School holiday activity courses (e.g. Summer and Easter programmes).

Environment and Housing -

Environment is a strategic priority of the Sport and Recreation Strategy. It aims for the development of a comprehensive and sustainable framework of sports and recreational facilities.

- Provision and enhancement of sites which form part of urban greenspace (e.g. pitches).
- Contributing to the protection of several sites through the Local Plan and Playing Pitch Strategy.
- Encouraging walking and cycling as an alternative to the motor car (Active Travel Strategy).
- Reducing wastage (e.g. collaboration with energy management unit, recycling schemes, staff training).
- Demonstrating the links between sport and the environment, particularly through Summerhill, a local nature reserve, managed for the dual purposes of nature conservation and sport.

Culture and Leisure -

Sport and leisure is of course at the heart of our delivery and is well documented throughout this review.

Strengthening Communities -

- Fostering community pride (e.g. Tees Valley Youth Games)
- Working with a variety of community/sport groups to assist them with projects (e.g. Seaton Carew Sports Club).
- Working with disadvantaged groups in sports development (e.g. Street League)

The Indoor Sports Facility Strategy (August 2007) which was complemented by a separate PPG17 Open Spaces study, emphasised how critical it was that any refurbishment of existing or development of new facilities was seen within a strategic context. It highlighted the overprovision of water-space in the Borough as well as that much of the provision was outdated and in poor condition and that public demand for better facilities was high.

The vision that was developed and subsequently adopted by the Council's Cabinet was to have fewer centres providing higher quality and more flexible services, located to reflect sustainable access principles. However, it also highlighted that local authorities alone cannot achieve these kind of service improvements and that other delivery vehicles may have to be considered if the vision was to be achieved.

Currently, commercial agents have been engaged by the Council to explore the redevelopment of the entire Mill House site working with all partners concerned who have a current interest in the site to look at the development of a 'sporting hub'. This work will also include market testing with potential commercial partners for the project and will serve to inform and complement the work of the SDO review.

We have the Public Health Strategy for Hartlepool to inform our work - specifically the physical activity intervention, work that is overseen by Hartlepool's Community Activities Network

In addition, consultants have recently commenced work on developing a sport and physical activity strategy for Hartlepool. This work is being delivered through Hartlepool's Community Activity Network made up of a variety of providers of sport and physical activity opportunities to ensure a more coordinated and effective delivery programme.

All of these plans and strategies contribute to the strategic sport and recreation priorities of social inclusion, public health, environmental regeneration, economic regeneration and young people. Of particular relevance to us is the importance of removing barriers to participation, helping the regeneration effort and providing sporting pathways for young people.

SUMMARY

Key issues which can be drawn out from this strategic review include the following:-

- many national policies recognise the importance and significance of sport, recreation and education in meeting a number of different political, social and health agendas
- there is increasing recognition of the role sport and recreation plays in meeting the shared priorities of central and local government
- local authorities alone cannot achieve service improvements and government policy statements reinforce the need for partnership working to deliver against the shared priorities
- there is significant Government interest in the development of sport, physical activity and recreation as a means of encouraging the population to increase its level of activity, so contributing to enhanced health
- the development/refurbishment of sporting and other cultural facilities in Hartlepool could contribute significantly to the achievement of the longer-term regional and sub-regional priorities

- the Borough's Indoor Sports Strategy and PPG17 Study emphasised how critical it was that the any refurbishment of existing or development of new facilities is seen within a strategic context. The current development of a Sport & Physical Activity Strategy and the future of the Mill House site is being developed with the same principle in mind.
- The review of the facilities in 2007 concluded that there is an over provision of poor quality pool facilities in the Borough and that better quality facilities and rationalisation of current provision, coinciding with more flexible water space, would significantly benefit the community.

SPORT & RECREATION SDO REVIEW

CURRENT PROVISION REPORT

SUMMERHILL

Current Service Delivery Option

Summerhill is set on 100-acres of land on the west of Hartlepool. Originally Council owned land, a major development took place between 1997 and 2002 based on a variety of partnerships including Tees Community Forest, the Forestry Commission, Sport England and the Countryside Agency to 'create' Summerhill. The vision was to establish a 'Primary Gateway' site within the Tees Forest providing a unique range of facilities and features for conservation, outdoor activity and recreation.

The development of the site comprised of 22 key 'sub-projects' and included a range of features from the construction of a Visitor Centre and access road to the planting of over 90,000 trees. The cost of the capital project was £2.2m.

As a facility Summerhill provides the following key features:-

- **Conservation**

Summerhill is now a major new woodland in a region that lacks substantial woodland cover. It also includes new meadow and wetland habitats which aim to reverse the countrywide loss of these key features for wildlife. Existing hedgerows around the site have been preserved and improved.

Summerhill is fortunate also to include the remains of the Catcote Village archaeological site.

- **Outdoor activities**

Summerhill is noted for the range of outdoor activities possible on the site. These include rambling, horse riding, cycling, cross-country running, orienteering, exercise and fitness, archery and rock climbing.

For exercise and fitness Summerhill has an adventure play area and junior play area. The main adventure play area, termed the Junior Adventure and Fitness Area (JAF A), includes climbing frames, an aerial ropeway and a recently installed play boulder.

Summerhill also has a High Level Ropes Course offering high level challenges such as a high wire, a Jacobs ladder and a 'leap of faith' trapeze.

For cycling in addition to the routes around the site the key facility at Summerhill is the BMX course. Established in 2000 the course is 420m in length, the longest in the country.

For archery an indoor shoot of 10m has been established in the Visitor Centre. An option for a 30m outdoor shoot has also been developed.

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The Boulder Park is one of the largest facilities of its type in Europe.

- **Visitor Centre**

This is a multi-purpose building with a flexible meeting space for 80 persons, exhibition areas and changing rooms. A challenge faced in promoting Summerhill as a visitor attraction has been the demand to provide catering on site. To that end since 2006 the Summerhill team have been working with the Havelock Centre on the Summerhill Tea Shop project. This provides both catering from the kitchen area in the Visitor Centre whilst at the same time giving training and developmental opportunities to members of the Havelock team.

- **Other Features**

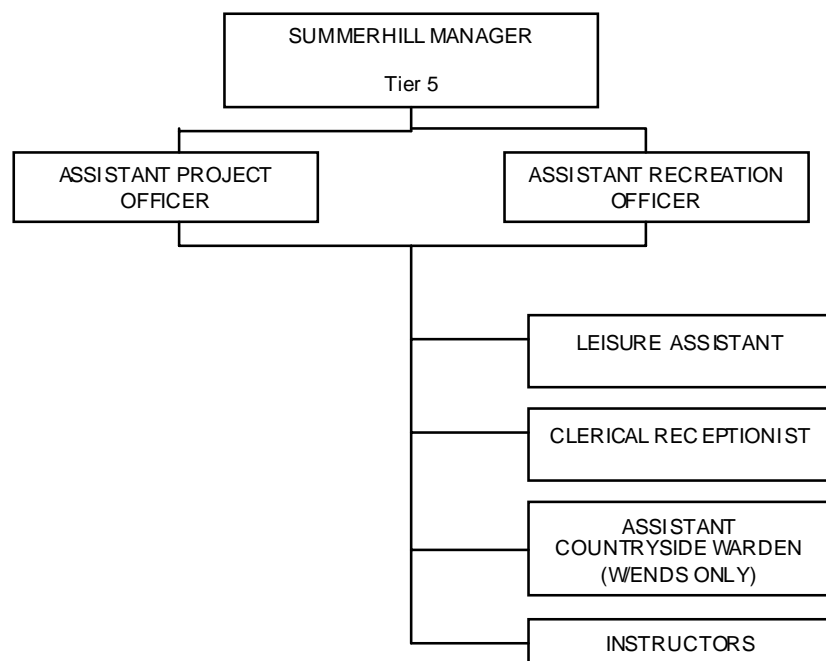
The development of Summerhill has seen the installation of a number of sculptural and arts features throughout the site as well as interpretation of the key features found at the site.

The site is classified as a Local Nature Reserve and has Green Flag and VAQAS accreditation. All services are delivered and managed 'in-house'.

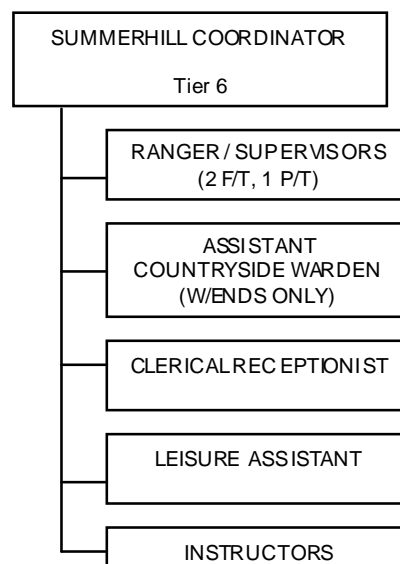
Staffing Structure

Since 1997, Summerhill has always been part of the Parks and Countryside section until as part of the Business Transformation process it was transferred to the Sport and Recreation section in 2010.

Overall the effects of restructuring and budget savings have seen a reduction of permanent staffing at Summerhill since the establishment of the full-team in 2004. At the time of transfer, in February, the structure consisted of the following:-

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However, a new management structure for Sport & Recreation was implemented in June 2010. This led to the deletion of the Tier 5 Summerhill Manager post (and both of the posts at tier 6 as a consequence of the 'knock-on' effect of this deletion), resulting in the following staffing structure:-



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This staffing has been further reviewed which has led to the deletion of the Leisure Assistant post and the need to build in relief staff cover costs in the future. Currently there is no provision being made for this. With the responsibility for the organisation and development of outdoor provision at the site now lying with the Outdoor Activity Coordinator based within Sports Development, the review has also highlighted the need to increase the hours of the part-time Clerical / Receptionist post from 25 to 30 hours per week as this individual needs to take responsibility for the coordination of bookings and booking enquiries for outdoor adventurous activity. This is something that needs to occur as soon as possible as the individual concerned is already working additional hours on a regular basis.

Volunteer work and work experience

Summerhill has offered opportunities for volunteer work for many years. In the early years this was essentially linked to activities and events and was ad-hoc in nature. Additionally as one of the towns 6 Local Nature Reserves the Hartlepool Countryside Warden's mid-week conservation volunteer group have helped out on site.

Following feedback from a Green Flag inspection report in 2007 a Weekend Assistant Countryside Warden post was put in place to partly address the lack of voluntary opportunities at Summerhill. As a result the site now has an adult volunteer, Young Warden and Young Explorer groups catering for conservation volunteers from all age backgrounds. These groups operate monthly at weekends only.

Current Operating Hours

The Visitor Centre's core opening times are 9.00am to 4.00pm (Monday to Friday) and 10.00am to 4.00pm (Saturday and Sunday) although it is actually open longer hours owing to special events. The car park official opening time however is 9.00am to 7.30pm (April to October) and 9.00am to 4.30pm (November to March). In reality it is open all the time during the summer however.

Operating Budgets

The operating budgets for Summerhill are detailed in **Appendix G (1)**.

During the early phase of capital works a separate revenue budget was established for Summerhill. Effectively this budget had to cover all expenditure connected with the scheme from staffing costs to building and site maintenance. The Summerhill budget includes an amount of income. Income is raised thanks to a series of charges for activity work and venue hire. These charges form part of the Community Services Division annual charges and as such are reviewed by members annually.

Revenue funding has throughout the years been supplemented by grants from such as the Countryside Agency, Heritage Lottery Fund, Impetus Environmental Trust, funding from other Council sections and the BIG Lottery Fund. Some of this funding has supported staff posts.

As part of Business Transformation elements of the Summerhill revenue budget have been removed for the 2010/11 financial year. Essentially the maintenance and communications elements of the budget have been transferred to a central pot.

Benchmarking and Comparative data

CIPFA data detailing net expenditure per head of population is detailed on Page 15 of **Appendix G.**

Pricing

The charging rates established in 2000 have a 'standard' and 'concessionary' element and these are set to acknowledge the price sensitivity of the area. It is difficult to obtain comparative data.

The Importance of Summerhill

Summerhill is a unique scheme providing a publicly managed community based facility that makes both a major contribution for conservation and also recreation. The value of Summerhill covers a number of areas.

Biodiversity and Wildlife

A core aim for Summerhill when the site was being developed was to address key challenges faced in terms of biodiversity and conservation. These issues were recognised by the principle partners involved in the development, notably the Countryside Agency, Tees Community Forest and the Forestry Commission.

Nationally and indeed internationally, it is recognised that the central challenge facing biodiversity is loss of habitat. Whether this is expressed on a global scale through the destruction of rainforest habitats, on a national scale with the almost total irradiation of wildflower meadows in the UK over the last 50 years or on a local scale with the loss of ponds or small woodlands, the challenge of conserving and improving wild habitats remain.

Summerhill makes a very significant contribution to nature conservation in Hartlepool and the Tees Valley. It provides over 26 hectares of major new woodland in a region notably devoid of woodland cover which is by far, the largest area of such habitat in the Borough. As such it makes a significant contribution to the Delivery Plan for Regional Biodiversity and the target for native broad leaved woodland. Its value for nature conservation will increase gradually as the woodland matures and will be enhanced by the various management works to the woodland that are carried out on site.

The site also manages and improves associated meadows, hedgerows and wetlands for the benefit of conservation. Under the Countryside Stewardship scheme all hedgerows that surround Summerhill were improved through more appropriate management, gap planting and new hedge planting. Hedges have also been improved within the site including further new planting. Countryside Stewardship also supported the management of existing meadows on site and the creation of new meadows using an appropriate native grass seed mix. Finally a number of wetlands have been created around the site, primarily as seasonally flooded wetlands: areas that will flood in the winter and dry out in the summer. Such areas have particular value for insects and amphibians.

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Summerhill also contributed to the then national focus of making these improvements on urban fringe areas adjacent to major conurbations. Summerhill was classified as a 'Primary Gateway' site within Tees Community Forest. The Tees Community Forest was one of 12 such 'new forest' projects created around some of the country's most urbanised areas.

The value of and importance placed on sites of benefit to biodiversity has not diminished in national, regional, and local policy. Wildlife and Countryside legislation is ever strengthened the protection afforded to both habitats and species. Global concerns about the effects of climatic change are shaping local policy and initiatives whether this is carbon offsetting tree planting projects or by creating translocation habitats – habitats that aim to support rapid changes in species movement as a result of global warming.

Natural Environment and Rural Communities (NERC) Act

Summerhill makes a significant contribution to the Council's compliance with the Natural Environment and Rural Communities (NERC) Act. This Act, which came into force on October 1st 2006, placed a statutory duty on all public authorities to have regard to conserving biodiversity in exercising their functions: "Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity." Guidance on compliance with this Duty, produced by Defra, makes it clear that public authorities should have regard to conserving biodiversity across the range of their functions including those which are primarily of a recreational or educational nature.

Hartlepool Borough Council – Core Strategy, preferred options report - Preferred option CS2

The Borough Council will work with partner organisations and in particular the Hartlepool Partnership to help minimise and adapt to climate change by 'Encouraging environments that promote biodiversity, including the Borough's Green Network'.

The Borough Council will look to protect and actively enhance the biodiversity and Green Infrastructure assets of the Borough.

Research data

Whilst a considerable amount of work has been carried out to establish Summerhill as a major resource in Hartlepool for wildlife and conservation, it is fair to say that supporting research data regarding how the site has made a change has been limited. This is due to limitations with appropriate staffing in what is a very specialist area. Accepting this, there are a number of areas where research data has been provided. These are as follows.

- Although essentially a 'natural' area Summerhill is the result of a broad landscape design. The original plans are still held, showing amongst other things details of tree, hedge and meadow planting.
- The most complete baseline data relates to ornithological changes on site. Local interest in this field led to the formation of the Summerhill Bird Club in 1999. This active community group had as a key remit the need to record changes and developments in bird species as the site developed

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- Baseline vegetation surveys have been carried out over the years, although the data is sporadic. Data was collected by a member of staff in 2001, along with some data collected by previous Council ecologists. 2010 saw the Borough Ecologist embark on an updated 'phase 1' vegetation survey concentrating on the meadow areas at Summerhill.
- Mammal surveys have been carried out by staff including staff from the Tees Valley Wildlife Trust. Essentially the data is anecdotal relating to mammals being spotted on site and reports from the public.
- The Bat Conservation Trust has carried out a number of surveys and as a result has been able to provide some excellent data.

History and human conservation

Summerhill is fortunate to contain several recorded sites of archaeological interest. These are recorded by Tees Archaeology on the Historic Environment Record (HER). The key areas are Catcote Village - a regionally important Iron Age/Romano British settlement first discovered in the early 1960's during the construction of English Martyrs school field, and evidence of an earlier Bronze Age settlement in the area now occupied by the Summerhill Visitor Centre. Within the wider Summerhill site there is further evidence of Iron Age/Romano British activity in the form of field systems and the hedgerow network that surrounds Summerhill includes hedges that have a history dating possibly over 200 years.

The sites of archaeological and historical interest at Summerhill have two key aspects. Firstly there is a legislative, planning and indeed moral requirement to protect such areas and secondly, these features provide excellent resources for education, interpretation and public engagement.

Planning and Amenity

As a significant landscape resource within Hartlepool, Summerhill has a key contribution to make as a location of high amenity value. Key areas where this has been of relevance are that it is a primary Gatewaysite within the Tees Community Forest, it is identified within the Local Plan as a key site of public amenity at the western edge of the Burn Valley/Family Wood/Summerhill green wedge. The PPG17 Audit and Assessment Open Space, Sport and Recreation (2008) undertook a comprehensive assessment of Hartlepool's green space and this study recognised the role Summerhill plays satisfying local provision as Amenity green space, play areas, outdoor sport facilities, green corridors and natural and semi natural green spaces.

A recent national survey by the Commission for Architecture and the Built Environment (CABE) has shown the positive light in which parks and green spaces such as Summerhill are held by the public. The report showed that if people are satisfied with local parks, they tend to be satisfied with their council. Almost nine out of 10 people use local green spaces: they are a highly valued service. The findings strongly suggest that investing in the quality of local parks and green spaces is an important way to tackle inequalities in health and well-being and to improve residents' perceptions of their area.

Leisure and Tourism

Summerhill has for many years played a role in the visitor attraction portfolio for Hartlepool and the Tees Valley. The site has held the Visitor Attraction Quality Assurance Award Scheme (VAQAS) accreditation and features in Destination Hartlepool, Visit Tees Valley and Visit North East England literature. Summerhill has also been a member of the Captain Cook Tourism Association and is represented on the Hartlepool Passport Group and Visit Tees Valley events and attractions forum.

Health and wellbeing

In relation to health and wellbeing, the role of green spaces cannot be disregarded. The establishment of parks in Victorian times and even garden city settlements such as Bourneville and Saltley were partly in response to unhealthy living conditions and a recognition that trees, open spaces and parks played a vital role in physical, mental and spiritual wellbeing.

Summerhill continues in the tradition of providing an environment that promotes positive health. As an open access Country Park freely available for use at any time, the site has a range of facilities for exercise such as walking, cycling, BMX cycling, rock climbing, high ropes course, orienteering, indoor climbing, archery, equestrian, running and jogging.

Summerhill has a well established reputation as a venue for sporting and activity events and is of great value in this respect. Cross-country running events including the annual 'North Yorkshire and South Durham' league meeting. The site has also twice hosted the North East cross-country event, the last of which attracted over 600 competitors from all over the North East. The site is also used annually by Hartlepool comprehensive schools for their inter-school competition. Away from the cross-country season, track races have also been staged regularly. For several years, Summerhill has provided the venue for one heat of the Tees Forest Trail race series.

BMX cycling events on the competition standard BMX course (the longest in the country) are organised in conjunction with the North East BMX club. The course has hosted races in the summer and winter regional series (the 'region' includes clubs from Lancashire and Yorkshire). In 2008 the course hosted an event in the National BMX racing series, the first such event in the North East since the early 1990's.

Summerhill's orienteering course is used by the Cleveland Orienteering Klub (CLOK) to stage regular school and 'come and try it' events.

Educational venue

In addition to the activity sessions provided by the team, schools are able to use Summerhill as a venue for educational activities. Examples include using the site for cross-country running, orienteering, nature walks, and archaeological work.

PRIMARY SWIMMING LESSONS – SERVICE REVIEW

BACKGROUND

As part of the physical education national curriculum, all key stage 2 pupils (7-11 years) need to be provided with swimming activity. Pupils should be taught to:-

- Pace themselves in floating and swimming challenges related to speed, distance and personal survival.
- Swim unaided for a sustained period of time over a distance of at least 25 metres.
- Use recognised arm and leg actions, lying on their front and back.
- Use a range of recognised strokes and personal survival skills.

As such, Hartlepool Borough Council run a Primary School learn to swim programme.

Up until December 2009, this area was managed by various staff within Children's Services. However, as a consequence of some management and operational issues, the responsibility for the programme was transferred to Sport and Recreation at that time and since then, the service has managed the programme.

As the programme operates to a zero based budget, any efficiencies achieved cannot be included within the overall savings target set as part of Business Transformation. However, the service has still been subject to close scrutiny and review as a means of transforming it to make it more efficient and cost effective.

Over the ensuing months therefore, many changes have already been implemented in readiness for the new academic year commencing September 2010.

CURRENT PROGRAMME

The programme works as a buy back option for Primary Schools within the town and in May/June each year, the schools submit their full buy back requirement including the provision of swimming lessons. Schools can choose to have a number of lessons throughout the year and within this price is also the competitive gala and participation gala both of which occur between March and July each year. Transport provided by the Council's Integrated Transport Unit is an added option to the scheme and is not compulsory.

The programme has averaged between 50 to 60 lessons per week during the academic year between September to mid July. This number can fluctuate depending upon how many schools actually choose to buy back. Currently there are 15 schools who have decide not to buy-back for the 2010/2011 year mainly due to Dyke House school offering schools a service which is believed to be at a lower price than the Council's. This is an increase on the previous 4 schools who have historically always sourced a learn to swim programme direct from their feeder schools.

Staffing

The staffing of the programme has been substantially rationalised over the past few months. One of the main reasons for this was because of the difficulties of employing staff for a programme which was dependant upon the number of schools taking up the service on a year to year basis.

At the time of taking on the management of the programme in December, the lead officer post (Learn to Swim Coordinator) was vacant and has remained vacant until there was some certainty over how the programme was to be managed in the future. Recently this has been clarified with the post being revised and to have the responsibility for both the curricular and community learn to swim programmes in the town and the recruitment process has recently commenced. In the interim, the programme has been managed by another member of staff back filling into the role. This person's post is externally funded and fortunately, the funding partner was happy to allow for this to happen on a temporary basis.

The employment of teaching and lifeguard staff has been rationalised. A situation of having too many instructors for the programme was inherited but this has now been reduced as a result of early retirement, redundancy and the renegotiation of contracts where much greater flexibility into working arrangements has been introduced in order to reduce costs.

A term time only level 2 swimming teacher is now employed on a permanent part-time contract and all other staff including level 2 teachers and level 1 teachers/lifeguards are employed on a zero hour contracts to suit the flexible nature of the programme.

In terms of supervision standards to meet health and safety requirements, the programme ensures that there is one level 2 instructor and one assistant swimming teacher/lifeguard present at the lessons as a minimum. These standards were put in place as a result of a near fatality occurring in the summer of 2009 and have been sent to head teachers; both those offering swimming lessons at their school pools and those taking up a service offered by them highlighting the safety standards expected in all school swimming sessions.

Administrative support for the programme has previously been provided via a member of staff within Children's Services. However, this function has now been absorbed into the administrative support already provided for the Sport and Recreation service.

Operating Budgets

Details of the operating budgets for the service are detailed in **Appendix G(1)**. Details of the previous two years are given as well as those for the current financial year.

Pools

Up until the end of the 2009/2010 academic year, the programme operated out of three swimming pools – Brinkburn Pool (managed by ourselves) and Brierton and Dyke House pools (both managed by Dyke House School).

At the time of taking on the management of the programme, there were two unsigned service level agreements in place regarding the use of Brierton and Dyke House pools amounting to a cost of £35,000 per annum. This included the use of Brierton pool for 4 and a half days and Dyke House pool with a swimming instructor provided for 2 and a half days per week.

Since then, a lesson reprogramming exercise has taken place and in order to reduce operating costs to the programme and make better use of Council managed water space, the use of Brierton and Dyke House pools will cease with a focus on only Brinkburn and Mill House Leisure Centre from the start of the new academic year in September 2010. This is thought to be the reason for Dyke House actively soliciting primary schools to buy-back from them.

As a consequence, given the current level of buy-back, with some re-programming of public swimming at Mill House, it would actually be possible to centralise all the lessons there in the future

Transport

Transport is available for a supplement that schools pay as part of the buy back system. It is provided by the Council's Integrated Transport Unit (ITU) but there have been numerous issues relating to transport and buses not arriving on time. This is a cause for concern and has been raised in meetings with ITU with agreement for the need for this to be improved upon and more actively monitored.

Lessons

Each lesson lasts only 30 minutes and is largely dependant on prompt pupils, teachers and transport.

At our request and as part of the review process, the current programme has undergone a 'health check' provided by the Amateur Swimming Association (ASA) School Swimming Advisor for the North of England. This assessment process is used to monitor all school learn to swim schemes but has never previously been undertaken in Hartlepool.

The assessment was undertaken in May 2010 prior to staffing changes being implemented and the report has only recently been received which highlights several areas where the service can improve. Improvements include length of lesson time and actual time spent in the water increasing as it was observed that at times children can only experience 10 minutes actual water time due to teaching practices. The assessor also observed that the use of lesson plans was rare which should not be the case. As a consequence, training days have been incorporated into staff contracts as a compulsory element to address these sorts of inconsistencies and ensure that improvements can be made.

The performance indicator for the programme is the number of children able to swim 25 metres unaided before leaving key stage 2 (year 6). Data suggests that 36% of children achieve this in Hartlepool. However, we have discovered that this data is not up to date and work is being undertaken to ensure that data collection methods are improved and that the 2009/2010 data is a true reflection of achievements.

The Programme has up until this September, provided schools with swimming hats for their pupils. Whilst pupils are still required to wear a hat while taking lessons, we will no longer be providing these as the schools are able to directly source their own suppliers. This will negate the need for swimming staff to handle cash whilst at work.

Top Up Swimming

Each year the School Sport Partnership (managed by Dyke House) is given funding of approximately £5,000 from the ASA for 'top up swimming'. This is to fund the provision of additional lessons for those Year 6 pupils who have not achieved being able to swim 25 metres before they leave primary school. Currently the Partnership Development Manager for the School Sport Partnership is responsible for organising these swimming sessions and we have been feeding information to him regarding those children who need these extra sessions.

This work is currently very problematic as we are receiving very little information back on the roll-out and progress made and begs the question why the funding and responsibility for the additional top-up sessions is not given to the main provider of the lessons. It appears however that this is not unique situation as discussion with colleagues in the region (see below) also responsible for the delivery of Primary swimming has revealed similar issues. This is something that obviously requires further debate with the ASA.

BENCHMARKING RESULTS

Benchmarking with colleagues has revealed the following:-

Lessons

Middlesbrough – 45 minutes in length based at Neptune Centre.

Durham County – 60 minutes in length

The ASA advocate a minimum of 45 minutes for a lesson.

Pool Provision

In the vast majority of cases, lessons are based at public swimming pools.

Top Up Swimming

In Middlesbrough, Darlington and Stockton, all sessions are coordinated by School Sports Partnerships and there is very little cooperation between those who run the primary swimming lessons throughout the year and the partnerships that are tasked to provide the reports to the ASA in the autumn re the 25m attainment for the town. However, Top Up swimming in Durham County is organised by the Swimming Development Officer who is also responsible for the swimming lessons, on behalf of all the School Sport Partnerships.

IMPROVEMENTS TO DATE

The Programme has been re-branded 'Learn to Swim' and now will include all community swimming lessons.

Staffing

The Programme will be led by the Learn to Swim Coordinator, supervising instructors and lifeguards.

All staffing has been rationalised, reduced and greater flexibility introduced into contracts to provide the wherewithal to alter staff numbers and working arrangements in line with demand for lessons as part of the buy-back process with schools as well as community lesson provision. Compulsory training and development has also been introduced to ensure staff keep their qualifications up to date and thus the quality of the lessons improved.

Administrative support for the programme is required as data needs to be collated, inter-departmental transfers completed, correspondence to staff and schools, support in organisation of venues, events etc. undertaken. However, this will be covered largely by the Learn to Swim Coordinator post with added support provided if required by the existing Sport & Recreation service administrative resource.

Pools

The use of pools has been rationalised and already, £35,000 per year has been saved by no longer hiring those at Brierton and Dyke House and focussing provision on the our existing Council managed pool stock of Brinkbum and Mill House Leisure Centre.

The recent programme of refurbishment works at Mill House Leisure Centre has allowed for school lessons to be provided to a much improved level as dedicated school changing facilities have been created. It also makes allows for the move towards a strategic centralisation of the town's learn to swim provision (whether school, community or club) to be provided at one location.

Transport

It is still remains the schools choice whether they wish to pay the supplement for transport or organise their own. As documented earlier, it has been a concern that this service is not as efficient as it could be and pool time has been reduced due to buses arriving to collect pupils late or not at all. Discussions have been had with the ITU and this situation will be monitored as by association, any difficulties can create a negative view of the Learn to Swim programme.

Lessons

The outcomes of the ASA 'Health-Check' are currently being implemented in order to move the Programme forward. From the start of the new academic year, all staff to be using lesson plans for each session and training has already taken place to substantially improve teaching practices to ensure that children get the maximum possible time whilst in the water. This development programme will continue.

Ultimately, we need to examine the merits of moving towards a 45 minute lesson from September 2011 but this will be largely dependant on costs both to the Programme and potentially the schools as part of the buy-back process.

Top Up Swimming

We have ensured that regular liaison with the Partnership Development Manager is in place so that the additional sessions are targeting the correct pupils and data is monitored and collected efficiently and effectively giving a true reflection of the work carried out in the town.

Marketing and Promotion

Greater promotion of the programme is needed particularly around its success and quality as it improves in order to increase the volume of schools buying-back. This work has already begun in earnest, particularly in relation to publicity for the recent schools Gala.

SPORT & RECREATION SDO REVIEW

CURRENT PROVISION REPORT

FACILITIES

Current Service Delivery Option

All of the facilities identified within this core area of service are currently delivered in-house. These consist of the following:-

Mill House Leisure Centre

Originally opened in 1972 as a swimming baths, the facility was expanded in 1987 to include dry sports provision. The main pool facility is of an “L” shaped design consisting of a 33m and a 25m length. Whilst there is deep water provision for 3m and 5m platform diving, this structure was removed in 2009 due to structural defects. Two 1m springboards however remain.

A 57m indoor/outdoor waterslide was installed in 1986. The chute element saw some considerable refurbishment in 2008. There is also a 12m x 7m learner pool. Collectively, this provides the main swimming facility for the town and is the only pool provided that is currently available for day-time use.

The 32m x 26m sports hall is capable of accommodating a wide variety of indoor sports. It is also used for non-sporting activities. Other facilities include 2 squash courts – the only public courts in Hartlepool, sauna and steam room facilities and a small fitness room.

The Centre also has adjacent to its site, two outdoor floodlit areas. One was converted to a skate-park approximately 6 years ago and the other remains unplayable owing to its current condition.

The Centre has just had a major refurbishment programme completed as a result of external funding to provide the following:-

- New reception and foyer area with small café bar area
- New changing village accommodation for the pool and sauna and steam facilities
- Improvements to the pool circulation system and the installation of a new combined heating and power system
- Extensive fitness provision including modern, state of the art equipment in the redundant former cafeteria area
- New group swimming changing facilities and separate access to the Pool Hall to accommodate school swimming lessons
- Re-modernised dry-side changing and shower provision
- Conversion of the former fitness room into an ancillary activity area for GP Referral activities etc. (shortly due to be completed).

The site is Quest accredited (service industry standard) and is an accredited Centre for the teaching of swimming by the ASA.

Staffing for the site is identified as part of the staffing structure attached at **Appendix D(1)**.

Operating Hours

	Mon, Wed, Fri	Tues, Thurs	Sat, Sun
Main Pool	7.30am – 9.45pm	7.30am – 5.00pm	10.00am – 5.15pm
Learner Pool	10.00am – 8.45pm	10.00am – 5.00pm	10.00am – 5.00pm
Sports Hall	9.00am – 10.00pm	9.00am – 10.00pm	9.00am – 10.00pm
Fitness Suite	7.30am – 10.00pm	7.30am – 10.00pm	8.00am – 5.00pm
Squash Courts	9.00am – 9.45pm	9.00am – 9.45pm	8.20am – 5.00pm

Centre Attendances

	2009/10	2008/09	2007/08
Swims	183785	170843	200629
Fitness	13674	14177	14037
Dryside	63364	75122	66609
TOTAL	260823	260232	281275

Benchmarking

Mill House is a Quest accredited service and this is the approach taken to judge the quality of the service and service delivery, being the UK Quality Scheme for sport and leisure provision. Quest defines industry standards and good practice and encourages their ongoing development and delivery within a customer focused framework.

Quest accreditation was achieved for the first time by the Centre in 2008 with an 'Approved' classification of 60% with re-inspection due in 2008. The Management Issues judged and scored were as follows:-

MANAGEMENT ISSUE	ASSESSOR SCORE (out of 10)
Standards, systems and Monitoring	5.0
Cleanliness	6.6
Housekeeping and presentation	6.4
Maintenance	6.3
Equipment	6.4
Changing rooms and toilets	6.6
Health and Safety Management	7.5
Customer Care	5.6
Customer Feedback	6.3
Research	4.3
Marketing	5.8
Bookings & Reception	7.2
Staff supervision and Planning	7.5

People Management	6.7
Management Style	4.7
Business management	5.4
Programme Development	6.4
Partnerships	5.5
Performance Management	4.5
Information and Communication Technology	7.1
Continuous Improvement	5.8

The table highlighted on pages 8 & 9 details how the Centre compares regionally.

Since first making use of Quest, the Centre management team and staffing has been restructured, new facilities have been developed and all concerned have worked very hard to improve standards and services with reassessment due in July 2010. Unfortunately due to illness of the Assessor, this has disappointingly been delayed until September.

However, a recent Mystery Visit report undertaken (part of the Quest continuous improvement programme) highlighted marked improvements, amongst which included a Customer service rating of 100%.

The Management Team have also been benchmarking directly with other Local Authorities; Middlesbrough, Chester-le-Street and Sunderland.

Headland Sports Hall

The development of the Headland Sports Hall occurred as a result of several things. First and foremost, the development was considered to be a strategic priority in terms of community access to facilities as part of a considered geographical spread. Also as part the SRB and ERDF programmes in the area, consultation had highlighted the need for such a development and some capital had already been made available towards the project.

A successful application to the Active England funding programme offered by Sport England at the time provided the final piece in the funding cocktail jigsaw. At the heart of this was the principle of creating 'community hubs' and thus the Headland Sports Hall was developed as an integral element of the existing Borough Buildings offering to create such a hub.

The Headland Sports Hall facilities consist of a four court sports hall and a very well equipped if small fitness suite. It has a small meeting room which was originally intended as a crèche but this remains unused.

Staffing for the site is identified as part of the staffing structure attached at **Appendix D(2)**.

Operating Hours

Monday to Friday	9.00am – 10.00pm
Saturday & Sunday	9.00am – 5.00pm

Centre Attendances

	2009/10	2008/09	2007/08
Fitness	20093	17327	14150
Dryside	34342	30100	23640
TOTAL	54435	47427	37790

Benchmarking

The Headland Sports Hall is also a Quest accredited service and this was achieved for the first time by the site in 2009 with a 'Commended' classification of 69% with re-inspection due in 2011. The Management Issues judged and scored were as follows:-

MANAGEMENT ISSUE	ASSESSOR SCORE (out of 10)
Standards, systems and Monitoring	6.1
Cleanliness	6.6
Housekeeping and presentation	6.9
Maintenance	7.2
Equipment	7.5
Environmental Management	5.8
Changing rooms and toilets	7.5
Health and Safety Management	6.3
Customer Care	6.9
Customer Feedback	6.7
Research	5.4
Marketing	7.5
Bookings & Reception	7.2
Staff supervision and Planning	7.5
People Management	7.5
Management Style	6.9
Business management	7.5
Programme Development	7.1
Partnerships	6.5
Performance Management	7.0
Information and Communication Technology	7.1
Continuous Improvement	6.7

The table detailed on pages 8 & 9 highlights how the Centre compares regionally.

Similar to Mill House, the Management Team have also been benchmarking with other Local Authorities; Middlesbrough, Chester-Le-Street and Sunderland.

Programming and Bookings Policy

Historically, the approach to the programming of the Leisure Centre facilities has always been to offer a balance of use between classes and courses, club use, being able to book activities via a leisure card scheme (Active Card) and 'casual' use (pay as you play). Block bookings are not permitted. This offers maximum flexibility to the public but an approach like this does run the risk of not having maximum occupancy of the space available.

The approach taken with the availability of the swimming facilities at Mill House Leisure Centre should also be revised. Historically, the pools have been available at all times within the operating hours of the Centre and public have always had the luxury of being able to swim 7 days a week more often than not whenever they have wanted. However, with supervision and safety standards required to operate the pool being very staff intensive and thus expensive, analysis of throughput is needed to evidence whether this approach continues to be justified. Certainly most other pool operators have already moved to a more programmed operation of their water space.

Borough Buildings

Despite the integration of the new Sports Hall into the existing Borough Buildings, both areas of service have until this year been managed and staffed separately. However, as a result of Business Transformation, the site (including bar) and budgetary management of the Borough Buildings has been recently transferred to Sport & Recreation.

With the establishment of a new generic Events Team within Community Services, none of the existing staff based at this site transferred and this will need to be considered as part of the review process. It was agreed at the time that the new area could be covered by the use of staff employed on an as and when required basis until a better picture and business case for the establishment of posts could be made.

Grayfields Recreation Ground

Grayfields has been managed by the Council since 1926 and is one of our largest recreation ground sites (16.2 hectares). It benefitted from considerable capital investment in 2005/06 from the Football Foundation to provide a floodlit 3G Astroturf pitch and a new changing pavilion consisting of 10 changing rooms, officials change and a first floor community venue with kitchen facilities.

It provides several football and rugby pitches, some enclosed to meet specific league requirements and mini soccer pitches are currently being created at the site. The Ground also offers a grass cricket wicket and is home to a local cricket club as well as tarmac tennis courts.

The site also has a modern play facility that was installed in 2005. Two bowling greens are on the site as well as a bowls pavilion managed by the Hartlepool Bowls Consortium. There is also a small skate-park provision. Grounds maintenance is provided in-house by another Department of the Council.

Sport & Recreation has always had an involvement in the site. At the time of the Football Foundation bid, Grayfields was actually part of the service area and was instrumental in developing the vision for a football centre of excellence for Hartlepool to include the new facilities as well as an extensive football development programme.

In 2006 however, owing to a Council restructure, the responsibility for the management of the site transferred to Parks & Countryside although our involvement remained owing to the responsibility for the delivery of the football development programme via the Sports Development Team. With the additional need to introduce site based staff, it was decided that whilst the budget for these would remain with Parks & Countryside, the staff would be incorporated into the Facilities Team structure who would be responsible for their day to day management arrangements.

With the more recent Council restructure however, Grayfields has now become entirely the responsibility of Sport & Recreation. Grounds Maintenance provision continues however to be delivered in-house in the same way.

Staffing for the site is identified as part of the staffing structure attached at **Appendix D(1)**.

Brinkburn Swimming Pool

Brinkburn swimming pool was originally constructed in the 1970's as one of a 'design and package deal' for pools on several of the secondary school sites. These are all 20 x 7m 'plastic tanks' housed in prefabricated timber-framed buildings.

Brinkburn itself is sited as part of a complex of standalone buildings adjacent to the Sixth Form College and underwent extensive refurbishment in 2006 following a major fire.

The pool has recently transferred to Sport & Recreation as part of the Council restructure. It does not currently offer any community provision other than those programmed for specific purposes (and this is extremely limited) and is used predominantly to deliver some of the Primary School Swimming Programme.

There is currently no staff associated with the operation and management of the building. Pool plant and water treatment maintenance is currently sourced via a service level agreement with High Tunstall school.

It has been identified that a Leisure Supervisor post may well be required at the site but this is intrinsically linked to the review of the Primary Swimming lesson programme and should not be looked at in isolation.

Operating Budgets and Pricing

The operating budgets for the service are detailed in **Appendix G(1)**.

CIPFA comparisons on net Expenditure per head of population and pricing for the service are given on Pages 15 & 16 of **Appendix G**. It is noted that charges are amongst some of the lowest regionally and there is an opportunity to revise these to aid income generation.

A leisure card scheme (the Active Card) is in place to provide a tiered approach to charges. This allows for concessionary charges to be made to those Hartlepool residents eligible under the criteria, membership rates for those wishing to have advance booking facilities and casual rates.

Service Standards

Service standards adopted for both the Mill House Leisure Centre and the Headland Sports Hall are attached at **Appendix D(3)**.

Sports Pitch Bookings

For some time, Sport & Recreation has made use of a computerised till and booking system within the Leisure Centre facilities. This offered the opportunity to make use of it to also manage the Council's grass sports pitch bookings at all of the recreation ground sites.

Since 2006 therefore, the pitch bookings administration, dealing with the League Secretaries and the Clubs, have been managed by the Facilities Booking Coordinator based at Mill House LC as an element of the Officer's responsibility. The Officer in turn communicates this information to the Parks & Countryside section who are responsible for the preparation of pitches for all matches. Currently the Officer concerned deals with 81 teams across all sites.

There are opportunities to look at alternative booking arrangements for these.

5.6 Appendix D

TABLE COMPARING QUEST NORTH-EAST ACCREDITED SITES

NORTH EAST REGION

Site name	Operated By	On Behalf Of (Client/Owner)	Cycle	% TOTAL
Mill House Leisure Centre	Hartlepool Borough Council	Hartlepool Borough Council	1	60%
Glenholme Sports Complex	Durham County Council	Durham County Council	4	65%
Ashington Leisure Centre	Northumberland County Council	Northumberland County Council	1	66%
Newbiggin Sports and Community Centre	Northumberland County Council	Northumberland County Council	1	66%
Coxhoe Leisure Centre	Durham County Council	Durham County Council	2	67%
Ormesby Sports Complex	Middlesbrough Council	Middlesbrough Council	1	67%
Rainbow Leisure Centre	Middlesbrough Council	Middlesbrough Council	1	68%
Newton Aycliffe Leisure Centre	Durham County Council	Durham County Council	1	69%
Birtley Pool	Gateshead Metropolitan Council	Gateshead Metropolitan Council	2	69%
Gateshead International Stadium	Gateshead Metropolitan Council	Gateshead Metropolitan Council	3	69%
The Headland Sports Hall	Hartlepool Borough Council	Hartlepool Borough Council	1	69%
Southlands Leisure Centre	Middlesbrough Council	Middlesbrough Council	1	69%
Tynemouth Pool	North Tyneside Council	North Tyneside Council	1	69%
Meadowfield Leisure	Durham County Council	Durham County Council	1	70%
Woodhouse Close Leisure Complex	Durham County Council	Durham County Council	4	70%
Peterlee Leisure Centre	Leisure Connection	Durham County Council	3	70%
Seaham Leisure Centre	Leisure Connection	Durham County Council	3	70%
Felling Pool	Gateshead Metropolitan Council	Gateshead Metropolitan Council	3	70%
Marden Bridge Sports Centre	North Tyneside Council	North Tyneside Council	1	70%
The Parks Sports Centre	North Tyneside Council	North Tyneside Council	1	70%
Ponteland Leisure Centre	Leisure Connection	Northumberland County Council	4	70%
Riverside Leisure Centre	Leisure Connection	Northumberland County Council	4	70%
Monkton Stadium	South Tyneside MBC	South Tyneside MBC	1	70%
Sherburn Leisure Centre	Durham County Council	Durham County Council	2	71%
The Neptune Centre	Middlesbrough Council	Middlesbrough Council	1	71%
The Light Foot Centre	Newcastle City Council	Newcastle City Council	2	71%
Blyth Sports Centre	Blyth Valley Sport and Leisure Trust	Northumberland County Council	1	71%
Deerness Leisure Centre	Durham County Council	Durham County Council	2	72%
Ferryhill Leisure Centre	Durham County Council	Durham County Council	3	72%

5.6 Appendix D

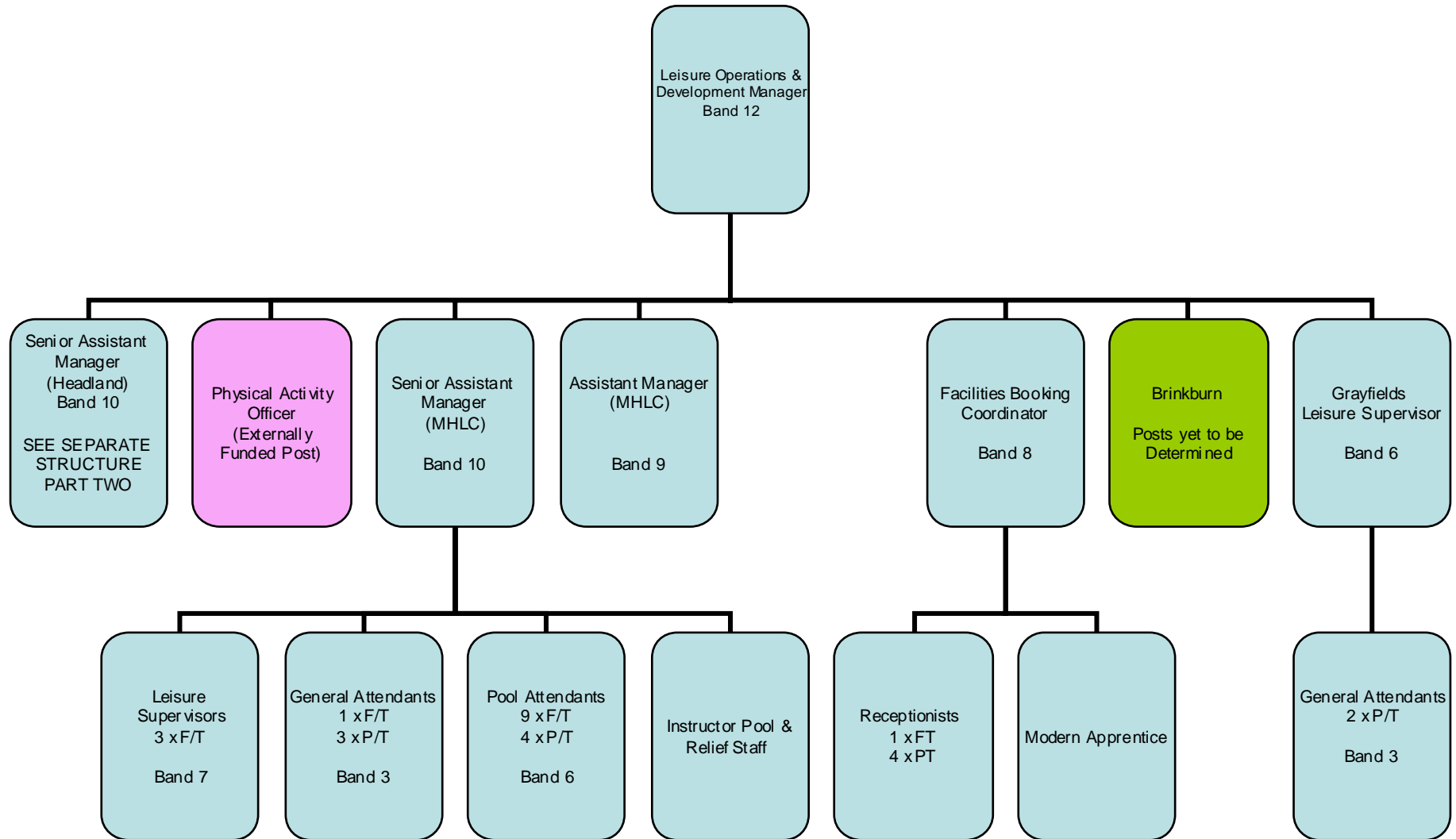
Blaydon Swimming Pool	Gateshead Metropolitan Council	Gateshead Metropolitan Council	2	72%
Dunston Swimming Pool	Gateshead Metropolitan Council	Gateshead Metropolitan Council	2	72%
Guisborough Swimming Pool	Tees Valley Leisure Ltd	Redcar and Cleveland Council	2	72%
Loftus Leisure Centre	Tees Valley Leisure Ltd	Redcar and Cleveland Council	2	72%
Shildon Sunnydale Leisure Centre	Durham County Council	Durham County Council	3	73%
Prudhoe Waterworld	Leisure Tyndale	Northumberland County Council	6	73%
Hebburn Swimming Pool	South Tyneside MBC	South Tyneside MBC	4	73%
Chester-le-Street Leisure Centre	Durham County Council	Durham County Council	2	74%
Concordia Leisure Centre	Blyth Valley Sport and Leisure Trust	Northumberland County Council	1	74%
Sporting Club of Cramlington	Blyth Valley Sport and Leisure Trust	Northumberland County Council	1	74%
Willowburn Sports and Leisure Centre	Northumberland County Council	Northumberland County Council	2	74%
Eston Sports Academy	Tees Valley Leisure Ltd	Redcar and Cleveland Council	3	75%
Saltburn Leisure Centre	Tees Valley Leisure Ltd	Redcar and Cleveland Council	2	75%
Abbey Leisure Centre	Durham County Council	Durham County Council	2	76%
Gateshead Leisure Centre	Gateshead Metropolitan Council	Gateshead Metropolitan Council	5	76%
Teesdale Sports Centre	Durham County Council	Durham County Council	3	77%
Temple Park Centre	South Tyneside MBC	South Tyneside MBC	3	77%
Wentworth Leisure Centre	Northumberland County Council	Northumberland County Council	1	78%

Local Authority Operated
Trust Operated
Private Operated

FACILITIES STAFFING STRUCTURE PART ONE

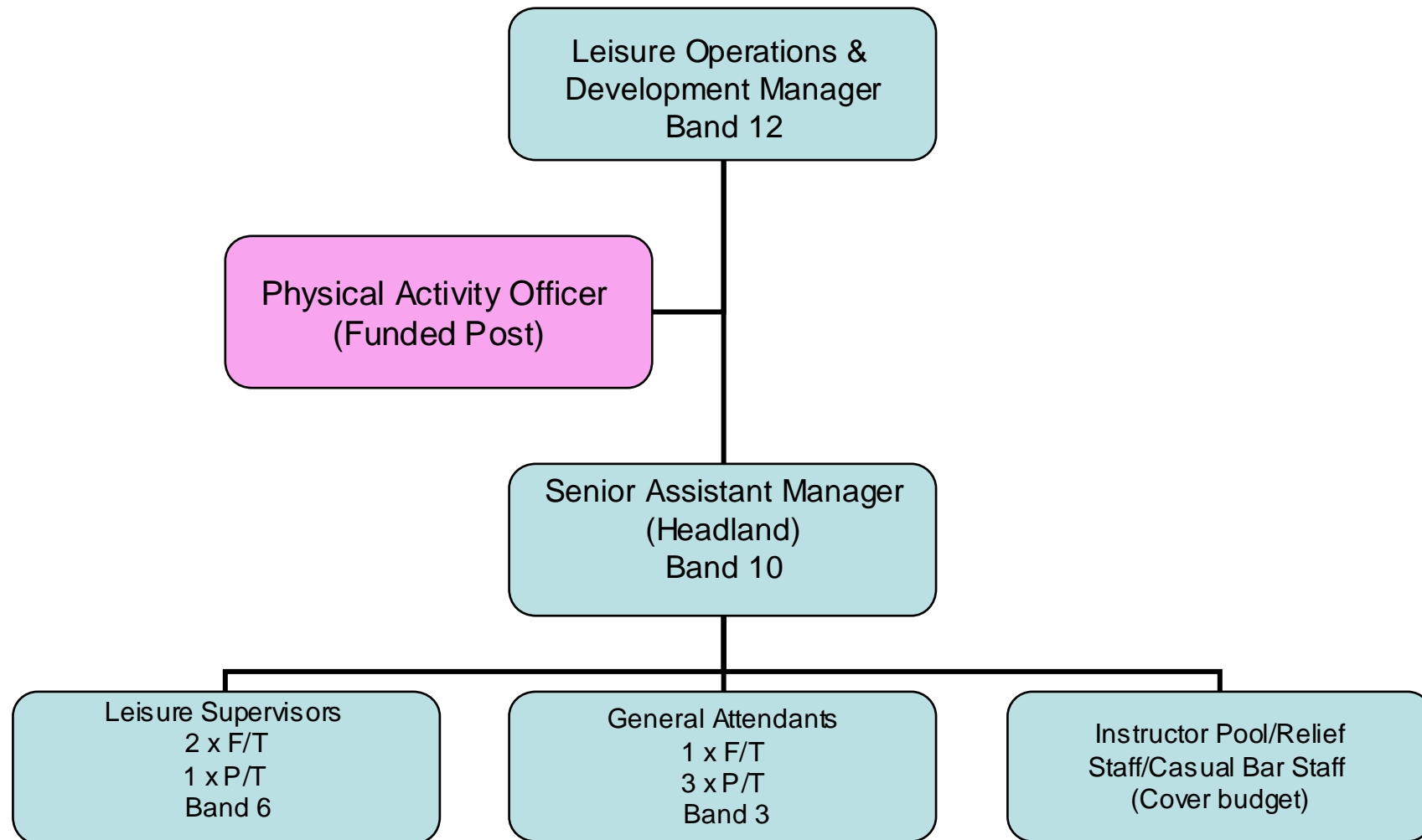
Appendix D(1)

MILL HOUSE, GRAYFIELDS & BRINKBURN



FACILITIES STAFFING STRUCTURE PART TWO HEADLAND OPERATION

APPENDIX D(2)



Additional hours to be undertaken by casual employees from the
Cover budget until business case for additional posts can be established.

Our Mission and Setting of Standards

We want you to...

Get Active, Stay Active...Feel Good in Hartlepool!

Our promise to you...

- Is to provide helpful staff and a friendly, considerate workforce
- Have staff that are clearly identifiable, wearing uniform and a name badge at all times
- Provide a Centre and its facilities that are clean, accessible and ready for use
- Offer value for money and look to continually improve our services
- Provide competent and qualified staff for all activities
- Provide a service that is socially inclusive to all, irrespective of age, disability, race, social class or status
- Notify you of any foreseen changes by displaying notices about them in the Centre
- Complete and display customer satisfaction surveys to ensure we meet your expectations
- Strive to ensure that your whole experience is safe and enjoyable
- Consult about the service we provide to ensure that we continue to meet your needs in the future
- Strive to operate in a sustainable and environmentally friendly way

CARLTON OUTDOOR EDUCATION CENTRE - SERVICE REVIEW

BACKGROUND & HISTORY

In the late 1920's, a West Hartlepool Teacher, William Clark, started organising a summer tented camping holiday for children of his junior school. Two West Hartlepool Aldermen – George Turnball and William Bloom – joined William Clark and others to raise public funds to buy land on which a more permanent facility could be established. In October 1931, a field in Carlton was purchased for this purpose.

The conveyance and trust deed states that the field is to be used as “a holiday camp and playing field for school children and other young persons residing in the Borough of West Hartlepool.”

By 1935, funds permitted the provision of the main building. The trustees originally organised the staffing and the running of the camp. During the war, the Army occupied the site and following this period, the Trustees found that the running of the site was too heavy a burden for volunteers and the camp was leased to West Hartlepool's Education Department.

After the war, as a result of a legacy willed to the Trust, further land was purchased that allowed for the building of 80 dormitories.

The amalgamation of the Borough of Hartlepool and West Hartlepool in 1967 opened the camp to all children in Hartlepool. With the creation of the Cleveland County in 1974, the Trustees agreed that children from all four constituent districts could attend the site and a new lease was given.

When Cleveland was dismantled, the four boroughs took over the remainder of the lease with Hartlepool being the lead authority via the Education Department. When this was due to finish in 2004, the Trustees granted a further 20 year lease to 2024, still at a nominal annual rent of £50 per year.

In 2006, a new accommodation wing was built as a result of partners working together collaboratively and NOF PE and Sport funding. This can accommodate 60 children and staff. A High and Low Challenge Course as well as an indoor climbing wall was also added and one of the original dormitory blocks was converted to a meeting room.

BUILDINGS AND FACILITIES

The original main building still remains. It consists of the kitchen and main dining area as well as an office, laundry provision, an area for the instructors and some staff bedroom and washroom areas. There is no natural entrance to the building and entry is gained directly through the dining room which is hardly ideal.

The front of the building has a covered veranda area and is an invaluable resource. However, as with the rest of the building, this is in poor condition.

Other buildings to the rear of the main building have been crudely converted from the original dormitories into storage areas for outdoor clothing and equipment. There is a drying room area although no proper dehumidification system within it and an outdoor boot wash that is not covered.

There is also a barn area that is used as an additional resource area but this is in very poor condition.

The new accommodation wing has been maintained very well. However, the design of it is very bad with all facilities (apart from the dedicated staff bedrooms) being designed for primary school children (bed size, shower head and mirror height etc.) There are many issues relating to this building that need to be addressed.

The meeting room is a separate building and does not have any washroom facilities.

There are no dedicated staffroom facilities.

There are grounds to the outside which are used extensively and a high ropes course. The car park is small and is also used to conduct activities.

VEHICLES

The Centre owns one minibus (17 seats) that was purchased new last year. The Centre also leases one minibus for 7 days across the academic year which is stood down for the holiday periods unless it is needed. A further minibus (17 seats) is leased 3 days a week across the academic year (Tues/Wed/Thurs). Again, this is stood down for holiday periods or as often as possible.

If extra minibuses are required to support the groups chosen activities, these are hired in as required via Fleet. All the servicing, maintenance, insurance, Tax, inspections and servicing is completed by Fleet management in Hartlepool although this could be done directly by the Centre. Similarly, the costs of leasing against the costs of outright purchase should be investigated further.

PARTNER BOROUGHES & SITE MANAGEMENT

Since 1974, Primary schoolchildren from the four Cleveland Boroughs have been attending Carlton for the provision of residential outdoor activities. Hartlepool acts as the lead authority, employing all the staff and are responsible for the management of the site. A Steering Group made up of all relevant partners is in place and oversees all decision making.

Partner Authorities contribute to the running costs of the Centre in accordance with the proportion of allocated days of use of the Centre. Currently, only Middlesbrough and Hartlepool remain partners in this arrangement although schools from both Stockton and Redcar continue to purchase residentials direct from the Centre.

In February 2010, following the restructure of Hartlepool Council, the management of the site transferred from Children's Services to Community Services.

CURRENT STAFFING STRUCTURE

This appears to have remained untouched for some period of time and is as follows:-

Head of Centre – Band 13
Deputy Head of Centre – Band 11
Senior Instructor – Band 10
Instructor – Band 9
Supply Instructors
P/T Housekeeper – Band 7
P/T Admin Officer – Band 7
Driver/Handyman – Band 2
2 x P/T Cooks – Band 7
6 x P/T Domestics

All staff are employed and wholly paid by Hartlepool Borough Council. Both the Head of Centre post, Deputy and Senior Instructor posts are currently vacant and staff are acting up into two of the three positions.

There appears to be a huge reliance on supply staff.

Reporting arrangements have changed since this structure was put in place but is not reflected. This needs to be re-examined.

USAGE AND OCCUPANCY RATES

Allocations of weeks and weekends

Historically, the centre has looked at the calendar and the academic calendar for the following year. It is then broken down into the following periods – September - December, January - April and April - July (taking out the school holidays). How many 5/4 day courses are available for schools in these periods are assessed and the number of days are added together for each period, which results in one figure representing the total number of weekdays available to schools.

As some schools currently prefer weekends, the weekends available to schools are based on the previous years usage and again, it is worked out how many days are available which are then added together.

Finally all the days are added together and the following ratio is applied based on an existing allocation of percentage of ownership:

Middlesbrough 30% Hartlepool 25% Carlton 45%

Occupancy information

During 2008-2009 and 2009-2010, a week's occupancy was based on 60 children and 4 adults. Weekend occupancy was based on 36 children and 4 adults although the Centre sometimes accommodated more or less than 60 and 36.

On April 1st 2010, a decision was made to increase the occupancy for a weekend to 60 children and 6 adults commencing September 2010. This allows for one group to take 60 places or 30 places unlike in previous years where weekends were for 36 places which did not lend itself to allow maximum occupancy to occur.

The number of weekday weeks the centre was fully occupied (60 as a maximum) was as follows:-

2008-2009	Weeks	60+ = 6
	Weekends	36+ = 10

2009-2010	Weeks	60+ = 10
	Weekends	36+ = 9

The total number of children and adults staying residentially in 2008-2009 financial year was 2764 and 289 respectively. Bookings for this year however included Redcar and Cleveland Borough Councils allocation. Day visits for the same period amounted to 152 children and 87 adults.

The number of children staying residentially however dropped in 2009-2010 owing to the late withdrawal of Redcar from the Partnership Agreement leaving the Centre struggling to fill vacancies. The total number of children and adults staying residentially therefore was 2681 and 330 respectively. Day visits for the same period amounted to 462 children and 83 adults.

Predicted residential occupancy as of August for 2010-2011 financial year based on current bookings is approximately 2839 children plus 367 adults and for day visits it is approx 243 children and 46 adults.

FUTURE SUSTAINABILITY

We have previously indicated that Carlton would be reviewed as part of a major review of all Hartlepool Council services taking place this year. This has involved examining the current operation and taking account of the national picture regarding the management of similar sites.

A major benchmarking exercise has been undertaken as well as extensive research to build up a picture of where Carlton sits in comparison with others

and, similar to other Outdoor Education Centres, there is no doubt that the future sustainability of Carlton is in doubt unless there is an acceptance by all parties concerned that significant changes need to be made. Indeed, across the country, similar Centres have already been closed owing to financial difficulties. However, those continuing to survive and perform well have done so as a result of significant change and diversification into other target audiences and markets.

FINANCE

Capital Funding

This is currently a subject of discussion between Middlesbrough and Hartlepool. The liability of previous partner authorities remains unresolved at present.

Revenue Funding

We are faced with a situation with Carlton where the contribution of partner authorities in exchange for subsidised Primary school use can no longer be relied upon. Stockton and Redcar have already pulled out of the arrangement and Hartlepool and Middlesbrough are facing significant financial challenges with future funding cuts.

There is a considerable maintenance backlog at the site and some of the buildings are in poor condition.

The revised Partnership agreement currently remains unsigned.

Operating Budgets

This is loaded as follows for 2010/11; however, staffing costs are already overspent on the first quarter and the external; income target is very challenging for the Centre to achieve.

EXPENDITURE	
Employees	356,920
Premises	48,411
Transport	23,783
Supplies & services	67,237
Support services	12,556
TOTAL EXPENDITURE	508,907
INCOME	
External Income	-220,062
Bungalow Rent	-960
Middlesbrough Contribution	-146,621
Hartlepool Contribution	-119,565
Contribution from reserves	-21,699
TOTAL INCOME	-508,907

Staffing costs make up 70% of the current budget for Carlton which is extremely high. 10% are attributable to premises costs, 13% supplies and services, 5% transport and 2% support services.

Last year, reserves had to be used in order to balance the deficit situation and despite budgeting for the same, the first quarter for this year already shows a deficit variance occurring. £24,736 currently remains in the reserves.

This situation is obviously not sustainable and the following therefore sets out some of the changes that we believe will have to be made in order for the Centre to survive.

Operating budgets for 2008/09 and 2009/10 are detailed in **Appendix G(1)**.

Use of the Site

- All partners need to recognise and accept that there has to be a move away from Carlton purely being just about an educational experience for schoolchildren. There has already been an acceptance of this to some extent as usage/hirers, particularly over the last year has started to change in seeking additional funding streams.
- Whilst the Centre can still remain true to its core values of providing an educational experience, it has to become more than that in order to survive, become more commercially orientated and expand into wider markets targeting other schools, groups, organisations and the general public.

Seasonality

Demand for bookings is low during the summer due to schools being on holiday and already the Centre has actively sought use by non-educational groups. This needs to be expanded further taking into account more adventurous activities for other user groups as well as more opportunities to implement adult team development programmes.

Programming, marketing & Pricing

- The Centre cannot rely purely on the income generated via the Primary schools allocated weeks and the associated contribution towards the running costs by partner authorities.
- Currently, Primary schools can opt for weekend residentials through the allocation process. This appears to have emerged as a consequence of trying to satisfy all four partner authorities in the past. However, with the Centre being staffed at premium rates at weekends, this availability will have to be distilled down to a 5 day weekday offer as staffing costs are too high to justify weekend allocations at a subsidised rate.
- The Centre must be encouraged to generate additional income and be given the wherewithal to do so through greater freedom and financial control.
- Marketing is currently poor and better use needs to be made of the opportunities available to the Centre.
- Sponsorship of the Centre needs to be actively pursued.
- Pricing needs to be revised for weekend use in order to cover all costs of the hire in accordance with the hirers requirements.

- A sales campaign needs to be undertaken to sell all availability at the site to maximise occupancy and income.

Staffing

- One of the main reasons for the high employee costs is that the majority of staffing is permanently structured around a 7 day operation to meet the needs of the schools allocations which include weekends where staff are paid premium rates.
- If no groups are in at a weekend, these staff are still effectively at work and paid the premium rates. It is proposed therefore to cease weekend allocations for schools and distil this down to a 5 day operation only.
- There is a high reliance on supply staff, mainly freelancers which is extremely expensive.
- If schools or any other schools or organisations wish to make bookings for the weekends, staff will be brought in specifically for that purpose in accordance with the requirements of the hirer and the charge will be made accordingly to ensure that all costs are covered.
- All staff roles and responsibilities need to be revised in accordance with the future operation of the site to ensure that the Centre can be managed commercially and as effectively and efficiently as possible.
- Some work has already been undertaken in relation to the management of the site. Currently, the lead officers post for Carlton the Head of Centre. Currently this post is vacant. However, with the need for a more commercial focus for the site, we need to revise the role and responsibilities of the post. We need to recruit as soon as possible but cannot on the current job description and its accompanying roles and responsibilities.
- We further intend for this post to be on an initial fixed term contract with the possibility to extend given that the financial performance of the Centre improves over that period.
- Any other new posts established will also be on the basis of a fixed term contract for two years with the possibility to extend.

Commercial Manager

The Commercial Manager will therefore be responsible for the management of the site, improving occupancy, visitor experience and usage, raising levels of income and improving Carlton's profitability. They will achieve this through:-

- Programme development and maximised use
- Successful marketing and promotion
- Commercial contracts and sponsorship
- Effective performance management
- Reviewing Centre operations
- Determining efficient and realistic workforce planning
- Prudent financial management

Job descriptions for this post are currently going through our internal Job Evaluation process.

Booking of Allocated Weeks

Currently, this is undertaken by staff in the admin and finance section at Hartlepool and is hardly streamlined, particularly when schools wish to change dates. It is therefore intended that this function be moved to the Centre and that they take on the responsibility for this to allow for better communication and control.

There is a cancellation policy in place for private groups.

Maintenance

Currently the Centre's maintenance is tied to Hartlepool's centralised maintenance service. However, this is considered to be a less than effective and efficient way of managing this particularly given Carlton's location and it is intended to recommend breaking away from this. This will save on travel time and CO2 emissions and allow the Centre to source its maintenance locally, reducing costs and the length of time taken for repairs to be carried out.

Transport

Again, this is tied to Hartlepool's fleet management services and requires a 'testing of the market' to see whether outsourcing would provide a more cost effective solution.

Procurement in general

Again, the Centre is tied to the centralised procurement system. This needs to be reviewed as it is believed (as a consequence of some work already carried out), that some supplies could be sourced cheaper through local companies e.g. catering supplies

Laundry

Currently this is carried out in-house and is staff intensive as well as expensive in terms of energy costs. This needs examining to see whether outsourcing this would bring cost reductions.

Catering

Again, this is carried out in-house. This operation needs to be reviewed to:-

- See whether this can be outsourced in order to reduce costs
- Revise existing practices to reduce the labour intensity of the service – e.g. move to a servery counter service rather than a table service.
- Look to source food locally in order to reduce costs.

Grounds Maintenance

Currently supplied by North Yorkshire County Council. This arrangement needs reviewing to examine whether there is a more cost effective way of this being supplied.

BENCHMARKING

The benchmarking exercise has shown that Carlton is not cost effective owing to the high staffing costs but it does have the potential to expand into a larger market and increase income generation as others have done. Other Centres have taken a different approach regarding their staffing and have already outsourced services previously carried out in-house.

CONCLUSIONS

1. Retain the status quo and keep the operation exactly as it is.
2. Cease the provision and source residential outdoor education from another provider
3. Evolve the service – continue to use it for curricular activity but seek new markets and radically alter how the service is delivered.

Officers would suggest the following:-

- Option 1 – we obviously cannot continue as we are.
- Option 2 – the service is highly valued and as such should be retained in some form
- Option 3 – we continue but we restructure operations and develop other sources of income.

RECOMMENDATIONS

1. The recruitment and appointment of a Commercial Manager to replace the Head of Centre post who will oversee the Carlton operation and a wholesale review of the staffing structure to ensure the long term viability of the Centre.
2. Weekends to be removed from the schools allocated provision. This will allow staff to be structured around a 5 day operation.
3. The Centre should actively seek to develop new markets and forge new partnerships to enhance its viability but not at the expense of its core function.
4. A review of pricing to take place to account for weekend hired use.
5. The Centre to deal with all booking arrangements including schools allocations.
6. All Centre operations to be revised to create efficiencies. This could potentially involve outsourcing for services from alternative suppliers.
7. New income targets to be set for the Centre to increase usage.
8. A marketing plan needs to be developed as the Centre needs to create a greater marketing presence. Some of this can be developed through rebranding and sponsorship opportunities for example.

9. Funding opportunities and potential new partnerships need to be explored in order to provide some capital injection into the site in order to improve and develop facilities.
10. Liability of previous partner authorities to be explored and resolved.

SPORT & RECREATION SDO REVIEW

CURRENT PROVISION REPORT

SPORTS DEVELOPMENT

Current Service Delivery Option

The Sports Development Team has been in existence for over 25 years and throughout this period has experienced significant change to its size, structure and core aims and objectives.

The core service is currently funded in-house by the Council but it also has several funding partnership agreements in place with external agencies and organisations for sport and physical activity opportunities to increase participation. These have been excluded from the service review. However, the services ability to draw in substantial partnership funding should not be overlooked.

The service is accountable through the annual service plan, the Local Area Agreement which include national indicator NI8 (adult participation) and monitoring arrangements with external partners.

Additionally, the service is Quest accredited, a national quality assurance standard for Sports Development which exposes the service to external inspection, monitoring and validation (see "Benchmarking").

The service also holds an Adventurous Activity Licence for the delivery of its outdoors service. This is also subject to a rigorous inspection and monitoring regime. It has also recently acquired the Learning Outside the Classroom quality badge.

Staffing Structure

The current staffing structure for the Sports Development Team is shown on Page 9. This represents a team of staff which collectively organises and delivers a wide range of programmes and projects which are either linked to national initiatives or are local initiatives linked to the Council's corporate objectives and the objectives of the Sport and Recreation service overall.

Some of the staff are externally funded and fall outside the scope of the review. These are specifically highlighted as such.

The service was last restructured in 2009 to mainstream some previously externally funded work within the staff structure.

5.6 Appendix F

Operating Budgets

The operating budgets for the service are detailed in **Appendix G(1)**. As part of these are service costs for two vehicles that are assets of the service used predominantly for the delivery of the Outdoor Activities service. These are a transit van and a 17-seater mini-bus.

CIPFA comparisons on net Expenditure per head of population for the service are given on Page 15 of **Appendix G**.

Delivery Programme

The development of partnerships are central to effective sports development and as such, the team seeks to develop new and strengthen existing partnerships with local, regional and national agencies and between other sections and departments of the Council. Through this, the team aim to increase opportunities for all sections of the community to participate in sport and physical activity.

Activities are offered for all ability levels and age ranges with specific initiatives responding to local needs and priorities. Some projects aim to target wider social issues such as health and anti-social behaviour and as a consequence, the service has drawn in funding to deliver programmes of activity to tackle these. They therefore encompass an array of services with a common theme of sport and physical activity, which aim to improve the health and well-being and quality of life for the people of Hartlepool.

There are key service delivery areas which can be summarised as follows:

Health and Fitness

Working as the strategic lead to develop physical activity in partnership with the PCT, this team's goal is to identify those who currently do not meet physical activity recommendations or those for whom physical activity would improve, or even just reduce the risk of potential medical conditions. The team works both through direct delivery and also by engaging partners. Activities include exercise on referral, specialised exercise sessions, and an innovative programme to address young people's obesity levels.

Owing to the nature of the funding arrangements, the exercise referral scheme is excluded from the SDO review.

Sport Specific Development, Club Development and Coaching

This team deals with what can be considered traditional sports development; with officers running a range of curricular, extra-curricular and community coaching schemes. Much of this is linked to the School Sports Partnership.

5.6 Appendix F

Also included is work on Coach education and a volunteer programme, other important aspects of the Teams work. Activities are only sustainable if there are good coaches to lead and deliver them, therefore regular Community Sports Leader and NGB awards are organised to train local people for potential employment. and the team also creates player pathways and competitive opportunities for athletes.

The team also facilitates a range of sport specific development groups and delivers our sports club development service, identifying appropriate training, accessing funding and in the development of links with local schools, colleges and other agencies.

Outdoor Activities

The team delivers outdoor adventure activities to schools, both within and outside curriculum time and to community groups and members of the public. The service is licensed by the Adventurous Activity Licensing Authority and delivers a wide range of local and off-site outdoor pursuits activities for all ages and abilities, including those with special needs.

A walks programme is also offered.

Weekly Activity Programme

The team delivers a weekly programme of activities at various venues across the town. This programme has been deliberately reduced over time as many of these activities have been running for some years now and have been passed over to facility operators to manage.

Events

The team assists in the organisation of many local and regional events in partnership with other colleagues within the Department or external agencies and organisations including those from the voluntary sector.

Disability Sport

The team facilitates and works in partnership to provide a programme of integrated and separate opportunities for children and adults with disabilities. They also organise local disability sports events, Boccia Leagues and support the Youth Games.

Performance Indicators and Benchmarking

Participation in Sports Development activities and services has increased steadily over the last few years. For example, this increased from 44,401 in 2008/09 to 50,383 in 2009/10.

5.6 Appendix F

Satisfaction rates for initiatives and programmes are very high. During 2009/10, 88% of participants said that they were either 'very satisfied' or thought that the GP Referral Programme was excellent. Over 86% of participants rated the Outdoors service highly and 92%, the core service.

Price comparison with the other Tees Valley Local Authorities has shown that the charges for the Sports Development services are low.

Sports Development is a Quest accredited service and this is the approach taken to judge the quality of the service and service delivery, being the UK Quality Scheme for sport and leisure provision. Quest defines industry standards and good practice and encourages their ongoing development and delivery within a customer focused framework.

Quest accreditation was achieved for the first time in 2009 with a 'Highly Commended' classification of 77% with re-inspection due in 2011. The Management Issues judged and scored were as follows:-

MANAGEMENT ISSUE	ASSESSOR SCORE (out of 10)
Research and community engagement	7.2
Planning	7.7
Partnerships	7.5
Continuous Improvement	7.8
Management Support and Leadership	7.3
People Management and development	8.6
Delivery planning and procedures	7.8
Health and Safety Management	8.0
Customer relations	7.5
Marketing	7.3

HBC Sports Development is one of the few in the region who have gained Quest accreditation. The following table highlights how it compares with these:-

North East League table	Score	Number of assessment/ cycles	Classification
North Country Leisure	91%	3	Excellent
Stockton Borough Council	89%	4	Excellent
Blyth Valley Arts and Leisure Team	79%	1	Highly Commended
Hartlepool Borough Council	77%	1	Highly Commended
North Tyneside Council	77%	2	Highly Commended

5.6 Appendix F

Since first making use of Quest, Sports Development have been benchmarking with other services to look at best practice and assist with identifying areas for improvements.

Calderdale: Quest score 91%

- Research was a key strength within this team as they went over and beyond the National data.
- They utilised the active people survey results as well as addressed locally the physical activity agenda. Tracker surveys and booster surveys measured 5 x 30 mins of exercise of individuals who lived in deprived areas.
- They also commissioned MORI to do some research for them which added to the data they received.
- Calderdale also had a CAN rather than a CSN and their sub groups were themes from their strategy.
- Calderdale have had years of experience doing Quest and have progressed from an original score of 60%

Stockton: Quest Score 89%

- Club Development appeared to be Stockton's strength as they had a good relationship with the clubs.
- Newsletter included information on the clubs
- Good communication between sports development and the clubs
- Annual club night – award ceremony held
- E-shot
- Stockton also had years of experience delivering Quest.

Leeds: Quest Score 88%

- This was a huge team that was mainly sports specific however they were currently under going a re-structure.
- Marketing for Leeds scored 94% in this individual area.
- Their website included customer feedback and 'You said, we did page'
- Each individual officer had a PI as part of their work programmes to produce so many press releases for the year.
- The council had their own marketing department which the sports development team utilised for any of their promotional material.

East Riding: Quest Score 93%

- Service standards were part of their promotional material as well as available on the website.
- This council have been doing Quest for four years now and have made it work for them.
- The team all work towards and support Quest.

SDOs to be considered

- Merging outdoor activities service with the Summerhill operation to achieve efficiencies and greater use of the Summerhill site.
- Further examination of the sports development/health development areas of service and the linkages to health and well-being.
- Linked to this, the emerging Government agenda on health via new white paper and the transfer of the responsibility for public health to local authorities. How will this best fit particularly when the service is already responsible for the development and delivery of the physical activity element of Hartlepool's Public Health strategy? It also already delivers a GP Referral programme as part of its core services.
- Ability to attract external funding for a variety of physical activity initiatives pertinent to public health and well-being.
- The consideration of the need to invest in leisure activities for older people improved health and well-being reducing demand for services. (Audit Commission's recent publication, *Under Pressure – Tackling the Financial Challenge for Councils of an ageing population*). This publication goes on to recommend that all Councils should update commissioning strategies to reflect future roles in preventing, reducing, delaying health and social care costs. This is of particular relevance to Sports Development and being commissioned to deliver key outcomes is where it is believed the future of the service lays.

Service Standards

The Team's service standards are as follows:-

Get Active Stay Active!..... Feel Good In Hartlepool

What we do at Hartlepool Sports Development

Here at Hartlepool Sports Development we aim to plan, deliver and promote a range of high quality, innovative Sport & Physical Activity opportunities that will **increase participation** and make a positive contribution to the wider community.

We aspire to achieve this by raising awareness of the range of sport and physical activity opportunities available that contribute to the health and wellbeing of the community.

With the adoption of a multi-agency approach to provision and experience in, we are working towards our ultimate aim of providing sustainable sporting and physical activity opportunities with sufficient exit routes into lifelong participation.

By responding to the needs of the community we are dedicated to provide new, inclusive and exciting physical activities for all, recruit, retain and develop volunteers and ensure equality and diversity in all that we do.

Our Services

Sports Development offers the following services:

- A number of needs based projects to increase inclusive participation (e.g. addressing anti-social behaviour) in sport and physical activity including Hartlepool Exercise for Life (exercise on referral), holiday programmes (young people) and a weekly programme of activities.
- An outdoor and adventure activity service providing for groups, residential and single day activities in a range of locations.
- Strategic development, advice and support of physical activity and sport to schools, sports clubs, and other organisations.
- Signposting to training courses for potential coaches
- Advice for organisations on grants available re physical activity and sport.
- A directory of sports clubs throughout the town.
- Up-to-date & accurate information via www.hartlepool.gov.uk about what sport and physical activity opportunities are available across Hartlepool.

The standards you can expect from our service

We pride ourselves on being able to provide a high quality service to our service users and partners. We will endeavour to do this via:

Our Staff

- We provide helpful staff and a friendly, considerate workforce
- Staff are fully qualified and competent for all activities.
- Staff are clearly identifiable, wear uniform and a name badge.
- All staff have been checked by the Criminal Records Bureau

Facilities

- All activity locations are fully risk assessed.
- We ensure facilities are clean and accessible.
- A range of facilities are used across town.

Customer service

- We strive to ensure that your whole experience is safe and enjoyable.
- We offer value for money and continually improve our services.
- You will have the opportunity to give feedback about the service so we can continue to move forward.
- We will notify you of any unforeseen changes by a range of methods as soon as we can.

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- We produce information that is clear, concise and easy to understand. Requests can also be made for information in other formats.
- Staff will answer the phone within 7 rings stating their name and that of the service or ensure that a voice mail service is activated.
- We seek to continually improve and in doing so adhere to the Quest Quality Assurance framework.

What we expect from you

- Respect for staff and other service users
- Leave the facilities you have used in the same clean and tidy state that you found them.
- Open communication- Let your instructor know if you have any queries or concerns with anypart of the session.
- Give us feedback on our sessions, programmes and service so that we can continue to move forward.

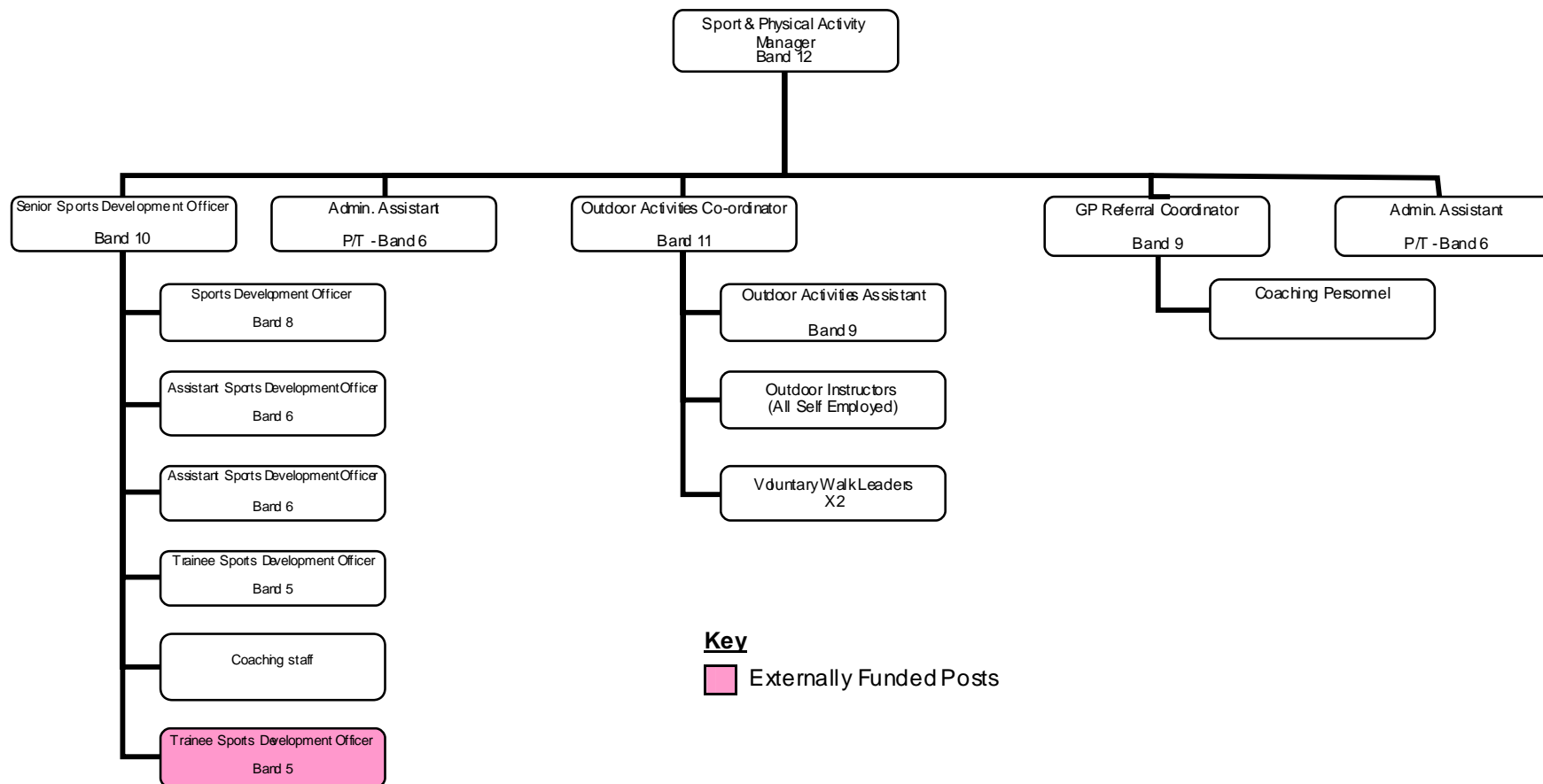
Activity programmes for children and young people

- We endeavour to make our activities fully inclusive and suitable for girls and boys.
- Your child will need a drink for all of the activities, and a packed lunch for day long activities.
- Could you please ensure your child wears appropriate clothing and footwear for the activity e.g. trainers, tracksuit, t-shirt, shorts, waterproofs etc. You will be advised on the essential kit required for the activity as a matter of safety, e.g. plimsolls are not appropriate for outdoor activities.
- We are responsible for the children from when the session starts to when they are picked back up.
- Your child must behave throughout all activities. Swearing, bullying, not listening to the coach and general misbehaving will result in your child not participating in the session.
- It is your responsibility to fill out and hand in all relevant forms including medical forms with any illnesses or allergies your child suffers from when you register.
- All coaches are fully qualified and hold first aid qualifications and national governing body level 1 and 2 qualifications in the appropriate activities.



5.6 Appendix F

SPORTS DEVELOPMENT



SPORT & RECREATION SDO REVIEW

CURRENT PROVISION REPORT

SPORT & RECREATION SERVICE

Current Service Delivery Option

Sport & Recreation has existed in one form or another as an integral part of the Council's core service offer for some time now but has experienced significant change to which services it encompasses, its size, structure and core aims and objectives.

Over a period of time, different elements of the service have been considered for alternative delivery models. For example the management of the leisure centres were exposed to external competition via the compulsory competitive tendering regime in the late 90's, a Trust 'wrapper' was considered again in the late 90's and other elements have either been externalised such as cafeteria provision or crèche services or delivered in partnership by the third sector.

The vast majority of the existing service is currently funded in-house by the Council but it also has other arrangements in place for the delivery of some elements of the service such as Carlton and the Primary Swimming programme. It also has been extremely proactive in acquiring several funding partnership agreements with external agencies and organisations for the development of sport and physical activity opportunities to increase participation as well as major capital build projects for new or refurbished facilities.

The service is accountable through its annual service plan, the Local Area Agreement which include national indicator NI8 (adult participation), access by the public to service accredited facilities and monitoring arrangements with external partners.

Many elements of Sport & Recreation are also service accredited making use of industry standard quality assurance schemes. We deliberately expose the service to external inspection, monitoring and validation to ensure accountability and effective use of public resources as well as looking to continuously improve the service.

Some elements of the current service delivery are also subject to inspection and monitoring such as with Ofsted. Others are in accordance with curricular requirements as determined by DCSF and some are subject to licence such as for our outdoor service and outdoor education provision with the Adventurous Activity Licence service.

5.6 Appendix G

Aims and Objectives of the Service

The overall aims and objectives of the service are as follows:-

To provide residents and visitors with an attractive, efficient and effectively managed Sport and Recreation service from available resources.

- To provide a range of high quality indoor and outdoor sports and recreation facilities
- To provide inclusive opportunities to participate in sport, physical activity and recreational opportunities
- To coordinate a network of resources, coaches and leadership, education and sports opportunities to support development throughout the sports development pathway
- To work in partnership with the private, public and voluntary agencies to enable the development of sport and to maximise the potential of available resources
- To promote and encourage the role of sport and recreation in contributing to the town's economic growth and development

Recreation Development:

Recreation Development was introduced into the Sport and Recreation structure in 2009 when it was identified that a specialist arm that encompassed the entire service area was needed to enable and support the section and ensure that the distinct elements worked together in a more coordinated and effective manner.

It was also identified that specific areas needed improvement upon and more support to the widening remit of the Section Head was required. This element of service therefore focuses upon performance management, service accreditation, marketing, consultation and research analysis, funding and grants, project development/events as well as the management of some of the capital programmes.

Key Milestones within this service include a joined up research and marketing plan, external accreditation through Quest for both Leisure Facility sites and Sports Development and external funding for physical activity grants to the sum of £90,000, as well as extensive benchmarking with other local authorities and their services.

More recently, Recreation Development has led on the rebranding of the service including a new logo and theme of 'Feel Good in Hartlepool'. Improved marketing of the Leisure Facilities is currently also underway to revamp all the promotional materials, to take a more targeted approach to key groups and revise all the exterior signage for the Centres.

5.6 Appendix G

Highlighting success stories through publications such as Hartbeat is a key priority for the service and Recreation Development meet with the Press Office regularly to ensure this happens. Research shows that individuals report there are not enough activities in place; however it often that they are not advertised correctly which is the problem.

The Community Activities Network (CAN) is a partnership made up of the public and voluntary sector aiming to widen access to facilities, encourage partnership working across Hartlepool and increase participation in sport and physical activity. Recreation Development coordinates the organisation of the network as well as the physical activity funding. Thirteen bids have been issued to date totalling £63,000 towards physical activity initiatives within the community. The sport and physical activity strategy which is currently being written will be driven through the CAN to deliver upon and measure impact.

Gaps in provision are identified through the Recreation Development team which include updating of key policies and procedures and development of a volunteer package/work experience and delivery of events. The Olympics legacy programme, currently being worked on, will play a huge part of the teams work both in leading up to, and after the Games to encourage active participation in sport and recreation.

Administrative Support

Each of the outlying service operations have dedicated administrative support which link into the Civic Centre based officer. This Officer is integral to the operation of the entire Sport & Recreation service area and supports the Section Head as well as the Operational Managers based at the Civic Centre. She has already absorbed the administrative functions associated with the new areas of service; in particular the Primary Swimming Programme which were all introduced into the service earlier in the year.

Service Outputs

The service outputs are the actions to deliver the service outcomes which link directly with the overall aims and objectives of the service. Those documented are a snapshot of the types of activity of the service and is by no means an exhaustive list.

Outcome - Work closely with key partners and groups to deliver programmes of activity to meet the sport and physical activity needs of the Hartlepool community increasing participation by 1%

Outputs –

- All of our programmes are aligned to increase the inclusive range of opportunities to participate in sport, culture, leisure and physical activity
- To ensure that we reach all sections of the community, much work has been undertaken to brand and promote the services. It is planned to design and implement a marketing plan for the service

5.6 Appendix G

- We actively encourage all services to input into and engage with the development of Neighbourhood Action Plans and Neighbourhood Forum meetings
- We signpost, facilitate and support clubs and community groups to grant funding, training and development opportunities
- We continue to develop initiatives to raise standards, training and increase the number of volunteers working in Hartlepool. This is particularly important for the Club infrastructure in Hartlepool.
- In partnership with the PCT, we continue to develop new participation initiatives as well as deliver the Hartlepool Exercise for Life Programme

Outcome - Undertake a strategic lead for the delivery of Sport and Physical Activity through the Community Activities Network (CAN)

Outputs –

- We maintain and support the Hartlepool CAN, linking to the Community Learning, Culture and Leisure theme partnership and the Health theme partnership of the Hartlepool Partnership. This is an important area of work to ensure that all providers of sport and physical activity opportunities are working in a coordinated and effective way.
- We have recently commenced work with consultants to develop a Sport and Physical Activity Strategy for Hartlepool. This work will be undertaken via the Hartlepool CAN and will complement the strategies already in place for our facilities.

Outcome - Implement quality improvement action plans to achieve and maintain service accreditations

Outputs –

- Individual service areas within Sport & Recreation to continue to apply for, achieve and maintain a range of service accreditations e.g. Quest, IFI, AALA, VAQAS, Country Park, Green Flag, Learning outside the classroom, Swim 21, Inspire Mark etc.

Outcome - Implement a facility improvement plan for the Mill House Leisure Centre site

Outputs –

- Much work has occurred recently at the site to enhance and improve the Mill House facilities more in keeping with customer needs and expectations. This will provide some medium term sustainability until a development plan for the entire site can be delivered.

5.6 Appendix G

- Currently, we are working with a Commercial Agent who has been appointed to undertake a feasibility study regarding the future of the Mill House site. This work involves discussions with all parties who have a current interest in the site (e.g. the Brewery and HUFC) with a view to developing a new sporting/leisure hub on the site which will also provide a new leisure facility. It will also look at the options for procuring such a scheme and directly links into the SDO review.

Outcome - Attract events of national and regional importance

Outputs –

- In conjunction with the Events Team, we anticipate as has been achieved in recent years, hosting at least two events of regional significance.
- The service is also actively involved in supporting the activities relating to the Tall Ships Race 2010
- Regionally, we will continue to promote Hartlepod as a PGTC venue for sailing for both the London 2012 Olympics and Paralympics as well as a potential route for the Torch Relay. Much work has already been undertaken to date.

Outcome - Contribute to the development of schools transformation initiative for PE and Sport and co-location opportunities.

Outputs –

- The service successfully secured grant funding to develop a new skate-park and MUGA in the Rossmere Primary School and Youth Centre area (Co-Location funding Project). This scheme is currently being delivered working in partnership with all interested partners.
- We have played a lead role in the PE and Sport BSF (building schools for the future) Group to ensure that the opportunities to develop and extend sports facilities to the community align with the overall strategy for facilities in the Borough. This work continues with the liaison with key funding partners regarding the potential for the development of these facilities.
- Similarly to the BSF process, the service has a role to play, working in partnership to develop community sport opportunities as a result of the Primary Capital investment

Outcome - Work in partnership with the School Sports Partnership (SSP) to improve upon the delivery of PE and Sport for young people.

Outputs –

- There are many linkages between Sports Development in particular and the SSP working in partnership to improve upon sporting opportunity for young people. This focuses around the development of after school clubs in particular and providing good pathways for young people between school and club participation.

5.6 Appendix G

- We also work with the SSP regarding the delivery of the Primary Swim Programme Learn to Swim scheme in relation to the “Top-up” delivery to ensure that all children at key-stage 2 can swim 25metres as well as the School Galas.

Outcome - Work with key partners to target groups and individuals and provide for them a range of inclusive activities including improving local nature reserves through range of activities in partnership with Natural England

Outputs -

- A lot of work will be focused on the Summerhill site via our volunteer programme working on nature conservation. This involves the Adult Volunteer, Young Warden and Young Explorer Groups.

Outcome - Implement an Improvement Plan to secure the long term sustainability of Carlton OEC

Outputs –

- As already documented, we intend to review the Carlton operation as part of the SDO Review programme. This will help us to determine an improved business model for the site to ensure its long term future.
- In partnership with the Carlton Steering Group, we will discuss and explore the options open to us that will allow for the continued development of a range of participation opportunities at the Centre.

Key Achievements for 2009/10

The following is again by no means an exhaustive list but serves to highlight the significance of the service and some of its achievements:-

- Summerhill retained the Green Flag Award.
- London 2012 Inspire Mark accreditation was awarded for the Free Swimming programme, Sport Unlimited, and also the Ready Steady Walk initiative.
- Quest accreditation was maintained for Mill House Leisure Centre and the Headland Sports Hall.
- Carlton achieved the Learning Outside the Classroom Quality badge and Adventuremark accreditation.
- We successfully renewed the Adventure Activities Licensing Service badge for both Carlton and the Sports Development Outdoor Activity Service.
- Carlton achieved British Canoe Union Approved Centre status and Mill House Leisure Centre maintained their ASA Swim 21 accreditation.
- Marc Donnelly, a member of the Sport & Recreation Team successfully achieved his Mountain Leader Award.
- Carlton achieved accreditation to the Registered Practitioner of the Institute for Outdoor Learning scheme.

5.6 Appendix G

- Hartlepool Exercise for Life Programme (HELP) successfully achieved the 3 year stretch targets set as part of the Council's Public Service Agreement with GONE.
- The HELP scheme was also used as a case study in the Local Government Report February 2010 *'Under Pressure: Tackling the financial challenge for councils for an ageing population'*.
- The Marina 5 Mile Road Race held in association with Burn Road Harriers had a record entry of 420 participants.
- The second year of the BIG play project at Summerhill was successfully completed – giving free play opportunities for local people. Targets were exceeded with 2,376 children and 1,271 adults.
- The Community Activities Network has provided 5 organisations with physical activity grants of over £21,000 in total and has further grant funding investment to award in 2010/11 from the PCT.
- Hartlepool's young people aged 16-19 years won the Tees Valley Youth Games.
- A joint venture between strategic arts, sports development, PCT and Tees Valley Dance as part of the 'BIG MIX' event saw 555 people taking part in a dance marathon which included flash mob, narrative/interpretive and street dance.
- We successfully continued the Workplace Health programme with 87% of participants claiming that the scheme had a positive impact upon their working day.
- We successfully delivered the National Indoor Climbing Achievement Scheme at Carlton to a number of schools as part of their extended schools programme.
- We also successfully delivered the John Muir Award, which is an environment based award, at Carlton.
- We successfully delivered the Young National Navigation Awards Scheme in partnership with two local schools at Carlton.
- Hartlepool successfully hosted this year's regional BBC Children in Need event.
- As part of our Football Development Programme, Friday night Street League funding was secured for another year. Over 90 young people attend the programme each week.
- The work around Boccia provision for disabled adults has been incredibly successful with some teams entering into the National Boccia League.
- The Council's Sport Relief efforts were coordinated by the service this year and raised over £1000 through various challenges including a walkathon.
- Recruit into Coaching has been a big success with 23 young people completing their CSLA and of those, a further 5 going on to complete an NGB qualification.
- Sport Unlimited has reached its Year 2 target of over 700 young people attending over 60% of sessions that they sign up to.
- We received a visit from Chief Executive of LOCOG to showcase the Marina facilities as a training camp venue for the 2012 Olympic and Paralympic Games.
- Phase 2 of the Healthy Heritage Initiative support by CAN was completed. This involved over 1,000 participants in a unique educational experience linking history and exercise.
- A weekend Adult Conservation Volunteer group, Young Warden and Young Explorer conservation volunteer groups was launched at Summerhill providing opportunities for volunteer involvement.

5.6 Appendix G

- The Summerhill Tea Shop run in conjunction with the Havelock Centre was successfully operated in summer 2009.
- A number of major events were hosted at Summerhill over 2009/10. These included 2 regional BMX races, the North Yorkshire and South Durham cross-country event, the Tees Forest Trail race, a number of schools cross-country events including the North East Catholic schools event, an event in the CLOK schools regional orienteering competition, the Bike Trax 09 event, Bulldog rescue 2009, the Big Dog day and the annual Hartlepool Countryside Festival.
- A successful grant application was made to the Government's Co-Location Programme. The funding award of nearly £400,000 will provide a new Skatepark and MUGA facility at the Rossmere Primary School / Rossmere Youth Centre site.

Service Priorities for 2010/11

The Sport and Recreation Service has in its action plan a number of key priorities that link directly to the Departmental Plan and ultimately the Corporate Plan and the Local Area Agreement. These are as follows:-

- Increasing levels of participation across the town and reducing inequalities and barriers to participation.
- Development of new opportunities for inclusive participation.
- Sustaining Hartlepool CAN, Hartlepool's Community Activities Network providing a multi-agency, co-ordinated approach to the development and delivery of sport and physical activity.
- Develop a Sport & Physical Activity Strategy for Hartlepool.
- Link into the London 2012 Legacy Action Plans.
- The continuing development of plans for the replacement of ageing leisure facility stock.
- Continuing to work on gaining and maintaining service accreditation.
- Continued development of a strong volunteer programme.
- Making a positive contribution to health via the delivery of all our services and programmes.
- Making a positive contribution to the delivery of curricular activities for young people.
- Develop integrated programmes in partnership with other agencies such as the PCT, the Social Care Teams, Schools and the Schools Sport Partnership.
- Increasing residents satisfaction with the services provided by heightening awareness of the opportunities available.
- Develop new solutions for the more efficient and effective delivery of all our services in line with the Council's Business Transformation agenda.

5.6 Appendix G

Operating Budgets

The current operating budgets for all elements of the service are attached at **Appendix G(1)**. Those for the previous two financial years are also included.

Performance Indicators

There are both national and locally agreed performance indicators in place that either an individual service is responsible for or that straddles more than one area. These indicators are tabulated on pages 11 & 12. These sit alongside the service plan to evidence performance.

An indication of past performance has been given where possible. However, as some of the services are new to Sport and Recreation, new indicators have either just been developed for the first time this year or data at the time of producing this document is unfortunately not available.

Active People Data

The Active People survey provides by far the largest sample size ever established for a sport and recreation survey and allows levels of detailed analysis previously unavailable. It identifies how participation varies from place to place and between different groups in the population. The survey also measures; the proportion of the adult population that volunteer in sport on a weekly basis, club membership, involvement in organised sport/competition, receipt of tuition or coaching, and overall satisfaction with levels of sporting provision in the local community.

The questionnaire was designed to enable analysis of the findings by a broad range of demographic information, such as gender, social class, ethnicity, household structure, age and disability. The Active People Survey also provides the measurement for National Indicator 8 (NI8) - adult participation in sport and active recreation and results are detailed on pages 13 & 14.

CIPFA STATISTICS

The CIPFA Culture, Sport & Recreation Statistical Survey analyses amongst other things, local authority expenditure on Recreation and Sport in the following categories:-

- Indoor Sport & Recreation Facilities
- Outdoor Sport & Recreation Facilities
- Sports Development & Community Recreation

It also collates the same data for Open Spaces; specifically Community Parks and Open Spaces and Countryside Recreation and Management.

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The most recent survey data available is that from 2008/09 and CIPFA received a 60% return rate therefore totals are 'grossed up' to take account of missing data and non-responding local authorities.

The data shows service trends and position at local authority level, but as a means of comparing the performance and achievement of local authorities, it should be seen as a starting point rather than a definitive answer.

In 2008/09, the net expenditure on Culture, Sport and Recreation Activities was £2,412m, a decrease of 3.5% on the previous year. 37.2% was spent on Recreation & Sport – the largest element; 35.5% on Open Spaces, the second largest

The comparative net expenditure data for the various elements of Sport & Recreation per head of population is detailed on page 15.

Comparative pricing data for 2008/09 is also detailed on pages 15 & 16 and demonstrates how typically over the years, this has consistently been some of the lowest regionally if not nationally. A revision of this would allow for the opportunity to increase income generation and thus reduced subsidy levels.

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SPORT & RECREATION PERFORMANCE INDICATORS

The action plan detailed a number of Performance Indicators that will be used to measure the successful implementation of the actions. Those indicators are included in more detail in the table below.

Ref	Definition	Target 2010/2011		Outturn 2009/2010	Outturn 2008/2009	Outturn 2007/2008
LAA / NI 8	Adult participation in sport & active recreation	22.1% (2009/10 survey)		19% (2008/09 survey)	22.1% (2007/08 survey)	18.8% (2006/07 survey)
P059 LAA CL 003	Overall annual attendance at MHLC, Headland Sports Hall and Brierton (Community use only)	400,000		445,029	411,737	430,144 (includes Eldon Grove)
P060 LAA CL 006	Proportion of Leisure Centre attendances from NRF areas	52%		52%	54%	51%
P081	Number of patients completing a 10-week programme of referral activity recommended as a health intervention	300		308	Previously showed as an accumulative figure	Previously showed as an accumulative figure
P035	GP Referrals - Of those completing a 10-week programme the percentage going onto mainstream activity	50%		53%	53%	52%
LAA CL P001	Number of people from vulnerable groups engaged in culture, leisure activities and sport	1110		4,821	2,219	Developed 08/09

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LAA CL P002	Residents satisfaction with sport and leisure	65%		74% (2008)	74% (2008)	61% (2006)
LAA ENV P001	Number of volunteer days spent working on nature conservation	90		83.5	N/A	N/A
Local 1	Number of concessionary members of the Active Card attending Centre at least four times p.a.	3,250		3,104	2,388	1,721
Local 2	Overall attendance at all Sports development programmed activities	49,500		50,383	44,401	44,146
Local 3	Number of new participants as a result of grant intervention	4,000		3,314	New indicator for 09/10	New indicator for 09/10
Local 4	Key Stage Two - 25m swimming attainment	70%		36%	N/A	N/A
Local 5	Number of organisations using Carlton for the first time	30		22	N/A	N/A
Local 6	Utilisation/occupancy of Carlton	70%		59.12%	N/A	N/A

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ACTIVE PEOPLE – NI8 ADULT PARTICIPATION COMPARITIVE DATA

KPI 1 - Participation - LA	APS1 (Oct 2005-Oct 2006)		APS2 (Oct 2007-Oct 2008)		APS3 (Oct 2008-Oct 2009)		
Local Authority	%	Base	%	Base	%	Base	Statistically significant change from APS 2
Blyth Valley	21.5%	1,022	19.1%	1,008	17.3%	498	No Change
Carlisle	20.8%	1,007	19.5%	499	20.9%	498	No Change
Chester-le-Street	21.7%	1,009	23.9%	500	21.0%	500	No Change
Darlington UA	21.0%	1,023	23.0%	501	18.5%	498	No Change
Durham	26.8%	1,002	24.3%	497	26.2%	501	No Change
Easington	16.8%	996	16.2%	509	21.7%	497	Increase
Gateshead	17.7%	1,026	22.9%	501	21.0%	988	No Change
Hartlepool UA	18.8%	992	22.1%	499	19.0%	499	No Change
Middlesbrough UA	19.1%	997	21.0%	503	18.5%	499	No Change
Newcastle upon Tyne	20.7%	1,008	21.9%	499	19.0%	496	No Change
Redcar & Cleveland UA	20.2%	1,029	21.5%	506	22.9%	497	No Change
Stockton-on-Tees UA	24.4%	1,011	22.6%	505	22.7%	505	No Change

Source: Sport England's Active People Survey

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KPI 1 - Participation - LA	APS1 (Oct 2005-Oct 2006)		APS2 (Oct 2007-Oct 2008)		APS3 (Oct 2008-Oct 2009)		
Local Authority	%	Base	%	Base	%	Base	Statistically significant change from APS 2
Castle Morpeth	24.2%	1,003	25.7%	506	24.9%	498	No Change
Alnwick	25.9%	1,002	30.9%	507	22.3%	493	No Change
Derwentside	19.5%	993	21.4%	505	16.6%	495	No Change
North Tyneside	20.7%	1,000	20.2%	493	25.3%	492	No Change
Sedgefield	16.8%	1,002	19.3%	994	22.8%	491	No Change
South Tyneside	20.2%	996	19.8%	516	21.8%	500	No Change
Sunderland	20.0%	1,011	18.7%	499	19.9%	500	No Change
Teesdale	22.1%	994	23.6%	509	21.9%	503	No Change
Wansbeck	19.3%	1,009	18.7%	502	22.4%	496	No Change
Wear Valley	17.9%	1,039	19.4%	507	21.0%	498	No Change

Source: Sport England's Active People Survey

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CIPFA DATA FROM CULTURE, SPORT & RECREATION STATISTICS 2008/09

NET EXPENDITURE PER HEAD OF POPULATION

The net expenditure for the various elements of Sport & Recreation per head of population compare as follows:-

	HARTLEPOOL	ENGLISH UNITARIES	MIDDLESBROUGH	REDCAR	STOCKTON
Indoor Sports & Recreation Facilities	£9.19	£9.03	£19.53	£12.07	£13.21
Outdoor Sports & Recreation Facilities	£4.53	£1.63	£2.57	£1.49	-
Sports Development & Community Recreation	£9.86	£2.07	£9.90	£1.92	£3.03
Community Parks & Open Spaces	£5.44	£12.85	£18.52	£7.88	£3.19
Countryside Recreation & Management	£4.28	£1.32	£1.76	£4.51	£7.66

PRICING COMPARISONS (Casual Prices) 2008/09

	HARTLEPOOL	ENGLISH UNITARIES	MIDDLESBROUGH	REDCAR	GATESHEAD
Management Arrangement	In-house		In-house	Trust	In-house
5-a-side	28.25	40.21	40.00	36.00	37.60
Badminton	5.30	8.33	7.45	7.90	9.40
Squash	4.15	8.26	10.28	5.30	8.93
Fitness Room	2.30	5.16	3.50	4.75	3.75
Exercise Class	3.50	4.53	3.10	3.10	4.00
Swim Adult	2.35	2.98	-	3.10	2.70
Swim Junior	1.50	1.81	-	1.80	1.60
Pool Hire – Clubs	41.50	65.26	-	90.00	32.00

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	HARTLEPOOL	ENGLISH UNITARIES	SOUTH TYNESIDE	NEWCASTLE	SUNDERLAND
Management Arrangement	In-house		In-house	In-house	In-house
5-a-side	28.25	40.21	35.00	37.00	35.70
Badminton	5.30	8.33	7.00	7.40	7.10
Squash	4.15	8.26	-	5.70	6.30
Fitness Room	2.30	5.16	3.95	5.00	4.30
Exercise Class	3.50	4.53	3.95	4.50	3.95
Swim Adult	2.35	2.98	3.70	3.00	3.05
Swim Junior	1.50	1.81	2.75	1.90	2.70
Pool Hire – Clubs	41.50	65.26	56.00	90.00	35.00

NB - Stockton's Trust Operator did not return any data. Similarly no data is available for any of the Durham County providers due to Local Government reorganisation.

SPORT & RECREATION OPERATING BUDGETS													
2008/2009	GRAYFIELDS	SUMMERHILL	HEADLAND SPORTS HALL	MILL HOUSE LEISURE CENTRE	SPORTS DEVELOPMENT	SPORT & RECREATION GENERAL	INDOOR BOWLS CENTRE	BRINKBURN POOL	PRIMARY SWIMMING	BOROUGH BUILDINGS	BOROUGH HALL BAR	SPORTS RECHARGES	CARLTON
Employees	30000.00	132953.00	98122.00	700729.00	238307.00	44157.00	0.00	0.00	56249.00	58645.00	14780.00	0	320682.00
Premises	33139.00	35338.00	29637.00	223414.00	0.00	10000.00	0.00	18952.00	1500.00	60818.00	0.00	0	40050.00
Transport	0.00	1509.00	0.00	0.00	18065.00	1185.00	0.00	0.00	54067.00	0.00	109.00	0	23061.00
Supplies & Services	9588.00	22997.00	25927.00	101269.00	45538.00	33512.00	0.00	7232.00	10682.00	13406.00	30030.00	-3328	62333.00
Transfer payments	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	20100.00	0.00	0.00	0.00	3734.00
Support Services	4287.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	13371.00	0.00	0.00	17917	13893.00
Third Party Costs	0.00	1159.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	332500	0.00
TOTAL EXPENDITURE	77014.00	193956.00	153686.00	1025412.00	301910.00	88854.00	0.00	26184.00	155969.00	132869.00	44919.00	347089.00	463753.00
Income	19927.00	27474.00	75248.00	344269.00	62000.00	0.00	25500.00	0.00	169509.00	43642.00	90813.00	0	408883.00
NET OPERATING COST	57087.00	166482.00	78438.00	681143.00	239910.00	88854.00	-25500.00	26184.00	-13540.00	89227.00	-45894.00	347089.00	54870.00
2009/2010	GRAYFIELDS	SUMMERHILL	HEADLAND SPORTS HALL	MILL HOUSE LEISURE CENTRE	SPORTS DEVELOPMENT	SPORT & RECREATION GENERAL	INDOOR BOWLS CENTRE	BRINKBURN POOL	PRIMARY SWIMMING	BOROUGH BUILDINGS	BOROUGH HALL BAR	SPORTS RECHARGES	CARLTON
Employees	42596.00	161950.00	110421.00	797967.00	260059.00	55505.00	0.00	0.00	66715.00	59875.00	15042.00	0	347030
Premises	33967.00	36807.00	35377.00	232001.00	0.00	10250.00	0.00	19867.00	1538.00	50576.00	0.00	0	41140
Transport	0.00	1547.00	0.00	0.00	18517.00	1214.00	0.00	0.00	44432.00	0.00	112.00	0	23638
Supplies & Services	9827.00	23570.00	34414.00	108272.00	38271.00	34349.00	0.00	10456.00	10912.00	13740.00	25143.00	0	63894
Transfer payments	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	20603.00	0.00	0.00	0.00	3827
Support Services	4395.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	28171.00	0.00	0.00	18365	14240
Third Party Costs	0.00	1188.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	340813	0.00
TOTAL EXPENDITURE	90785.00	225062.00	180212.00	1138240.00	316847.00	101318.00	0.00	30323.00	172371.00	124191.00	40297.00	359178.00	493769.00
Income	20426.00	28161.00	84775.00	351515.00	63551.00	0.00	25500.00	3000.00	173747.00	44733.00	87446.00	3411	426472
NET OPERATING COST	70359.00	196901.00	95437.00	786725.00	253296.00	101318.00	-25500.00	27323.00	-1376.00	79458.00	-47149.00	355767.00	67297.00
2010/2011	GRAYFIELDS	SUMMERHILL	HEADLAND SPORTS HALL	MILL HOUSE LEISURE CENTRE	SPORTS DEVELOPMENT	SPORT & RECREATION GENERAL	INDOOR BOWLS CENTRE	BRINKBURN POOL	PRIMARY SWIMMING	BOROUGH BUILDINGS	BOROUGH HALL BAR	SPORTS RECHARGES	CARLTON
Employees	39550.00	155033.00	129381.00	654281.00	298144.00	116311.00	0.00	0.00	86041.00	60137.00	14829.00	0.00	356920.00
Premises	0.00	0.00	359.00	0.00	0.00	0.00	0.00	41486.00	1576.00	0.00	0.00	0.00	48411.00
Transport	0.00	1586.00	0.00	2050.00	21054.00	2409.00	0.00	0.00	43410.00	0.00	115.00	0.00	23783.00
Purchases	0.00	0.00	0.00	0.00	0.00	0.00	0.00	2101.00	4318.00	0.00	0.00	0.00	20198.00
Insurances	0.00	0.00	0.00	0.00	0.00	0.00	0.00	780.00	1818.00	0.00	0.00	0.00	3461.00
Supplies & Services	12925.00	24297.00	38905.00	125290.00	48891.00	68018.00	0.00	2517.00	663.00	14085.00	22771.00	0.00	43578.00
Buy back schemes	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	3556.00	0.00	0.00	0.00	0.00
Transfer payments	0.00	0.00	0.00	0.00	0.00	0.00	0.00	5320.00	36118.00	0.00	0.00	0.00	0.00
Support Services	4505.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	15328.00	2165.00
Third Party Costs	0.00	1218.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	349333.00	0.00
TOTAL EXPENDITURE	56980.00	182134.00	168645.00	781621.00	368089.00	186738.00	0.00	52204.00	177500.00	74222.00	37715.00	364661.00	498516.00
Income	20937.00	29002.00	70752.00	359800.00	78598.00	0.00	25500.00	2000.00	150730.00	52852.00	67632.00	0.00	487208.00
NET OPERATING COST	36043.00	153132.00	97893.00	421821.00	289491.00	186738.00	-25500.00	50204.00	26770.00	21370.00	-29917.00	364661.00	11308.00



Diversity Impact Assessment (Predicted Assessments)

Lead Officer: Pat Usher	Published Date: 01.09.2010
Who has undertaken the assessment: Sport & Recreation SDO senior team	
Date forwarded to Departmental Diversity Rep: 24.09.2010	

Is the subject to be assessed a: <i>(Please tick)</i> <div style="display: flex; justify-content: space-around;"> Strategy <input checked="" type="checkbox"/> Policy <input type="checkbox"/> Service <input type="checkbox"/> </div> <div style="display: flex; justify-content: space-around;"> System <input type="checkbox"/> Project <input type="checkbox"/> Other _____ </div>
Name of the assessed and brief description: SDO Options Review – Sport and Recreation services

What is being assessed is <i>(please tick)</i> <div style="display: flex; justify-content: space-around;"> Existing <input type="checkbox"/> New <input checked="" type="checkbox"/> </div>

Is a copy of the new policy/strategy attached <i>(please tick)</i> <div style="display: flex; justify-content: space-around;"> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> </div>
If No, where can it be viewed?

Links into Community Strategy and Council Themes <i>(please tick box(es))</i>	
Jobs and the Economy <input type="checkbox"/> Lifelong Learning and Skills <input type="checkbox"/> Health and Care <input type="checkbox"/> Community Safety <input type="checkbox"/> Organisational Development <input type="checkbox"/>	Environment <input type="checkbox"/> Housing <input type="checkbox"/> Culture and Leisure <input checked="" type="checkbox"/> Strengthening Communities <input type="checkbox"/>

Stage 1 - Overview

1. Please give a brief description of the aims, objectives or purpose. <i>(Note: Wherever possible please quote from the document)</i>	
Purpose is to re-configure services delivered by Sport & Recreation services to accommodate a reduced budget whilst minimising as far as possible, an adverse impact to public services	
2. Who is responsible for implementation?	
Sport & Recreation Manager	
3. Who are the main stakeholders? (please tick)	
The General Public <input checked="" type="checkbox"/>	Public Sector Service Providers <input type="checkbox"/>
Employees <input checked="" type="checkbox"/>	The Community & Voluntary Sector <input checked="" type="checkbox"/>
Elected Members <input checked="" type="checkbox"/>	

Stage 2 – Research and Findings

4. What evidence do we presently have and what does it tell us? <i>(Include any numerical data, public consultation or involvement, anecdotal evidence and other organisations' experiences, outcome of any previous service related INRA, entry into the Risk register)</i>
<ul style="list-style-type: none"> ➤ We have information on our services from the Ipsos MORI Hartlepool Household Survey 2008. This showed an increase in satisfaction rates with the facilities in Hartlepool to 74%. This was an improvement of 4% since 2004. ➤ We also have the findings from the Department's Scrutiny Forum Investigation into 'Access to Recreation Facilities for Vulnerable/Older People". This investigation explored the factors which might prevent access to facilities / activities and concluded that whilst facilities were generally accessible, further updating was required. It also concluded that more needed to be done to raise awareness of the availability of services and activities. ➤ We have conducted satisfaction surveys – The Active People survey and User Surveys. Responses generally show high levels of satisfaction with our services. We did however find some dissatisfaction with the physical infrastructure of Mill House Leisure Centre (ageing building issues) but this has subsequently been rectified with the recent building improvements (2010) which has improved access significantly. ➤ We have used the consultation system Viewpoint 1000 extensively regarding specific issues (eg. Swimming, physical activity participation, community centre consultation etc.) This has given us information which has helped us identify problems such as the

access problems mentioned above which has informed service development such as modifications to our buildings.

- The Annual Leisure Centre user surveys allow us to monitor things such as catchment areas for users, age etc. The responses have shown us that not all of our facilities are truly inclusive. We found that people local to Mill House Leisure Centre were not making use of the facilities. This led to the introduction of the Leisure Card with concessions for older people and people on benefits.
- Sport England Active People database. A survey of adult participation and volunteering in sport, etc. This helps us to build a detailed picture of target groups in areas of Hartlepool, for example single mums or older people. This helps us to focus on priority groups.
- We use direct consultation to highlight gaps in our services, or things that stop people from using our services or facilities. We have spoken with Talking with Communities, Youth Forum, User Groups, 50+ Forum, Sportability Club, Hart Gables and the Salaam Centre. We have participated in a 'Stakeholder Challenge'. Through consultation, we are able to adjust our services accordingly. Lack of awareness of the services and activities on offer is the main issue that is frequently raised.

Services have an open approach and willingness to address new needs raised.

5. Identify the gaps in the evidence that we presently have?

We do not have quantified evidence of people potentially impacted by the SDO proposals

6. Record what needs to be done to gather further evidence to undertake the impact assessment?

If the proposal to cease the direct funding of Hartlepool Sportability Club is made, further evidence of the impact of this on the club may need to be made.

Please note: You will need to have viewed your data or insufficient data before answering the following questions. If no data is available, you will need to make a record of this within your answers below and indicate how this data will be gathered in the future. *(Please refer to glossary for the terms- unmet needs, differential impact, positive impact, negative impact and adverse impact provided in the guidance)*

7. Are there any unmet needs/requirements that can be identified from your research that impact specific equality groups? Which equality groups does it impact?
Current evidence is that the expressed needs of diversity groups are being met.
8. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of gender? Gender refers to male, female and transgender. Please explain your answer.
No. The changes proposed in the SDO report will have no differential impact on grounds of gender. The proposals will primarily affect opening hours and where services are delivered from
9. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of racial or ethnic origin? Please explain your answer.
No. The changes proposed in the SDO report will have no differential impact on grounds of race or ethnic origin. The proposals will primarily affect opening hours and the availability of specific services.
10. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of religion or belief? Please explain your answer.
No. The changes proposed in the SDO report will have no differential impact on grounds of religion or belief. The proposals will primarily affect opening hours and the availability of specific services.
11. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of disability? Please explain your answer.
It is possible that one proposal, the cessation of a grant to Hartlepool Sportability Club could have an adverse impact on grounds of disability. To minimise this risk, Officers will continue to monitor the situation and assist the Club to access alternative sources of funding.
12. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of age? Please explain your answer.
No. The changes proposed in the SDO report will have no differential impact on grounds of age. The proposals will primarily affect opening hours and the availability of specific services.

13. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of sexual orientation? Please explain your answer.	
No. The changes proposed in the SDO report will have no differential impact on grounds of sexual orientation. The proposals will primarily affect opening hours and the availability of specific services.	
14. Summary of adverse impacts (please tick)	
Gender <input type="checkbox"/>	Disability <input checked="" type="checkbox"/>
Race/Ethnic Origin <input type="checkbox"/>	Age <input type="checkbox"/>
Religion/Belief <input type="checkbox"/>	Sexual Orientation <input type="checkbox"/>

Stage 3 – Consultation

15. Who have you consulted with?
<p>Heads of other Sport & Recreation services in the North East region & other Heads of service within Community Services.</p> <p>Consultation with the Club has not been possible at this stage although this is timed to occur prior to the availability of information to the public.</p>
16. Summary of findings/recommendations from the consultation
<p>The service acknowledges that there may be the possibility of adverse impact on the group identified. This will require ongoing dialogue and Officer support.</p>

Stage 4 – Adverse Impacts

17. Please give details of what the predicted adverse impact is expected and which groups or individuals it affects.
The Club which provides recreational and sporting opportunities to disabled adults may suffer financial difficulties as a result of the loss of the grant. This in turn may impact upon the opportunities they are able to offer to members.
18. Record what immediate actions are taken prior to implementation to address the adverse impact?
Consultation with the Club and ongoing dialogue with the Club to offer assistance with sourcing alternative funding streams.
19. Can the adverse impact be justified for any reason? Please explain. (Legislation, promoting equality of opportunity for one group (positive action) etc.)
The Club is the only one receiving direct funding support from the council without, and unlike other clubs, having to go through an application process. There is a concern that not all Clubs are being treated equally which could lead to criticism.

Stage 5 – Action Planning and Publishing

20. What actions are needed to be taken after the implementation		
Action	Responsible officer	Completion Date
Consultation with Hartlepool Sportability Club	John Mennear / Pat Usher	15/11/2010
Meet with the Club officials to discuss options for alternative sources of funding	Maxine Crutwell	31/03/2011
21. What are the main conclusions from the assessment?		
<p>The SDO proposals for Sport & Recreation services in most respects are unlikely to have any disproportionate negative or positive impact on any diversity group.</p> <p>However Hartlepool Sportability Club may be adversely affected by the proposal to cease direct funding support.</p> <p>Plans to mitigate and address any concerns will be taken.</p>		
22. How is the impact assessment published/publicised?		
<p>If the SDO proposals are accepted the DIA will be published and available to public and staff</p>		

23. How is the impact further assessed after its implementation?

Longer term impact will be assessed as part of the overall impact assessment of the SDO proposals if they are implemented

Signed: Pat Usher

Date: 01/09/2010

Head of the Service: Sport & Recreation Manager

CABINET REPORT

6 December 2010



Report of: Director of Child and Adult Services

Subject: BUSINESS TRANSFORMATION - LIBRARIES & COMMUNITY RESOURCES SERVICE DELIVERY OPTION REPORT

SUMMARY

1. PURPOSE OF REPORT

- 1.1. To inform Cabinet of the findings of the Libraries & Community Resources Delivery Option Review and the options appraisal aspect of the review.

2. SUMMARY OF CONTENTS

- 2.1. The Service Delivery review for Libraries & Community Resources has an SDO efficiency savings target of £156,750, which represents a cost reduction of 7.1% from a combined total budget of £2,209,023.
- 2.2. The public libraries provide community based information, reading and learning services and promote reading and writing as cultural and recreational activities. The service is statutory. Community Resources provide and manage community centres for groups, organisations and individuals to hire rooms and halls throughout the town.
- 2.3. A number of service delivery options exist including transfer or externalisation of the service, private/public partnership, voluntary partnership and joint arrangements across authorities, however none of these offer significant savings in the short term and each of these alternative delivery models require further consideration to be given to them over the next 12 months.
- 2.4. Proposed changes to current service arrangements can deliver savings to meet the target. There are also actions that can be taken to develop services in new ways and minimise negative impact of any changes.
- 2.5. The report proposes as the preferred option to achieve the required savings reducing library opening hours, ceasing to provide a Sunday opening at central library, the co-location of Throston Grange library and community centre in one building, the closure of Foggy Furze branch library and improved analysis of stock need to improve purchasing efficiency. To limit negative impact the library proposes increasing investment in outreach

services within communities, and the development and promotion of improved online library access and services. The co-location with the community centre in Throston Grange will also bring a fresh approach to the delivery of combined community services in that area.

2.6. The proposed savings are as follows:-

Proposed Efficiency Description	Efficiency £
Change opening hours of branch and central libraries	£27,883
Discontinue Sunday Service	£28,477
Combine Throston Grange Library and Community Centre	£30,877
Increased efficiency in stock procurement	£22,500
Closure of Foggy Furze Library	£47,536
Gross TOTAL	£157,273

- 2.7. Major changes to how the library service is delivered such as the creation of a Trust, commissioning another organisation to run the services or a major transfer of assets and/or responsibility for delivery to another organisation are not possible within the available timeframe for this SDO.
- 2.8. However these alternative delivery models do remain opportunities for further exploration in the longer term to meet subsequent financial challenges and consideration needs to be given to the transformation options relating to these services over the next 12 months. The level of library service provided cannot be sustained in the current economic circumstances if these require substantial reductions to the budget.
- 2.9. A reduction in opening hours can be off-set by increased investment, improvement and promotion of the online library service which allows people to order books online and collect from their library of choice at a time convenient to them, and to access a number of quality library reference sources from anywhere online by entering their Hartlepool library membership number.
- 2.10. Proposals to adjust services need to be planned rationally. Service asset management planning provides a rational framework to evaluate property requirements and service provision. Within this framework the review proposes co-location of services in Throston Grange and closure of Foggy Furze branch.

- 2.11. Price for stock procurement has been well managed through a regional agreement. Further efficiency in procurement can be achieved through better analysis of demand and better choice of stock.
- 2.12. The software to analyse stock use and demand will result in a more accurate stock purchasing strategy. Stock in each library will more accurately reflect the measured demand of local users. There should be no discernable deterioration in stock quality and availability despite the reduction in expenditure.
- 2.13. A Diversity Impact Assessment has been completed and is attached at **Appendix 6** to this document.
- 2.14. The benefits of following the preferred option as set out in the main report are that savings are made whilst negative impact on the public is minimised.

3. RELEVANCE TO CABINET

- 3.1. The report details options for one of the reviews which form part of the Service Delivery Options Programme, is part of the Business Transformation Programme, and is therefore relevant for a Cabinet decision.

4. TYPE OF DECISION

- 4.1. Key Decision, Tests i applies. Forward Plan Ref: CAS82/10.

5. DECISION MAKING ROUTE

- 5.1. Cabinet - 6th December 2010.

6. RECOMMENDATIONS

- 6.1. Cabinet are asked to approve the preferred option as stated in section 6.6 (e) of the main report.
- 6.2. Cabinet are asked to agree the proposals for the achievement of the £157,273 savings which are stated in Section 6 of the main report.
- 6.3. Cabinet are asked to note the alternative delivery models which are stated in Section 6 of the main report and that further consideration is given over the next 12 months of the transformation options relating to the services included in this particular service delivery review.

Report of: Director of Child and Adult Services

Subject: BUSINESS TRANSFORMATION - LIBRARIES & COMMUNITY RESOURCES SERVICE DELIVERY OPTION REPORT

1. PURPOSE OF REPORT

- 1.1. To inform Cabinet on the findings of the Libraries & Community Resources, service delivery options review and the options appraisal aspect of the review.

2. BACKGROUND

- 2.1. The public libraries provide community based information, reading and learning services and promote reading and writing as cultural and recreational activities. The service is statutory. Under the 1964 Public Libraries and Museums Act local authorities are required to provide a 'comprehensive and efficient' public library service. The service is widely used, 47.9% of the town's adult population used the service in 2009 (Ipsos-Mori Active People Survey). Satisfaction rates are high, 89% of users stating they are satisfied or very satisfied with the service (Ipsos –Mori Household Survey 2008). The current service operates through the Central Library, in York Road, branches at Owton Manor, Foggy Furze, Seaton Carew, Throston Grange, West View and Headland, a mobile bus and a home delivered service for people who have difficulties leaving their home. Services provided include early years, literacy development, children and schools, reading and literature, services to older people and people with special needs, information advice and guidance, learning support, study space and public access to computers and the internet. Libraries also have an important role as community meeting places, space for informal social contact and places for children to undertake positive activities in a safe and socially responsible environment.
- 2.2. Community Resources provide and manage community centres for groups, organisations and individuals to hire rooms and halls throughout the town. Usage is wide and varied. It includes clinics and services for parents and carers, after school and holiday activities for children, youth clubs, dances, social events, indoor sports, fitness activities, education classes, services for older people and people with special needs, private and public meetings and meetings of clubs and societies. Currently there are centres, of varying size and capacity in Owton Manor, Seaton Carew, Jutland Road, Burbank, Throston Grange and West View. 63% of the town's residents stated they are satisfied or very satisfied with the service. (Ipsos –Mori Household Survey 2008)

- 2.3. Libraries and Community Resources sections of Community Services are part of the Child and Adult Directorate. They were combined within one section, Libraries and Community Resources in February 2010 and seek to achieve improvement of services and efficiencies through increased integration and joined-up working.

3. BACKGROUND OF REVIEW, SCOPE & OBJECTIVES

- 3.1. As part of the Tier 4 exercise of the Business Transformation Corporate Restructure/Management Structures workstream four service areas, Libraries, Community Resources (the community centre network), Community Pool/Civic Lottery and Youth Centre Buildings were combined within one section now known as Libraries and Community Resources. This became effective from February 1st 2010. Previously Libraries were a single section whilst Community Resources and Community Pool/Civic Lottery operated within the Sport and Leisure section. Youth Buildings operated within Youth Services.
- 3.2. SDO targets have been re-assigned to the new section. Libraries and Community Resources are jointly reviewed within this SDO report. Youth Buildings were reviewed as part of the year one Youth Service SDO review and are not included in this review. Community Pool operates independently of the other services and is to be reviewed in its own separate SDO.

In 2008/9 the Library budget was £1,850,026.

The SDO efficiency target is £138,800

This represents a cost reduction of 7.5%

In 2008/9 the Community Resources budget was £358,997.

The SDO efficiency target is £17,950

This represents a cost reduction of 5%

Libraries and Community (the scope of this review) therefore had a combined 2008/9 budget of £2,209,023,

The SDO efficiency target is £156,750.

This represents a cost reduction of 7.1%

- 3.3. The review looks at options for managing, financing and operating library services and community centres (community resources). It examines these within the immediate requirements of SDO, but also considers scope for further changes to address the anticipated future financial pressures.
- 3.4. Two areas currently reported in the library budget are excluded from the scope of this review for the following reasons:-

The Archives Service. This is reported in the library budget but is a joint service of the former Cleveland authorities managed by Middlesbrough and controlled by a joint members committee. Any proposals to change this service would have to follow a different route to SDO.

The Library Café. This has links to all catering within Community Services. It is proposed that this service be reviewed in year three as part of an overall review of Community Services catering within the Cultural Services SDO.

4. REVIEW APPROACH

- 4.1. The review approach was for a core team to meet to consider options that were available and how they could practically be implemented. The core team identified who should be consulted and what further research was necessary. The team identified what it saw as the main options for service delivery. These were then examined in terms of potential financial savings, practicality and the time frame in which they could be implemented.

5. BASELINE DATA

- 5.1. Cost and performance for Hartlepool's libraries is comparable to neighbouring authorities. In 2008/9 annual library expenditure per thousand people in Hartlepool was £21,695, in Redcar and Cleveland £21,352, in Middlesbrough £20,702 and in Stockton £15,789. (Per head of population, Stockton has less branches than the other authorities). Nationally across forty five unitary authorities who reported data to CiPfa for 2008/9 the annual cost for libraries per 1000 population is highest at £35,324, (Bournemouth), and lowest at £13,688. (North Lincolnshire). Including the mobile library, Hartlepool has 8 service points, Middlesbrough 14, Redcar and Cleveland 15 and Stockton 14. In 2008/9 22% of the population borrowed from the library in Hartlepool, compared to 19% in Middlesbrough, 19% in Stockton and 23% in Redcar and Cleveland. By national comparison Hartlepool libraries are well used, but they are also well resourced. They are in the upper quartile for both visits and expenditure. The full baseline data for the Hartlepool library services and the community Centres is attached as **Appendix 1**.

6. OPTIONS ANALYSIS

- 6.1. The following were identified as being delivery options that were worthy of consideration.

- a) Transfer or externalisation of the service; charitable trust.
- b) Creation of a Public/Private partnership.
- c) Joint service delivery across authorities.
- d) Third Sector partnership
- e) Change to current arrangements, service standards and thresholds.

6.2. OPTION A – Transfer or externalization of the service – charitable trust

Although there are no instances of stand alone library or community centre trusts, there are instances of libraries within some of the cultural and leisure trusts operating in the UK. Examples include Sandwell, Wigan, and recently in 2010, Peterborough. The review team looked at

the experiences of Wigan as reported by the Museums, Libraries and Archives Council (MLA) (**Appendix 2**), and also looked at a paper produced by the European Services Strategy Unit (2008) which makes a case against the trust approach (**Appendix 3**)

A main financial advantage to the Trust approach is that it does not have to pay rates. There may be some additional scope for flexibility, but little mention of significant additional advantage is mentioned in the Wigan report. Rates savings from libraries are relatively low and the gain for libraries in Wigan has been that some of the large leisure centre rates savings have been transferred to invest in libraries. The Wigan experience concludes that a Trust needs to be sufficiently large to deliver economies of scale. The review team's view is that Hartlepool's library and community services could not initiate an independent trust solution on their own. The services are not large enough to deliver economies of scale to cover the management and governance costs of an independent trust which means there would be no financial advantage. This option could only be considered if the services were included as part of a larger trust proposal. It also noted that not all trusts have been successful and that this approach is not a guarantee of success, improvement or financial stability.

6.3. **OPTION B – Creation of a public / private partnership**

The review team did not find examples of community centres in the UK operated by a private company. The only example of a commercial company being commissioned to run libraries in the UK is in the London Borough of Hounslow where John Laing Integrated Services manage a number of culture and leisure services, including libraries, but not community centres. (Further details **Appendix 4**). These services were previously operated as a Trust, but the Trust experienced a number of difficulties before the Council appointed a private company to manage the services.

A member of the review team attended a presentation by John Laing Integrated Services on their experiences in relation to libraries in July 2010. As with the previous example of creating a charitable trust, it is difficult to see how Libraries and Community Services alone could provide the economies of scale to make this approach workable. It could only be followed up as part of a larger venture. For this reason this was not seen as a practical option for SDO review. It is also early days for the partnership in Hounslow. Within a ten year contract it is not clear how far a council would have the flexibility to reduce its funding to a service provider in a period of reduced council income.

As is indicated in both the Trust and commercial partner options, there is currently no suitably large entity that Hartlepool Libraries and Community Resources are part of. To move to a service commissioning approach will require such an entity to be created. Whether this is, for example, a local leisure and culture consortium, or a franchised regional or national

libraries service would depend on developments beyond Hartlepool and Hartlepool Libraries and Community Services.

6.4. **OPTION C – Joint service delivery across authorities**

This approach seeks economies of scale, particularly in relation to back office functions. Scope for advantage through joint working appears more obvious within the library service than community centres as there are areas of potential combined back office function such as procurement and stock management. Community Resources are primarily local and front line. There are a number of cross authority services within the cultural sector in the Tees Valley area, e.g. Archives and Archaeology. Within the library sector there is already a large amount of joint working within the North East Region. Financially the most significant partnership is the regional consortium for stock procurement which provides a very substantial discount on stock purchase. Arrangements also exist in training, local history, heritage and services to children.

Museums, Libraries and Archives Council (MLA), The Local Government Association (LGA) and Local Government Improvement and Development (formerly IDeA) are supporting projects nationally examining cross authority joint working. Heads of service for each of the five Tees Valley Authorities are examining scope for increased joint arrangements in this area and potential for savings. This offers potential longer term to achieve some efficiencies, but constructing formal partnership arrangements will require a longer time frame than is available for the SDO and therefore cannot offer savings at this stage. Further consideration will be given to this delivery model over the next 12 months.

6.5. **OPTION D – Third sector partnership**

The town's library service already operates partnerships with the voluntary sector. It provides stock for a library operated by the Wharton Trust and also provides stock for a volunteer library at Hartfields. Provided stable and reliable voluntary sector partners are available provision of volunteer based libraries could be extended. The council's library service acts as the support and anchor to the service, and provides relevant professional expertise but does not deliver the community based front line service. The library is currently working with Wharton Trust to review current operation of the partnership and to explore ways for this, and other partnership models to be extended.

For Community Resources, the team looked at asset transfer, but at this stage was unable to identify an organisation currently able to take over management and operation of any of the council's community centres. The SDO targets can be achieved without asset transfer and community operation of community centres, however longer term without organisations from the voluntary sector taking up this option it is unlikely the Council will be able to maintain the number of centres currently

operating. Again further consideration will be given to this delivery model over the next 12 months.

6.6. **OPTION E – Change to current arrangements, service standards and thresholds**

The review team found this option the only approach able to deliver the SDO targets within the timeframe available and therefore it is the preferred option. It found scope for meeting the efficiencies required by reducing staff costs, buildings costs and materials costs within both the libraries and community centres. Efficiency savings of approximately 3% had been taken from the library budget annually in the three years up to the commencement of Business Transformation and additional staff efficiencies were made at Business Transformation tier 5. Both Libraries and Community Resources are struggling to deliver current service commitments with the resources available. Further efficiencies would involve reductions to front line services. The team has looked at ways of achieving this whilst minimising negative impact on the services delivered to the public.

The team proposes a reduction in opening hours based on analysis of use. Reduction in opening hours (**Appendix 5**), would allow for a reduction in staffing. In the proposal libraries would open at 10.00am instead of the current 9.30am and close at 6.00pm rather than current 7.00pm. Half day openings in branches would cease and be replaced by a full day's closure. The central Library would close at 2.00pm on a Saturday afternoon instead of the current 5.00pm. Sunday services, which are used less than weekday services would cease. These changes would provide significant revenue savings. Other library services regionally indicate they are also considering reducing opening hours. It is already established practice in Stockton for most branches to open at 10.00am, and in Middlesbrough for branches to close at 5.00pm two out of four evenings per week. A full day closure during the week for many branches also applies in both these authorities. A reduction in opening hours can be seen as a way of reducing costs without significantly reducing overall service. To further limit impact on the public the library would propose an increase in community outreach services to local venues. Additionally the library proposes increased development and greater use of online library services.

With Property Services, Library and Community Resources have been reviewing buildings to produce a service asset management plan. Within the criteria of asset management there are reasons to seriously consider closure of Foggy Furze Library. The building is old (Victorian,) was not designed to deliver library services, and is on land that has potential commercial value. It is also relatively close to the Central Library. Foggy Furze library operating costs and its buildings costs, (now held within the Regeneration and Neighbourhood budget), would deliver substantial savings. To limit negative impact on the public the library would propose an increase in community outreach services to local venues in the

catchment area. New stops for the mobile library can be created. Additionally the library proposes increased development and greater use of online library services. Closure of libraries is never popular and therefore to date there is little comparative evidence of closures in neighbourhood authorities. However in the current economic circumstances a number of regional authorities acknowledge the need to prioritise use of resources and review the number of service points provided.

The service asset management plan also identifies that the library in Throston Grange is well used, but the building is poor. The community centre next to the library is a better building, but is currently not well used. The team saw this as an opportunity to merge the two services and create a library and community venue within the community centre building. The current library building could then be disposed of. This would maintain both services in the area and make more efficient use of resources. There would be a need for both Library and Community Resources staff to be flexible and to adapt their role to delivering a combined service. The services available would also have to adapt to the changed circumstances. There is however a strong synergy across libraries and community centres that should enable this. Combining the two services would deliver significant savings. They would include buildings costs savings from budgets now held by Regeneration & Neighbourhood.

A key element of minimising negative impact on the public of changes to library openings is increased investment in online services. This contains three principle strands.

Select and Collect: The library will procure updated software for the library online catalogue. The software displays book-cover images for the user and makes the process of online ordering more attractive. The service will be accessible 24/7 from any library, and also from home, or from any online computer. Point of collection can be specified and therefore scope to provide additional or alternative points of issue and return with different access hours is possible where appropriate conditions can be met. (NB direct or postal delivery is not economic). Promotion of this approach to book selection, as well as limiting the negative impact of the proposed changes to current library opening, may also attract new users who currently do not visit libraries but would prefer the convenience of an online service. The upgrade is budgeted for as part of service development and will not impact on SDO savings.

Provision of online access to reference resources. Major reference resources for art, science, law, languages etc, newspaper and periodicals archives and other research sources are now purchased as an online service, rather than in hard copy on library shelves. For almost all these resources entering the barcode number of a Hartlepool library membership card provides online access to these resources from anywhere, at any time, meaning the service remains open when the library is closed.

e-books: From 2011/12 the library proposes to buy a proportion of its book-stock as downloadable e-books. Rather than borrowing a physical book, a member of the public can download a book to their PC, e-reader, l-pad or similar device to read. Normal library loan arrangements apply and the technology means the book remains accessible to them for the specified loan period only. It is not anticipated that everybody will own the necessary devices to read e-books, nor that everyone will wish to use this service, however it is a direction technology is moving in.

In reviewing procurement, the major area for libraries is the purchase of library stock. The team was satisfied that the regional purchasing agreement managed by NEPO represented value for money. Increased efficiency would lie in better analysis of what to buy. Technology is now available to analyse in detail patterns and types of stock borrowing in all libraries. This will enable more accurate purchasing of stock in relation to demand which in turn means more efficient and lower cost purchasing without a fall in service standard. This will allow a substantial revenue efficiency saving.

These changes combined can deliver the full SDO efficiency target.

The review team has also consulted with Hartlepool Connect representatives. Currently community centre bookings are managed through the Hartlepool Connect. No other significant areas for transfer to Hartlepool Connect were identified. In the case of the library the preferred channel route for customer contact – online, is already available 24/7 via HBC website and the library proposes to increase these services. The team did however take the view that as the principal provider of public access PCs, and because library staff are trained to deal with information inquiries and assist the public in using ICT there is a valuable partnership available for libraries to be venues where online access to council services is promoted, supported and facilitated.

As a sub-script to these proposals it is worthwhile considering implications for this option alongside additional savings anticipated following the October 2010 comprehensive spending review. (This question is looked at further in section 12, 'beyond SDO'). Proposals such as external trusts or cross authority partnership cannot be implemented by 2011/12. It is also unlikely that these options would provide sufficient savings by themselves and that the actual level, or way services are delivered to the public will have to be reviewed in all circumstances. This means Option 'e': 'Change to current arrangements, service standards and thresholds' remains the principle option for delivering the anticipated additional savings for 2011/12. Additional savings of 10% will require additional reductions in the level of service provided and the level of staffing. There are different options for achieving this, but in some form they are likely to involve reduced opening hours and/or closure of one or more libraries and/or community centres. The proposals outlined above for limiting negative

impact would remain the same – co-location, better analysis of demand, increased outreach service and development of online services.

6.7. Summary of savings achieved through preferred option;

- SDO target calculated from 2008/9 budgets
- The savings for a) combining Throston Grange Library and Community Centre, and b) Closure of Foggy Furze Library include buildings cost savings. These are now held in the Regeneration and Neighbourhood Budget. The amount of savings proposed is taken from the 2009/10 budget as this is the last year these costs were identified in Library or Community Resources budgets.
- All other savings are calculated from 2010/11 budget figures

Proposed Efficiency Description	Efficiency £
Change opening hours of branch and central libraries	£27,883
Discontinue Sunday Service	£28,477
Combine Throston Grange Library and Community Centre	£30,877
Increased efficiency in stock procurement	£22,500
Closure of Foggy Furze Library	£47,536
Gross TOTAL	£157,273
SDO target	£156,750

7. IMPLEMENTATION COSTS

- 7.1. Change to opening hours in libraries. This leads to a reduction of 2 x FTE Band 6 library staff. If this involves Early Retirement and/or Voluntary Redundancy (ER/VR) these will be paid from central funds under SDO arrangements. There will be in house staff time costs in managing a relatively complex change in staffing arrangements and hours of work, but no additional funding is required.
- 7.2. Discontinuation of Sunday Services. There are no additional costs anticipated in this proposal.

- 7.3. Combining Throston Grange Library and Community Centre. There is a reduction of 0.5 FTE Band 6 Community Centre staff within this proposal. If this involves ER/VR these will be paid from central funds under SDO arrangements. There will be set up costs to develop the new combined centre. Fixtures and fittings and furnishing budgets from libraries and community resources for 2011/12 will be used for this. They will be some equipment in the current Throston Grange Library that can be used, or sold. Whilst this modest investment will be sufficient in the first instance, the building would benefit at the earliest opportunity from some building work, especially additional windows to improve both the natural light and the appearance of the centre. If this were considered by SCRAPT this would be of benefit to the project. Other additional investment to enhance and promote the new combined centre would be desirable, but is not identified at this stage.
- 7.4. Increased efficiency in stock procurement. Payment for the required software to enable this will be transferred from the stock budget.
- 7.5. Closure of Foggy Furze. Staff reduction is managed within the overall reduction of 2 x FTE Band 6 library staff described above.
- 7.6. The costs associated with the redundancies outlined above are between £30,000 and £85,000.

8. KEY MESSAGES

- Major changes to how the library service is delivered such as the creation of a Trust, commissioning another organisation to run the services or a major transfer of assets and/or responsibility for delivery to another organisation are not possible within the available timeframe for this SDO.
- However these do remain opportunities for further exploration in the longer term to meet subsequent financial challenges.
- In the time frame of SDO it is possible to meet the efficiency targets and maintain good services to the public.
- The level of library service provided cannot be sustained in the current economic circumstances if these require substantial reductions to the budget.
- A reduction in opening hours can be off-set by increased investment, improvement and promotion of the online library service which allows people to order books online and collect from their library of choice at a time convenient to them, and to access a number of quality library reference sources from anywhere online by entering their Hartlepool library membership number.
- Proposals to adjust services need to be planned rationally. Service asset management planning provides a rational framework to

evaluate property requirements and service provision. Within this framework the review proposes co-location of services in Throston Grange and closure of Foggy Furze branch.

- Price for stock procurement has been well managed through a regional agreement. Further efficiency in procurement can be achieved through better analysis of demand and better choice of stock.

9. BENEFITS & DETAILED IMPLICATIONS OF FOLLOWING THE PREFERRED OPTION

- 9.1. The benefits of following the preferred option are that savings are made whilst negative impact on the public is minimised.
- 9.2. Implications for the public in terms of changed opening hours during the week are limited. The closure of the Sunday service may have greater impact. Whilst the library is less well used on a Sunday compared to the rest of the week the complete closure on that day will inevitably cause some inconvenience. To counterbalance this, the current online library reservation and reference service is available 24/7. The library also proposes to introduce downloadable e-book services in 2011/12. However the closure will mean the venue as a place to study, and to access computers will not be available on a Sunday.
- 9.3. The closure of Foggy Furze Library has the potential to be unpopular as it is a well used venue. It also hosts a number of other services and events as it has room space for community use. To offset impact an increased proportion of staff resources will be directed towards delivering outreach services in different community venues, rather than just from the static branch. This approach may bring service improvements for some communities.
- 9.4. The proposed combining of Throston Library and Community Centre will require a re-design of both services. The hybrid will be different. There will be less book shelves than in the current library, and the shelves will have to be moveable to create space for certain community centre use. However this does not necessarily mean a decline in the quality of the books and materials available. Also as has been stated previously, the library proposes increased promotion and improvement of online ordering including a more attractive online catalogue. Stock not held at Throston will be able to be ordered and delivered direct to the branch. There will be some restriction on the type of community centre use that is possible during library opening hours, however current use is lower than for some community centres so there is the possibility and aspiration that the combination approach will actually have a positive effect and increase community centre use overall. Both services will benefit from working together and this is a creative opportunity to make efficient use of resources available.
- 9.5. The software to analyse stock use and demand will result in a more accurate stock purchasing strategy. Stock in each library will more accurately reflect

the measured demand of local users. There should be no discernable deterioration in stock quality and availability despite the reduction in expenditure.

- 9.6. The revised opening hours and closure of Foggy Furze would allow a staff reduction of 2 full-time equivalent employees (FTE's). The co-location of services in Throston Grange allows a reduction of community centre staff of 0.5 FTE. During consultation between library management and staff many staff have indicated a willingness to adopt a flexible approach including reduction of hours. Natural wastage has been anticipated in recruitment policy. It is hoped that flexibility will minimise serious negative implications for staff.
- 9.7. The re-structure will also need to create capacity for new emphases within areas of work. The development of and promotion of online services, similar to how Amazon operates in the book market, and investment in a downloadable e-book service will require staff input and management, as will taking services out to specific community venues as a replacement for static branch provision will require staff time. Staff will be required to adapt their current role to meet the demands of a changing service. Within community centres a more flexible approach will be required. Buildings assistants are currently based in one particular venue. In the future there will be increased need to work more flexibly and work in different centres depending on demand.

10. FINANCIAL IMPLICATIONS

- 10.1. The Service Delivery Options (SDO) programme has been designed to review all council activity over a three year programme and is planned to contribute over £3.5m in savings to the Business Transformation (BT) savings of £6m over this period. Each review has a target for savings set at the outset as part of this overall programme and these are assigned to specific financial years in the Medium Term Financial Strategy. For 2011/12 the MTFS forecasts are based on the achievement of £1.3m of Business Transformation SDO savings from 1st April 2011.
- 10.2. The Business Transformation programme was planned, as part of the MTFS, to support the budgetary position of the council through a managed programme of change. The economic climate of the country, and the likely impact of expected grant cuts post general election, mean that the anticipated budget deficits, after all BT and other savings are taken is still expected to be around £4m per annum for each of the next three years. These additional cuts equate to 4% of the annual budget and a cumulative cut of over 12% over three years. In practice there will be some areas Members wish to protect and this will simply mean higher cuts in other areas and/or the cessation of some services.
- 10.3. It has been identified in previous reports to Cabinet that a failure to take savings identified as part of the BT programme (and more specifically the SDO programme) will only mean the need to make unplanned cuts and

redundancies elsewhere in the authority. This position has been exacerbated through the economic circumstances and likely grant settlements and failure to implement SDO savings will in all likelihood make the 2011/12 budget position unmanageable owing to anticipated grant cuts commencing this year. In addition, as reported in the MTFs the Council faces a range of budget risks which exceed the available strategic risk reserve and this funding shortfall will need to be addressed in 2010/11 and 2011/12, which further reduces financial flexibility.

- 10.4. The SDO reviews are attempting to ensure that a service base can be maintained, costs can be minimised and the payback on any investment is maximised. In simplistic terms each £25,000 of savings identified which are not implemented will require one unplanned redundancy with likely associated termination costs. No funding is available for these termination costs as existing balance sheet flexibility is committed to supporting the SDO programme on a loan basis, so higher saving will be needed to fund these termination costs outright.

11. MONITORING & REVIEW ARRANGEMENTS

- 11.1. Provided the recommendations of the SDO review are accepted they will be implemented in line with the Service Efficiency Implementation Plan.
- 11.2. Public and service impact will be monitored on a three monthly basis to assess impact on visitor numbers, stock issues, centre bookings and customer satisfaction issues raised.

12. KEY RISKS

- 12.1. A Diversity Impact Assessment has been completed for this review and is included as **Appendix 6**. The following table identifies risks and risk management for the preferred review option.

Efficiency	Risk	Level	Actions to mitigate risk
Change opening hours of branch and central libraries	That some people are unable to use service at revised opening times	Medium	Monitor public reaction Be prepared to be flexible and adapt revised opening times if clear need exists (without increasing costs)
Discontinue Sunday Service	That some people are reliant on the Sunday service for access to library and ICT services	Medium	Monitor public reaction Be prepared to be flexible and adapt revised opening

			times if clear need exists (without increasing costs)
Combine Throston Grange Library and Community Centre	That the combined service delivery proves incompatible or problematic	Medium	Work with public to share development of new service model. Ensure sufficient funding is available to source suitable furniture and fittings to make new venue fit for purpose
Increased efficiency in stock procurement	Dissatisfaction in stock choice available	Low	Planning of stock purchase based on analysis of demand
Closure of Foggy Furze Library	Public dissatisfaction at closure at well used and popular venue. Discontinuation of services currently delivered at venue.	High	Work with groups using venue to find alternative accommodation Develop community outreach service to deliver library service to venues in catchment area
All changes impacting on employment	Deterioration in working harmony and staff relations. Industrial relations conflict and dispute.	High	Work closely with HR and follow advice and procedures. Maintain an open, honest and fair approach in all staff matters. Consult, communicate and listen to managers, officers and staff. Make full use of management academy opportunities.

13. BEYOND SDO

- 13.1. During the course of producing this report developing economic and political circumstances indicate further substantial reductions in budget will be required. The review team considered this in producing the report and produced the following options;
 - 13.1.1. For a longer term financial strategy alternative delivery options such as charitable trust or outsourcing can be re-examined, especially as part of a larger proposal, for example, covering all culture and leisure services in Hartlepool or a wider area. It would be possible also to examine areas solely within libraries where the Tees Valley Authorities could deliver certain areas of service jointly at less cost.
 - 13.1.2. For any short term (2011/12) savings the same issues will apply as are highlighted in the main SDO report – changes to current service whilst maintaining the delivery model.
 - 13.1.3. The principal costs for both libraries and community centres remain staffing of buildings, running buildings, materials and stock. Substantial reductions in budget mean reductions in staffing, buildings and stock.
 - 13.1.4. To maintain library services this means increased use of online services and the use of downloadable e-books and increased community outreach in part replacing direct service from the Council's own buildings.
 - 13.1.5. At the same time a core part of both library and community centre services is the provision of indoor public space for a variety of purposes, and somewhere to study and research. There is not an e-solution to this.
 - 13.1.6. Service need and demand has to be balanced with resources available. The service asset management plan provides opportunity to set buildings suitability and cost against service need.
 - 13.1.7. Core library functions are the provision of services to children and parents, support in development of reading, literacy, learning and social skills. The provision of books to all and the promotion of literature and the encouragement of creative writing. The provision of study materials, study space and study support. The provision of public access to computers the internet and assistance in use of ICT and access to high quality information, advice and guidance services. The provision of services to older people and to people with particular needs. Core community centre functions are provision of space and facilities accessible to all. Transformation of services needs to maintain delivery of these core functions.

14. COMMENTS FROM BT PROGRAMME BOARD

- 14.1. The BT Programme Board considered the Options Report on 15th November.
- 14.2. Members considered the report at length and were supportive of the proposals to combine Throston Grange Library and Community Centre.
- 14.3. Programme Board expressed concern regarding the proposed closure of Foggy Furze branch library but noted the current condition of the building and that the catchment area overlapped with other branch libraries and the reasonably close proximity to the Central Library. Members were reassured that there was scope elsewhere for community use facilities and the opportunity for extra provision from the mobile library.
- 14.4. Members also expressed some concerns regarding the discontinuation of the Sunday Service in the Central Library and whilst they were informed that the service is used less than weekday services, it was requested that Cabinet consider looking at other alternative opening/closing schedules at the Central Library to enable the Sunday Service to remain, on the proviso that the full savings are achieved. Members requested that Cabinet are provided with the current Central Library opening times and usage patterns to enable a decision to be made.
- 14.5. On the basis that Cabinet will be asked to give consideration to alternative Central Library opening/closing schedules Members of Programme Board indicated their agreement to endorse the other recommendations contained within the report which Cabinet would be asked to approve.

15. UPDATE FOLLOWING BT PROGRAMME BOARD

- 15.1. BT Programme Board expressed some concerns regarding the discontinuation of the Sunday Service at the Central Library and requested that further information be provided in respect of utilisation of the Central Library over the course of the week and to consider if there were other options available to deliver the savings required.
- 15.2. Attached as **Appendix 7** are the Central Library visitor data from October 2009 which was submitted to CIPFA.
- 15.3. Members of the SDO review team had considered the opening hours schedule at the Central Library. There was no desire to close any service but on balance the review team thought it more appropriate to propose ceasing the Sunday Service, whilst recognising and acknowledging that this would have a negative impact on some residents.
- 15.4. Negatives of Sunday closure:
- There are some residents for whom Sunday is the most convenient day to use the library.

- Computer access on Sundays is popular and Central Library is the principal town centre venue for computer/internet access

However:

- Visitor levels are substantially lower on Sunday. Generally the Library receives c250 visitors per Sunday compared to c1200 visitors on any weekday. For the specific hours of opening on a Sunday the figures are c 60 visitors per hour, compared to c130 per hour during the rest of the week for comparable hours.
- Staff delivering the service can feel isolated in the event of an emergency or serious incident of anti social behaviour as there are few other council staff or services operating.
- Staff are paid at an enhanced rate on a Sunday. To close a midweek service and retain Sunday service would require a 50% greater cut in mid-week services compared to closing on a Sunday
- There is no obvious alternative day to close in the week in order to remain open on Sunday. Use is substantially higher than a Sunday on all other days of the week

15.5. On the basis of the additional information provided above the recommendation remains to close the Central library on a Sunday as previously identified.

16. RECOMMENDATIONS

- 16.1. Cabinet are asked to approve the preferred option as stated in section 6.6 (e) of the main report.
- 16.2. Cabinet are asked to agree the proposals for the achievement of the £157,273 savings which are stated in Section 6 of the main report.
- 16.3. Cabinet are asked to note the alternative delivery models which are stated in Section 6 of the main report and that further consideration is given over the next 12 months of the transformation options relating to the services included in this particular service delivery review.

Baseline Report. Business Transformation SDO. Libraries & Community 2010

Background

Following re-structure at the Tier 5 management stage of Business Transformation, Library Services, Community Resources and Youth Service Resources were combined under one management grouping known as Library and Community. This arrangement became operational from February 2010. Youth Services underwent SDO in year 1 and are not included in this review.

As far as practical Libraries and Community Resources will be examined jointly for the purpose of SDO. At the same time they come together as discrete organisations operating independently up to Feb 2010. Baseline data is therefore presented independently.

1) Libraries

Baseline Data 2008/9

Issues	465,030
Issues per 1000 pop.	5,071
Visits	567,736
Visits per 1000 pop.	6,191
Active borrowers	20,255
* % total population who have visited the library in last year	47.9%
Bookstock	159,006
Bookstock per 1000 pop.	1,735
Pop per service point open over 10 hrs	11,463
Staff fte	44.8
Individual staff (various hours)	92
Staff in post per 1000 pop.	0.49
% Adults who rate service good or v good	95.4
Net expenditure/1000 pop	£21,130

Sources – Cipfa Public Library Statistics 2008/9, & * DCMS NI 9 use of public libraries, published June 2009

Financial data 2008/9

employees	£1,151,029
premises	£262,080
materials	£330,169
Support services	£139,184
other	£109,627
Total revenue expenditure	£1,989,459
Total income	£51,846
Net revenue expenditure	£1,937,613

Buildings/service points

Central Library,
 4 full time branches, (Owton Manor, Foggy Furze, Seaton Carew, Throston Grange)
 2 part time branches, (West View, Headland)
 1 community operated library (Brougham Annexe)
 1 mobile bus, 1 housebound van delivered service
 Stock procurement and stock management section (Carnegie Building)

Hartlepool Library data compared to other Unitary Authorities

(45 Unitary authorities supplied data)

Data descriptor	data	comparator position
Bookstock	159,006	
Bookstock per 1000 population	1,735	14th
Issues	465,030	
Issues per 1000 population	5,071	23rd
Visits	567,736	
Visits per 1000 population	6,191	10th
Active borrowers	20,255	
Population per service point open over 10 hrs	11,463	8th
Staff fte	44.8	
Staff in post per 1000 population	0.49	4th
% Adults rate service good or v good	95.4	
Net expenditure/1000 pop	£21,130	7th

2) Community Resources

Community Centre performance is not measured in the same way as libraries and there is not the same degree of identifiable national standard provision. This makes collection of meaningful comparative data problematic. The SDO will seek to balance this through challenge by a critical friend from a neighbouring authority

Baseline information , 1 week sample 2010/11

6 CENTRES	COMMUNITY CENTRE	CURRENT AVAILABLE OPENING TIMES MON - FRI (WEEKENDS BY ARRANGEMENT)	WEEKLY TOTAL HOURS AVAILABLE FOR BOOKINGS MON – FRI/SAT (CENTRE STAFF CONTRACTED HOURS)	ACTUAL HOURS BOOKED MON – SUN REGULAR BOOKINGS & (CASUAL BOOKINGS) (INCLUDES MULTIPLE HIRES)
1	WEST VIEW	9 am – 10 pm	65 (37)	28.5 (19) Total 47
2	OWTON MANOR	9 am – 10 pm Mon – Fri Sat 5 pm – 8 pm	68 (65.5)	66.75 (10) Total 76.75
3	THROSTON GRANGE	9 am – 10 pm	65 (37)	12 (17.25) Total 29.25
4	JUTLAND ROAD	9 am – 10 pm	65 (30)	42 (0) Total 42
5	SEATON CAREW	9 am – 10 pm	65 (25)	26 (0) Total 26
6	BURBANK	9 am – 10 pm	65 (30)	30.75 (18) Total 48.75
		NO OF COMMUNITY GROUPS USING CENTRE	NO OF MEMBERS OF COMMUNITY GROUPS USING CENTRE	NO OF GROUPS BASED IN CENTRE AS TENANTS
1	WEST VIEW	11	259	1
2	OWTON MANOR	25	688	1
3	THROSTON GRANGE	5	82	0
4	JUTLAND ROAD	5	83	2
5	SEATON CAREW	12	222	0
6	BURBANK	8	140	4

	TOTAL NO OF GROUPS/INDIVIDUALS IN SAMPLE PERIOD	66	1474	
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Community Resources financial data 2008/9

Employee	£214,308
Premises	£134,728
Material/Support	£38,460
Gross Revenue expenditure	£387,496
Income	£98,735
Net Revenue Expenditure	£288,761

Wigan Leisure and Cultural Trust.

The Wigan Leisure & Culture Trust was established six years ago. Since then it has been able to demonstrate considerable improvements and major investment in Wigan Council's libraries, archives, museums and leisure centres. The Trust's most significant investment funding has come from not having to pay business rates. This saving has enabled investment to flow back into services and the Trust saves half a million pounds a year by not having to pay this one cost.

Thanks to the foresight of the Council, Wigan's charitable Trust has been able to spend an extra £1.5 million over the last five years on providing residents with a more efficient and effective library service, including extended opening hours, new stock provisions and increased partnership projects with schools, health and children's centres. Benefits for the library service have been evaluated carefully over the last five years through quarterly performance reviews and in library surveys, among other techniques.

A further £350,000 cash injection has paid for two new outreach libraries (having previously not had a new library for 20 years), a new branch library, relocated some libraries into schools, extra stock, funding for a new marketing and branding campaign, plus the appointment of a new project development officer.

Opportunity not a threat

As one of the first cultural trusts in the country, the organisation's management and Board of Trustees had just one year to prepare for ownership. It was vital that they had people on the Board of Trustees who had specific experience in certain professions such as finance, health and learning, as well as councillors and community representatives. A concordat was set up between the council and the shadow trust whilst the organisation was being established. This established the rules of engagement and ensured that roles and responsibilities were clear.

"Fortunately for us, Wigan's councillors saw the idea of transferring its leisure and cultural services as an opportunity rather than a threat," said Pete Gascoigne, Executive Director of Wigan Libraries, Heritage and Arts. "More importantly though, it gave us independence and discretion to use the money how we saw fit."

Reassuring the workforce that the new structure was a positive step rather than a detrimental one was an important factor, as was establishing a new management team responsible for the day-to-day running of the service and transferring over all 800 frontline staff to the new organisation. That new team has an increased flexibility and a more entrepreneurial management style which enables them to respond quickly to local needs. The establishment of a separate trading company manages the non-charitable services which the trust provides, such as catering across the services the trust provides. Peter Gascoigne also had some thoughts on whether other councils follow Wigan's example and go into Trust status. "Whilst it has been the right decision for us, I think it's important that authorities make that decision in context of their own situation. It's very easy to think that all your problems will be solved by setting up a Trust, but a whole range of factors have to be in place.

"Much depends upon the size of the organisation and what savings can be released from the business rate. In Wigan's case, there were minimal savings from libraries; however, libraries have been able to benefit from the exemption of the business rate on our leisure centres, which are also part of Wigan Leisure & Culture Trust's mandate.

"Wigan's councillors were very positive about the idea of a Trust and allowing us to invest the savings back into the services. We also appointed an entirely fresh new management team and a diverse and interested Board of Trustees. Also essential was making sure our staff were fully behind the changes. Had all these things not been in place, the outcome could have been very different from the success it has been".

Source (MLA – Museums Libraries and Archives Council)

ESSU Briefing

The Case Against Leisure Trusts



**European Services
Strategy Unit**

(Continuing the work of the Centre for Public Services)

Contents

- Performance of leisure trusts
- Access to capital and savings
- Social enterprise and community ownership?
- Service integration
- The effect on jobs
- Service improvement
- Community participation
- Democratic accountability
- Increased risks

July 2008.

Researched by:



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The **European Services Strategy Unit** is committed to social justice, through the provision of good quality public services by democratically accountable public bodies, implementing best practice management, employment, equal opportunity and sustainable development policies. The Unit continues the work of the Centre for Public Services which began in 1973.

Introduction

This Briefing Paper presents an overview of the case against the transfer of leisure services to Leisure Trusts.

What a Leisure Trust means in practice:

- Leisure services are outsourced to a separate organisation/company. The Council retains ownership of the facilities, which are leased to the Trust.
- Virtually all the savings come from rate reductions and VAT savings, which are much smaller initially because of the high set up costs.
- Direct democratic control of the service will cease - elected member representation on a trust is limited to less than 20% of the board. Company law requires that Board members must put the interests of the leisure trust before those of the local authority.
- After a year the Trust will usually cease to use council services and will be responsible its own procurement and contracting or corporate and other services.

The case against transfer

Performance of leisure trusts

Leisure trusts do not have a very good performance record.

An Audit Commission analysis of 84 inspection reports on local authority sports and leisure services shows that 6% of directly delivered local authority services were excellent compared to 0% of trusts; the comparable figures for good services were 37% compared to 30% of trusts; 60% of trusts were judged to be 'fair' compared with 52% of directly provided services; and 0% of the latter were considered poor compared to 10% of trusts. On the basis of this evidence, Leisure Trusts are not performing as well as local authority in-house services.

The Audit Commission carried out ten Best Value inspections of local authority leisure services where the Trust was established and operational at the time of inspection. 64% of the Trusts received only a fair one star service and one was rated poor, which has since been returned in-house, and the trust disbanded. Thus 73% of the Trusts had a poor or fair rating, which suggests that there is a large credibility gap between the promotional rhetoric surrounding trusts and operational reality.

Some trusts liquidated

Despite the fanfare surrounding the launch of the Bristol Community Sport (BCS) trust in 1997, the council's Best Value Review and the Audit Commission inspection in 2002 delivered a damning analysis of leisure services. Leisure was described as a 'service of two halves' – poor quality facilities (managed by the trust) and innovative sports development (provided by the council).

Enfield Leisure Trust went into liquidation in September 2006. Its subsidiary, East Herts Leisure Trust had a contract with East Hertfordshire DC that had a £500,000 deficit in the first year of a five-year contract (ESSU, 2006). East Herts Council were forced to terminate the contract and transfer the service and jobs to Stevenage Leisure Trust. Immediately prior to the collapse of the Trust, a UNISON study concluded: "From attempting to achieve a saving of £975,000 over five years the Council saved a little over £50,000 in the first year. It is now faced with an additional estimated cost of £903,560 over five years based on the 2005/06 budget" (ESSU, 2006). Chiltern District Council had to write off £1.2m and terminate its Leisure Trust in 2004 after its business plan failed to reduce mounting debts.

Some Trust contracts have been reduced in length and retendered. The Audit Commission has expressed concern about the level of 'competition' in at least two cases when trusts have been awarded new contracts.

Access to capital and savings

The case for leisure trusts is often presented in terms of creating new social enterprises, giving managers the freedom to innovate, establishing a new era of participatory democracy. But it is always about money - savings are always the core rationale. The Audit Commission concluded that there is a lack of rigorous assessment of options (Audit Commission, 2006). Financially:

- There is no advantage in terms of access to additional external funding – primarily because trusts do not have assets to secure a commercial loan.
- Virtually all additional investment has come from government and public sector funding available to local authorities through regeneration, housing and other programmes. Trusts status has not attracted additional investment of any consequence other than the savings claimed from business rates and VAT.
- Savings from NNDR and VAT have not been adequate to fund the required level of investment to stem the decline in the leisure infrastructure. Savings are diluted by considerable set-up costs, higher corporate costs with separate accounts and loss of economies of scale. The Council must treat the trust as a contractor and may therefore have higher contract management and monitoring costs.
- A leisure trust is highly dependent on a funding agreement with the council. Hence the trust budget is just as vulnerable to constraints and cuts in public spending as a local authority leisure service. Nor do they have sufficient reserves withstand significant changes in leisure patterns and the health and fitness market.

Some trusts are adept at claiming 'responsibility' for new leisure centres when in fact they are publicly funded and part of local authority regeneration schemes.

The savings must take account of the legal and financial set-up costs of a Trust, the additional corporate costs incurred by a stand-alone organisation and the knock-on effect on the Council's support services. The set-up costs will be at least a quarter of a million pounds.

There is no guarantee that concessions on business rates and VAT savings will continue in the longer term – this is dependent on the government not closing what are in effect tax evasion loopholes. Nor is there any guarantee that the savings will be ring-fenced by the council for the length of the contract. If the council is confronted by substantial budget cuts because of economic conditions and/or a change in government policy, then it is unlikely to continue to ring fence leisure services when cuts are required in other services.

The 'independent' status of leisure trusts is frequently claimed to be an advantage. However, externalisation from the local authority brings other responsibilities and costs. Managers who want to be free of established good practice employment policies cite the 'freedom' obtained by trust status.

Social enterprise and community ownership?

Most community organisations and campaigns take the view that they want and need to focus on contributing to policy and infrastructure provision rather than in directly managing and maintaining individual facilities. This model does not provide access to additional investment other than self-help and voluntary labour.

Don't be taken in by the 'charity', 'non-profit', 'social enterprise' or 'community-owned' branding of leisure trusts and their claims of 'added value'. A recent Guardian article concluded that "while there are undoubtedly positive attempts in some trusts to engage difficult-to-reach beneficiary groups, such as obese children and ethnic minorities, the survey also concluded that there is generally little identifiable benefit or distinctive value for the community when the service is run by a charity as opposed to the council" (The Guardian, April 2007).

Leisure trusts are arms length companies, which are being rebranded as so-called 'social enterprises'. As stand-alone organisations, Leisure Trusts are forced to expand and 'grow the business' which means winning additional contracts from other local authorities and/or bidding to takeover more council services. 50% of Leisure Trusts have two or more contracts. Greenwich Leisure has eleven. This process leads to the erosion of 'local' or 'community' provision as trusts become contractors and have little choice but to become commercial operations, prioritising business values, cost reduction and income generation, thus eroding public service principles and values.

Community ownership is viewed by many as a potential poisoned chalice – more a means of implementing budget cuts by replacing staff with volunteers and hiving off maintenance to local/cheaper alternatives.

Service integration

Whilst a single purpose organisation has some advantages, there is increasing emphasis on operating integrated and joined-up services. Leisure is not a stand-alone service but is an essential part of healthy living, children's services, regeneration, environmental services and parks and countryside provision. Improvements in community well being, the local economy and social justice can only be a reality if the organisational silos, divisions and cultures are removed from within both within local authorities and between other public bodies.

Transferring services to more arms length companies will make the horizontal and vertical integration of services more difficult and lengthy. It also makes co-location of leisure with schools and libraries more difficult. For example, the exclusion of education based sport and leisure facilities from the scope of trust contracts has led to fragmented service delivery and a loss of community benefit.

Similarly, neighbourhood management should be focusing on identifying needs, service delivery and community participation rather than using resources on coordinating a plethora of different organisations and contractors with different remits and responsibilities.

The effect on jobs

Greenwich Leisure was one of the first leisure trusts to be established in the early 1990s and is widely quoted as being a very successful "innovative staff-led leisure trust." However, UNISON branches in London have reported that many of its employment practices and attitudes to trade unions mirror those of private sector mainstream leisure contractors. The level of trade union organisation in leisure services in local authorities where Greenwich Leisure has contracts is very low. One contract reported that only 20% of staff who transferred to Greenwich Leisure are still employed by them.

"Being taken over by GLL is just as bad as any private company. They like to portray themselves as being different as they are a "not for profit" organisation but their management style is the same as any hostile, anti-trade union, private sector employer."

"Greenwich Leisure effectively, does not recognise trade unions. They don't negotiate about anything.....This is a company which has no respect for TUPE." (UNISON, London Borough of Newham)

Other leisure trusts have adopted the same approach to creating a casualised workforce, reducing terms and conditions and paying lip service to trade union organisation and facility time.

Private contractors in the leisure sector have a long record of low wages, high use of casual labour and multi-tiered workforces with minimal rights to pensions. Trusts competing for contracts against these firms inevitably adopt the same policies and practices. The fact that leisure trusts and private contractors had virtually the same cost per head of population between 2001/02 and 2004/05 and lower than the in-house cost, is indicative of their

employment policies given that labour costs account for a high percentage of total costs (Audit Commission, 2006).

Transfer of services out of the local authority inevitably results in a loss of jobs and/or higher unit costs within the Council. The quality of employment in trusts has a knock-on effect in the local economy.

The Best Value Code of Practice on Workforce Matters is supposed to protect the terms and conditions of staff working for contractors on public service contracts, including new starters, and to provide a negotiating framework for branches facing outsourcing.

However, there is no evidence that the government, local authorities, private contractors or trade unions are monitoring the Code thus “it is not possible to say whether these measures are successful, either in preventing a two tier workforce or stopping the driving down of pay and conditions” (UNISON, 2008).

Service improvement

Leisure services staff, including senior management, will transfer to a trust under TUPE or TUPE Plus. If a council’s leisure service has a lacklustre improvement record then transfer to a trust is unlikely to change this situation. The same management team will be responsible for service improvement .

Most trusts pay lip service to staff involvement in service improvement. Yet Beacon Councils with a high level of staff engagement with the scheme reported significantly higher levels of proactivity, innovation, improvement and organisational performance compared to councils with lower levels of staff engagement.

Community participation

A Leisure Trust has no additional skills, resources or commitment to improve community participation compared to a local authority. It sometimes claimed that a trust has more ‘freedom’ to operate but there is no evidence that trusts have implemented a level or quality of participation over and above that which has been achieved by local authority leisure services.

Many Councils have been innovative in establishing new methods to engage service users and community organisations in leisure services. Participation structures and methods of engagement must be coordinated – service users and community organisations are already critical of disjointed and overlapping consultation with a plethora of different bodies.

The Audit Commission has been highly critical of some leisure trusts for a lack of formal consultation with users and sports clubs, for example, Bristol, Merton, and Stockport.

Democratic accountability

It is often claimed that trusts ‘engage with the community through direct representation’ but this is a distortion of democratic accountability. Trusts are required to operate as stand alone organisations, independent from the democratic structures of the council. The council loses a significant degree of control over the delivery of leisure services. Company law requires all Board members to act in the interest of the trust, over and above their other responsibilities and interests. They are also bound by commercial confidentiality. Furthermore, the vast majority of community and business Board members are unelected and ‘represent’ either themselves or a particular user group.

A trust should be subject to the Council’s scrutiny procedures but ensuring rigorous assessment of arms length companies is difficult enough let alone whether and how recommendations are implemented.

If a trust has financial problems, Councillors will have limited influence over the strategies adopted. These will almost inevitably affect service delivery and staff and implementation of corporate policies and priorities get watered down.

Increased risks

The risks are real and are retained by the Council:

- Financial and organisational failure could result in liquidation of the trust.
- Savings may evaporate and the trust could require increased subsidy by the Council.
- Job losses and wage cuts could occur as the trust struggles with the challenge of stand alone management and company governance and changes in the leisure market.
- Leisure services performance could fail to improve.
- The trust may win leisure service contracts in other authorities but they could impose additional performance and financial pressures.
- If there is little or no substantive change in the level and quality of participation and user involvement this could lead to disillusion and low staff morale.

A long-term vision for the integration of leisure services with other public services, improved democratic accountability with wider user/staff participation is needed in place of short-term budget savings.

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John Laing Integrated Services - Hounslow

John Laing Integrated Services were awarded the contract by the London Borough of Hounslow to manage:

- 120 parks and open spaces including 3 nationally recognised Country Parks
- 11 libraries
- An urban farm
- 34 allotment sites
- 9 cemeteries
- Three heritage sites - Hogarth's House, Boston Manor House and Gunnersbury Park Estate and Museum
- The Paul Robeson Theatre and the Redlees Artist Studio

For more information on the Hounslow project, go to: <http://www.hounslow.info/index.htm>

JLIS are committed to making improvements to all the services and facilities under our management and increase participation in the activities they offer, the ultimate aim being to raise the profile of libraries, parks, arts and heritage services in Hounslow. A £5.7 million library capital investment programme will be delivered during 2009/2010 that will refurbish and refresh the boroughs libraries.

The delivery of our service will maximise community benefits and address community issues around social inclusion/exclusion, access to opportunities, education, learning and development, health and well-being, community safety, community cohesion and engagement. We will utilise the parks, libraries, theatre, museum and artist studios as a focus for community activity and engagement.

The contract for the parks is for 10 years and 15 years for the libraries. Therefore, we have adopted a planned approach in agreement with elected members, officers and friends groups to bring about short, medium and long term measures to improve customer service and satisfaction.

Key Achievements to date include:
Improving library infrastructure and technology

- Library Systems Upgrade Programme
- Pilot using state of the art Radio Frequency Identification (RFID) technology with a view to introducing the technology in other libraries in Hounslow. RFID will speed up processes and ultimately bring about service improvements for library users.
- Increase in library attendance by 7%
- Increase in event attendance by 18%

Performance – working to 111 Key Performance Indicators, which include:

- Inspection Reporting
- Complaints
- Reactive building maintenance
- Quality Assurance
- Library Opening Hours
- Staffing
- Marketing and promotions

Monitoring

- Self monitoring by EQ24/7 – bespoke transparent contract monitoring platform
- Monitoring of performance standards, daily, weekly, monthly, quarterly inspections and reports
- Performance report to LBH, monthly as well as client log-in to view live data

Parks

- Green Flag status awarded to 3 parks: Boston Manor, Cranford Park and Bedfont Lakes Country Park
- £400,000 grant awarded to Crane Park as part of Mayor of London's "Help a London Park" scheme
- Recruitment of a Parks and Development Community Officer to develop park educational activities to address community needs

Arts

- Paul Robeson Theatre
- Upgrade of facilities to be completed September 2009
- Re-opening of the Café Bar. Partnership arrangement with Bamados charity to include operation of café and introduction of training kitchen
- Relaunch of an Arts Programme including dance and music workshops, drama performances with the City Lit Theatre Company and a pantomime at Christmas

Revised Library Opening Times Proposals. SDO . Library and Community Resources.

Central Library

Current:

proposed:

	open	close			open	close
Mon	9.30	19.00		Mon	10.00	18.00
Tue	9.30	19.00		Tue	10.00	18.00
Wed	9.30	19.00		Wed	10.00	18.00
Thur	9.30	19.00		Thur	10.00	18.00
Fri	9.30	17.00		Fri	10.00	17.00
Sat	9.30	17.00		Sat	10.00	14.00
sun	11.30	15.30		sun	closed	closed

Full time branches (Owton Manor, Seaton Carew, Throston Grange, Foggy Furze)

Current:

proposed:

	open	close			open	close
Mon	9.30	19.00		Mon	10.00	18.00
Tue	9.30	19.00		Tue	10.00	18.00
Wed	9.30	19.00		Wed	10.00	18.00
Thur	9.30	12.30		Thur	closed	closed
Fri	9.30	19.00		Fri	10.00	18.00
Sat	9.30	12.30		Sat	10.00	13.00
sun	closed	closed		sun	closed	closed

- (1. All branches except Foggy Furze currently close 12.30 – 13.30 lunchtimes. Proposed lunch closure, 12.00 – 13.00)
- (2. In proposals Thursday is given as mid-week all day closure. The closure day would vary in each branch.)

Part-time branches (West View, Headland)

Current:

proposed:

		open	close			open	close
Mon	West View	9.30	19.00		Mon	West View	10.00 18.00
Tue	Headland	9.30	19.00		Tue	Headland	10.00 18.00
Wed	West View	9.30	12.30		Wed	West V & H'land	closed closed
Thur	West View	9.30	19.00		Thur	West View	10.00 18.00
Fri	Headland	9.30	19.00		Fri	Headland	10.00 18.00
Sat	West V & H'land	9.30	12.30		Sat	West V & H'land	10.00 13.00
sun	West V & H'land	closed	closed		sun	West V & H'land	closed closed

- (1. Branches close currently 12.30 – 13.30 lunchtimes. Proposed lunchtime closure, 12.00 – 13.00)



Diversity Impact Assessment (Predicted Assessments)

Lead Officer: Graham Jarritt	Published Date: 01.09.2010
Who has undertaken the assessment: Libraries and Community Resources SDO team	
Date forwarded to Departmental Diversity Rep: 24.09.2010	

Is the subject to be assessed a: <i>(Please tick)</i> <div style="display: flex; justify-content: space-around;"> Strategy <input checked="" type="checkbox"/> Policy <input type="checkbox"/> Service <input type="checkbox"/> </div> <div style="display: flex; justify-content: space-around;"> System <input type="checkbox"/> Project <input type="checkbox"/> Other _____ </div>
Name of the assessed and brief description: SDO review proposals 2010: Library and Community Resources

What is being assessed is <i>(please tick)</i> <div style="display: flex; justify-content: space-around;"> Existing <input type="checkbox"/> New <input checked="" type="checkbox"/> </div>

Is a copy of the new policy/strategy attached <i>(please tick)</i> <div style="display: flex; justify-content: space-around;"> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> </div>
If No, where can it be viewed?

Links into Community Strategy and Council Themes <i>(please tick box(es))</i>	
Jobs and the Economy <input type="checkbox"/> Lifelong Learning and Skills <input type="checkbox"/> Health and Care <input type="checkbox"/> Community Safety <input type="checkbox"/> Organisational Development <input type="checkbox"/>	Environment <input type="checkbox"/> Housing <input type="checkbox"/> Culture and Leisure <input checked="" type="checkbox"/> Strengthening Communities <input type="checkbox"/>

Stage 1 - Overview

1. Please give a brief description of the aims, objectives or purpose. <i>(Note: Wherever possible please quote from the document)</i>	
Purpose is to re-configure services delivered by Library and Community Resources to accommodate a reduced budget whilst minimising negative impact to public services	
2. Who is responsible for implementation?	
Library and Community Resources Manager	
3. Who are the main stakeholders? (please tick)	
The General Public <input checked="" type="checkbox"/>	Public Sector Service Providers <input type="checkbox"/>
Employees <input checked="" type="checkbox"/>	The Community & Voluntary Sector <input type="checkbox"/>
Elected Members <input checked="" type="checkbox"/>	

Stage 2 – Research and Findings

4. What evidence do we presently have and what does it tell us? <i>(Include any numerical data, public consultation or involvement, anecdotal evidence and other organisations' experiences, outcome of any previous service related INRA, entry into the Risk register)</i>
<p>Participation in Stakeholder Challenge 2009. Tri-annual user survey (CiPFA PLUS) – most recent 2009. MORI householder survey. Previous attendance on a number of occasions at 'talking with communities' events</p> <p>Evidence tells us library and community resource services provide have historically provided good responses to expressed diverse needs and anticipate needs in service development and planning. Services with particular emphasis on diverse needs include home library and mobile service, regular contact with the LGBT community, contact with auditory impaired groups, services to visually impaired, services to people with learning difficulties, services to different ethnic groups, materials available in different languages, Internet facilities for different needs, adapted ICT technology for visually impaired. Services have an open approach and willingness to address new needs raised.</p>

<p>5. Identify the gaps in the evidence that we presently have?</p>
<p>We do not have quantified evidence of people potentially impacted by the SDO proposals</p>
<p>6. Record what needs to be done to gather further evidence to undertake the impact assessment?</p>
<p>If the proposal of closure at Foggy Furze is agreed, it will be necessary to gather data on people potential impacted by the proposal in order to plan alternative provision</p>

Please note: You will need to have viewed your data or insufficient data before answering the following questions. If no data is available, you will need to make a record of this within your answers below and indicate how this data will be gathered in the future. *(Please refer to glossary for the terms- unmet needs, differential impact, positive impact, negative impact and adverse impact provided in the guidance)*

<p>7. Are there any unmet needs/requirements that can be identified from your research that impact specific equality groups? Which equality groups does it impact?</p>
<p>Current evidence is that the expressed needs of diversity groups are being met. The needs expressed by auditory impaired citizens at stakeholder challenge have been addressed, as have the issues raised by LGBT citizens</p>
<p>8. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of gender? Gender refers to male, female and transgender. Please explain your answer.</p>
<p>No. The changes proposed in the SDO report will have no differential impact on grounds of gender. The proposals will primarily affect opening hours and where services are delivered from</p>

<p>9. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of racial or ethnic origin? Please explain your answer.</p>
<p>No. The changes proposed in the SDO report will have no differential impact on grounds of race or ethnic origin. The proposals will primarily affect opening hours and where services are delivered from</p>
<p>10. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of religion or belief? Please explain your answer.</p>
<p>No. The changes proposed in the SDO report will have no differential impact on grounds of religion of belief. The proposals will primarily affect opening hours and where services are delivered from</p>
<p>11. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of disability? Please explain your answer.</p>
<p>It is possible that one proposal, the closure of Foggy Furze Library could have an adverse impact on grounds of disability if an individual's mobility limits capacity to travel further to another branch. To minimise this risk the library proposes to provide community outreach services in the catchment area, and can also provide a mobile library, and direct home service if appropriate</p>
<p>12. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of age? Please explain your answer.</p>
<p>It is possible that one proposal, the closure of Foggy Furze Library could have an adverse impact on grounds of age if limited mobility due to age limited capacity to travel further to another branch. To minimise this risk the library proposes to provide community outreach services in the catchment area, and can also provide a mobile library, and direct home service if appropriate.</p> <p>The closure of the service would remove a service for young people in the area, for educational and social/recreational purposes. The library will seek to maintain outreach services via schools and early years providers, however there is no identifiable way of replacing the social/recreational provision.</p>
<p>13. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of sexual orientation? Please explain your answer.</p>
<p>No. The changes proposed in the SDO report will have no differential impact on grounds of sexual orientation. The proposals will primarily affect opening hours and where services are delivered from</p>

14. Summary of adverse impacts <i>(please tick)</i>	
Gender <input type="checkbox"/>	Disability <input checked="" type="checkbox"/>
Race/Ethnic Origin <input type="checkbox"/>	Age <input checked="" type="checkbox"/>
Religion/Belief <input type="checkbox"/>	Sexual Orientation <input type="checkbox"/>

Stage 3 – Consultation

15. Who have you consulted with?
<p>Heads of other library services in the NE region, heads of cultural and leisure services within HBC.</p>
16. Summary of findings/recommendations from the consultation
<p>The service is correct to anticipate the possibility of adverse impact on the groups identified. At the same time, given the proximity of the branch in question to central library, in the event of the proposal being accepted, users of Foggy Furze would be no more adversely affected than many people living in other parts of the town more distant from a public library.</p> <p>Plans for providing community outreach and mobile and home library services should be formulated prior to any implementation of the proposal.</p>

Stage 4 – Adverse Impacts

17. Please give details of what the predicted adverse impact is expected and which groups or individuals it affects.
<p>Some individuals with mobility problems through age or disability could be adversely affected by the proposal to close Foggy Furze Library.</p> <p>Young people would lose an educational and social / recreational resource in the neighbourhood.</p>
18. Record what immediate actions are taken prior to implementation to address the adverse impact?
<p>The library will provide mobile library visits and seek to provide community outreach library services at suitable venues in the catchment area. The library is able to offer a home library service for people with severe mobility problems.</p>
19. Can the adverse impact be justified for any reason? Please explain. (Legislation, promoting equality of opportunity for one group (positive action) etc.)
<p>As Foggy Furze Library is relatively close to central library whilst some other areas of Hartlepool are a greater distance from a branch library it is arguable that closure would equalise provision across the town at a time when planned and fair use of scarce resources is essential. It is also the case that mobile library and community outreach services within the catchment area could provide for people with mobility problems who currently find it hard to travel to Foggy Furze Branch. It is possible therefore that the proposals may improve services for some members of the groups identified.</p>

Stage 5 – Action Planning and Publishing

20. What actions are needed to be taken after the implementation		
Action	Responsible officer	Completion Date
Develop plan for provision of adult outreach services within the Foggy Furze catchment area	Kay Tranter	31/03/2011
Develop plan for provision of early years/children's outreach services within the Foggy Furze catchment area	Heather Bellwood	31/03/2011
Identify new stops for mobile library within catchment area	Jayne Halliday	31/03/2011
Prepare home library service for possible increase in use in area	Jayne Halliday	31/03/2011
21. What are the main conclusions from the assessment?		
<p>The SDO proposals for Library and Community resources in most respects are unlikely to have any disproportionate negative or positive impact on any diversity group.</p> <p>However people with mobility problems, through age or disability, and young people may be adversely affected by the proposal to close Foggy Furze Library.</p> <p>Plans to mitigate and address these concerns should be formulated prior to action being taken to close the service if the proposal is accepted.</p>		
22. How is the impact assessment published/publicised?		
If the SDO proposals are accepted the DIA will be published and available to public and staff		
23. How is the impact further assessed after its implementation?		
Longer term impact will be assessed as part of the overall impact assessment of the SDO proposals if they are implemented		

HARTLEPOOL BOROUGH COUNCIL

Signed: Graham Jarritt _____	Date: 01/09/2010 _____
Head of the Service: Library and Community Resources Manager	

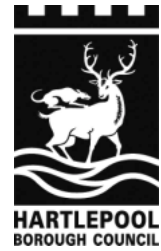
5.7 Appendix 7

Central Library Visitor figures - Oct 2009 - CIPFA submission data

04-Oct-09	Sun	291
05-Oct-09	Mon	1271
06-Oct-09	Tues	1011
07-Oct-09	Wed	1250
08-Oct-09	Thurs	1233
09-Oct-09	Fri	1024
10-Oct-09	Sat	904
Total for week		6984
11-Oct-09	Sun	245
12-Oct-09	Mon	1217
13-Oct-09	Tues	1117
14-Oct-09	Wed	1167
15-Oct-09	Thurs	1222
16-Oct-09	Fri	1064
17-Oct-09	Sat	975
Total for week		7007
18-Oct-09	Sun	248
19-Oct-09	Mon	1210
20-Oct-09	Tues	1095
21-Oct-09	Wed	1224
22-Oct-09	Thurs	1242
23-Oct-09	Fri	964
24-Oct-09	Sat	924
Total for week		6907
25-Oct-09	Sun	221
26-Oct-09	Mon	1612
27-Oct-09	Tues	1329
28-Oct-09	Wed	1575
29-Oct-09	Thurs	1261
30-Oct-09	Fri	1041
31-Oct-09	Sat	763
Total for week		7802

CABINET

6 December 2010



Report of: Director of Child & Adult Services

Subject: Tees Archaeology SDO Review

SUMMARY

1. PURPOSE OF REPORT

To inform Cabinet of the findings of the Tees Archaeology Service Delivery Option Review and the options appraisal aspect of the review

2. SUMMARY OF CONTENTS

- 2.1 The report sets out the results of the Service Delivery Review for Tees Archaeology which is a shared service of Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees Borough Councils. Hartlepool is the lead authority.
- 2.2 The report sets out proposals for the implementation of business transformation in the service. These proposals will deliver savings of £22,064 against the total budget allocation of Hartlepool Borough Council of £251,883 and £13,685 against the core joint funded budget of £178,424. This should be set against the minimum target of £16,505 set as part of the transformation process.
- 2.3 The proposals will result in the deletion of one unfilled Administrative Assistant post and the compulsory redundancy of the Archaeological Illustrator post.
- 2.4 The proposals will improve the focus of the service on the semi-statutory planning tasks and improve delivery of the public engagement activities that the partner authorities wish to see.

3. RELEVANCE TO CABINET

Cabinet authorisation is required for the implementation of the Business Transformation proposals.

4. TYPE OF DECISION

Key Test ii Forward Plan Ref: CAS 81/10

5. DECISION MAKING ROUTE

Cabinet – 6 December 2010.

6. DECISION REQUIRED

- 6.1 Cabinet are asked to approve the preferred option as stated in section 4 of the main report.
- 6.2 Cabinet are asked to note the proposals will allow the transformation of the archaeology service and deliver savings of £22,064 (8.8%) against the gross budget allocation of £251,883 and £13,685 (7.6%) against the gross core joint funded budget of £178,424.
- 6.3 Cabinet are asked to note the alternative delivery models which are stated in Section 4 of the main report and that further consideration will be given in the very short term to the transformation options relating to the services included in this particular service delivery review.

Report of: Director Child and Adult Services

Subject: Tees Archaeology SDO Review

1. PURPOSE OF REPORT

To inform Cabinet of the findings of the Tees Archaeology Service Delivery Options Review and the options appraisal aspect of the review

2. BACKGROUND

- 2.1 The Archaeology Service was originally established in 1974 by Cleveland County Council and in 1996 it became Tees Archaeology following local government re-organisation. In 1996 it was established as a shared service of Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees Borough Councils. Hartlepool is the lead authority and the service is based in the Community Services section of Child and Adult Services
- 2.2 Tees Archaeology provides the Historic Environment Record (HER) for this area and archaeological expertise for planning advice. These are requirements of local authorities as set out in Planning Policy Statement 5: Planning for the Historic Environment. The Policy Statement also recommends the provision of outreach activities that raise awareness of, and involvement in the historic environment.
- 2.3 In addition to the services above Tees Archaeology:
 - Looks after archaeological archives and collections on behalf of the partner museum services;
 - Carries out planning related developer funded archaeological work;
 - Provides graphic design and Archaeological Illustration.
- 2.4 Tees Archaeology has five core funded posts and a part time administrative post that is funded from earned income. The gross budget allocation from Hartlepool in 2008/09 was £220,062. This includes budgets for externally funded projects and a core joint funded budget which was £151,704 gross in 2008/09 and stands at £162,424 gross in 2010/11 (including a 2.5% salary increase). The core budget is funded by the partners on a 'per capita' basis.
- 2.5 As part of the business transformation process Tees Archaeology has been asked to deliver a minimum saving of 7.5% or £16,505 against the 2008/09 gross allocation from Hartlepool and an undertaking has been given to the partners that the cost of the core joint funded budget will be reduced as part of this process.

3. SERVICE DELIVERY OPTION REVIEW

- 3.1 The Tees Archaeology SDO review commenced in April 2010 with the intention of being completed by mid July. This has been achieved subject to the necessary approvals.
- 3.2 The Review Team for the process comprised representatives from all the partner authorities, all the sectors the service operates across (chiefly planning, museums countryside and libraries) and of the appropriate support service from Hartlepool Borough Council. It was led by the Assistant Director of Child and Adult Services. The team is listed in the Baseline Report (**APPENDIX 1**).
- 3.3 A Consultation event was hosted by Stockton Borough Council at Preston Hall and was attended by 19 officers from all sectors of the four partner authorities. Tees Archaeology staff has been kept fully informed of the review.
- 3.4 The Baseline Report (**APPENDIX 1**) identified that Tees Archaeology provided a 'very good' service and that the key functions required by the partner authorities were:
- The provision of a Historic Environment Record (HER) for the area;
 - The provision of specialist archaeological planning advice based on the HER;
 - The provision of expertise and storage for archaeological collections and archives.
 - The provision of specialist archaeological outreach activities that address as wide a range of agendas as possible;
- 3.5 It is however recognised that significant financial pressures will continue and that further thinking may be necessary beyond this SDO review as part of the authority's 10% saving scenario.'

4. PROPOSALS OF THE REVIEW

- 4.1 The Review Team and Consultation meeting identified and discussed seven service delivery options (**APPENDIX 2**) for Tees Archaeology:
- Closure of the service;
 - Changes to the service;
 - Commercial Trading;
 - Shared service provision;
 - Transfer or Externalisation of the service;
 - Disaggregation of the service;
 - Creation of a Regional Service.

The review team having considered the options came to the following conclusions:

- Closure of the service: This was rejected because the national Planning Policy Statement 5 requires each local authority to have access to specialist archaeological advice and a record of the historic environment. There was also a local need for the service to fulfil Local Development Framework requirements and a public desire expressed through the level of public involvement;
- Changes to the service: Changes to the service are proposed;
- Commercial Trading: The service already carries out some commercial trading, but this is in a fluctuating market and has a negative impact on the provision of core services to the partner authorities. This was not seen as a viable option;
- Shared service provision: This has been successful for the past 14 years and is seen by other services as a good model. The continuation of this approach was endorsed by the Review Team subject to the changes discussed elsewhere;
- Transfer or Externalisation of the service: It was concluded that this would result in increased costs, a lack of control and accountability and probably a poorer service. This was rejected;
- Disaggregation of the service: This was investigated on the basis of two staff in each authority providing specialist planning advice and maintaining the Historic Environment Record. This showed significantly higher costs to the partners and a loss of the range of services available. This was rejected;
- Creation of a Regional service: This would cover the North-East region. It was discussed with the relevant local authority services and English Heritage. None were in favour citing problems of accountability, cost effectiveness and difficulty in developing funding arrangements. The Review Team also believed that Historic Environment services should be as physically and organisationally as close as possible to the areas served.

The shared services option was the preferred option of the review team because:

- It is national policy that each local planning authority should have access to specialist archaeological advice;
- There is local need for archaeological services in order to fulfil the partner authorities Local Development Frameworks;
- Disaggregating the service would cost a significantly higher amount to the existing partners and there would be a loss in the range of the services offered;
- Externalising the service, would result in greater costs, a lack of control and accountability;
- The key functions required by the partners can be delivered such as archaeological investigations, the provision of a Historic Environment

Record (HER) for the area, the provision of specialist archaeological planning advice based on the HER, the provision of specialist archaeological outreach activities and the provision of expertise and storage for archaeological collections and archives.

These results are set out in more detail in the Options Analysis for Delivery of Archaeological services (**APPENDIX 2**).

- 4.2 It was recommended that the most appropriate option for the delivery of archaeological services to the four partner authorities is that of shared service and that the range of changes as set out below should be adopted.
- 4.3 It was also recommended that a written agreement should be drawn up covering the governance of the service and that consideration should be given to improving member involvement.
- 4.4 The review identified a suite of proposals intended to transform the service and deliver savings. These are set out below and in more detail in the Baseline Report (**APPENDIX 1**).
- 4.5 Tees Archaeology will cease carrying out commercial work on behalf of developers in order to fulfil planning requirements. This is an uncertain market and the uncertainty and tight deadlines of the work have a detrimental effect on the core functions of the service.
- 4.6 The externally funded and vacant Administrative Assistant post will be deleted, delivering a reduction in the income requirements of the service and reducing the gross budget allocation from Hartlepool.
- 4.7 The proposed changes to the service are designed to ensure the key functions are delivered. Tees Archaeology currently have an illustration and design capacity, whilst these skills were valued they have been ancillary to the main requirements of the partner authorities. Therefore it is recommended that the core funded Archaeological Illustrator post will be deleted. This will involve making a member of staff redundant and the likely associated termination costs would be in the region of £5k. This decision is based on the need to re-model the service to improve delivery against the national requirements for; specialist planning advice; delivery of a Historic Environment Record and the promotion of outreach as set out in PPS5 and to deliver against the requirements of the partners to develop outreach and continue to deliver the care of archaeological artefacts. Illustration is secondary to these requirements and can be sourced externally and funded through external funding or within existing budgets. This will reduce the gross budget allocation from Hartlepool and the funding requirements from the partner authorities.
- 4.8 The Historic Environment Record will be improved to increase national compliance and make the information more accessible to the public.

- 4.9 Outreach activities such as volunteer participation in projects and the provision of information will be developed.
- 4.10 A lottery bid will be sought in conjunction with the Museum Service in order to move the archaeological collections into Sir Wm Gray House. This will improve access to the collections and the service by removing the need to use stairs and hosting them in the same building as the service. It will improve the storage conditions of the collections and reduce the maintenance liability of the 1930s bunker where they are presently housed. This proposal has been considered by SCRAPT who have welcomed it.
- 4.11 These measures will deliver gross savings of £8,379 against the vacant Administrative Assistant post and £24,014 against the Archaeological Illustrator post, giving a total of £32,393. £10,329 of this will be offset to reduce the required income of the service from £16,000 to £6,000 and to allow for buying in of illustrative work. This will allow the service to cease carrying out commercial work on behalf of developers in order to fulfil planning requirements and so reduce dependence on an uncertain market. The service will then be better able to focus on developing the services required by national policy and desired by the partners as set out above.
- 4.12 Once the steps in 4.11 have been taken the following savings to the budget will be realised at 2010/11 costs. There will be a saving of £22,064 (8.8%) against Hartlepool's gross budget allocation of £251,883 for Tees Archaeology. This includes a saving of £13,685 (7.6%) against the gross core joint funded budget of £178,424.
- 4.13 The SDO has delivered against the target set, however it is recognised that a core, statutory service only could be provided with a further reduction of activities. This will be considered as part of the authority's 10% efficiency exercise.
- 4.14 Diversity Impact Assessment – this has been considered in relation to the SDO and the findings are shown in **APPENDIX 3**.

5. FINANCIAL IMPLICATIONS

- 5.1 The Service Delivery Options (SDO) programme has been designed to review all council activity over a three year programme and is planned to contribute over £3.5m in savings to the Business Transformation savings of £6m over this period. Each review has a target for savings set at the outset as part of this overall programme and these are assigned to specific financial years in the Medium Term Financial Strategy (MTFS). For 2011/12 the MTFS forecasts are based on the achievement of £1.3m of Business Transformation SDO savings from 1st April 2011.
- 5.2 The Business Transformation programme was planned, as part of the MTFS, to support the budgetary position of the council through a managed programme of change. The economic climate of the country, and the likely impact of expected grant cuts post general election, mean that the anticipated

budget deficits, after all Business Transformation and other savings are taken is still expected to be around £4m per annum for each of the next three years. These additional cuts equate to 4% of the annual budget and a cumulative cut of over 12% over three years. In practice there will be some areas Members wish to protect and this will simply mean higher cuts in other areas and/or the cessation of some services.

- 5.3 It has been identified in previous reports to Cabinet that a failure to take savings identified as part of the Business Transformation programme (and more specifically the SDO programme) will only mean the need to make unplanned cuts and redundancies elsewhere in the authority. This position has been exacerbated through the economic circumstances and likely grant settlements and failure to implement SDO savings will in all likelihood make the 2011/12 budget position unmanageable owing to anticipated grant cuts commencing this year. In addition, as reported in the MTFS the Council faces a range of budget risks which exceed the available strategic risk reserve and this funding shortfall will need to be addressed in 2010/11 and 2011/12, which further reduces financial flexibility.

6 COMMENTS FROM BUSINESS TRANSFORMATION PROGRAMME BOARD

- 6.1 The BT Programme Board considered the Options Report on 15th November.
- 6.2 Members considered the report at length and noted that Hartlepool was the lead authority for a shared service which also included Middlesbrough, Redcar & Cleveland and Stockton on Tees Borough Councils.
- 6.3 Programme Board noted that the proposals would improve the focus of the service on the semi-statutory planning tasks and improve delivery of the public engagement activities that the partner authorities wished to see. Members recognised that the service would cease to carry out commercial work on behalf of developers in order to fulfil planning applications as this was a very uncertain market and the uncertainty and tight deadlines had a detrimental effect on the core functions of the service.
- 6.4 Members recognised that opportunities for income generation were low.
- 6.5 Members of Programme Board indicated their agreement to endorse the recommendations contained within the report which Cabinet would be asked to approve.

7. RECOMMENDATIONS

- 7.1 Cabinet are asked to approve the preferred option as stated in section 4 of the main report.
- 7.2 Cabinet are asked to note the proposals which will allow the transformation of the archaeology service and deliver savings of £22,064 (8.8%) against the

gross budget allocation of £251,883 and £13,685 (7.6%) against the gross core joint funded budget of £178,424.

- 7.3 Cabinet are asked to note the alternative delivery models which are stated in Section 4 of the main report and that further consideration will be given in the very short term to the transformation options relating to the services included in this particular service delivery review.

8. CONTACT OFFICER

John Mennear, Assistant Director of Child and Adult Services, Level 4, Civic Centre, Hartlepool, TS24 8AY.

Appendix 1: Tees Archaeology Service Delivery Option Review Baseline Report

1.0. Purpose of Report

- 1.1 To summarise the baseline data considered by the Tees Archaeology SDO Review Team.
- 1.2 To set out the conclusions of the Review Team based on that data
- 1.3 To identify measures to transform the archaeology service and identify the savings which could be made.

2.0 The Tees Archaeology SDO Review

- 2.1 The Tees Archaeology review has been driven by a review team comprising representatives from all the partner authorities and from the museum, planning and countryside sectors. The scope of the review and the review team is set out in **Appendix 1**.
- 2.2 The review team has considered eleven reports on various aspects of the service (Appendix 2).
- 2.3 These reports looked at the basis and nature of the current provision (Reports 1-4). Benchmarked the service (Report No 5); examined the costs of accommodation, the extent and potential of income generation and the hidden costs of providing the service (Reports 6-8).
- 2.4 This phase of the review concluded by looking at alternative service structures against the background of the information gathered and how these might transform the service and deliver savings (Report No 9). A further report examines the service delivery options for Tees Archaeology (Report No 10 – Options Analysis for Delivery of Archaeological Services). This report will be presented separately and is not considered below.

2.5 A consultation meeting with the partner authorities took place on 10th June 2010 (Report No 11: Tees Archaeology SDO Review Consultation Meeting) and following discussion by the Review Team the comments from that meeting are set out section 7.

3.0 Requirement for an Archaeological Service

3.1 The case for an archaeological service was examined in Report No 1 – National, Regional and Local Policy in relationship to Archaeology and the Historic Environment in the context of:-

- national planning policy as set out '*Planning Policy Statement 5: Planning for the Historic Environment*' (PPS5)
- regional planning policy as set out in '*The North East of England Plan: Regional Spatial Strategy to July 2021*'
- the local development frameworks of the partner authorities

3.2 In addition the local authority partner view of and public interaction with the service was set out in Report No 2 – Local Authority Partner view of the service and public demand.

3.3 The Review Team concluded that there was a clear requirement that each local authority should have access to an archaeological service in order to fulfil government policy as set out in PPS5.

3.4 The options for the method of delivery of this service are considered in detail in Report No 10 – Options Analysis for Delivery of Archaeological Services and the review team concluded that the most cost effective option was the current model of a shared service.

4.0 The Current Provision

4.1 Tees Archaeology is a shared service of Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton-on-Tees

Borough Councils. Hartlepool is the lead authority in the arrangement.

4.2 The service is funded on a 'per capita' basis and has a core staff of five with an additional part time administrative post which is externally funded (Report No 3 – Current Provision).

4.3 **Budget:** The Tees Archaeology budget in 2008/09 was £220,062, this is the figure against which the 7.5% minimum saving required by the SDO process (£16,504.65) should be seen.

4.4 In 2010/11 the net cost of the service to the partner authorities is estimated at £162,424 (this includes a 2.5% increase for salaries). These costs are set out in detail in Report No 4 – Tees Archaeology Budgets.

4.5 **Accommodation:** These costs were examined in the context of commercial provision and it was felt that the present office and storage accommodation at Sir Wm Gray House, Hartlepool provided good value for money in an easily accessible location with the stores in close proximity to the office. In addition it was noted that a lottery bid is being proposed which would improve the storage conditions of the collections and improve public accessibility (Report No 6 Accommodation Costs). This bid has been approved in principal by Hartlepool's corporate asset team (SCRAPT).

4.6 **Hidden Costs:** There are significant hidden costs in the present provision of the service to the partner authorities (Report No 8 – Report on Hidden Costs in relation to the Provision of Services by Tees Archaeology). These relate to:-

- the administrative and support services which are supplied by Hartlepool Borough Council.
 - the storage of objects on behalf of the partner authorities.
- This provides a saving in space for the partner authorities totalling c. £2,900 per annum at commercial rates.

- access to digital mapping data through the HBC licence arrangement with the Ordnance Survey. The additional costs of this could run to tens of thousands of pounds per annum should a separate licence be required.

5.0 Income Generation: The core budget of Tees Archaeology is joint funded by the partner authorities, however the service has to achieve income targets to meet the core budget requirements (£16,000 in 2010/11).

5.1 Analysis of the sources of income and activities which generate income indicates that the market is uncertain and that the requirement to carry out planning related, developer funded work has a detrimental impact on the other activities of the service.

5.2 There would appear to be a real risk in trying to sustain or extend the income levels required for the service and consideration should be given to reducing exposure to the uncertainties of developer funded work and the impact it has on the service (Report No 7 – Income Generation).

6.0 Performance of the Service There are no national indicators for historic environment services and no common collection of indicators. Tees Archaeology has collected its own indicators over many years and a benchmarking exercise was carried out against national guidelines Report No 5 – Benchmarking Tees Archaeology.

6.1 The service was benchmarked against PPS5 and this demonstrated that it was delivering well against current requirements but that further work was required in relation to:-

- The significance of local heritage assets
- The condition of local heritage assets

- Identification of local heritage assets at risk
- Monitoring indicators for local assets

6.2 The Historic Environment Record was also benchmarked against draft national standards and this demonstrated compliance in 13 of 23 areas and partial compliance in 10.

6.3 The Consultation Meeting with the partner authorities indicated that Tees Archaeology provided a 'Very Good' service.

7.0 Consultation

7.1 Consultation with the staff and partners has taken place throughout the process. Information has been shared through the mechanism of the Review Team, staff meetings and one to one briefings. In addition a consultation meeting took place on 10th June 2010 and this was attended by 19 officers from the partner authorities (Report No 11 Tees Archaeology SDO Review Consultation Meeting).

7.2 The Consultation Meeting was organised as two workshops examining the contents of this report and of Report No 10 Service Delivery Options.

7.3 The workshops approved the direction and detail of the Tees Archaeology SDO Review to date and made a number of additional suggestions to assist and clarify the review. Those set out below were endorsed by the Review Team at a subsequent meeting.

7.4 It was suggested that the importance of Archaeological Investigation as an activity underpinning the Archaeology Service should be emphasised.

7.5 There was general agreement that the service provided was **'Very Good'**.

7.6 There was concern over the additional costs which might be incurred with the deletion of the Archaeological Illustrator post and the need to buy in this service

7.7 The success of the current partnership model over 14 years should be recognised. It was noted that Tees Archaeology was established as a shared service as part of the disaggregation arrangements of Cleveland County Council and with the approval of the four partner authorities. The governance of the service could however be further formalised with a written agreement between the partners. Such an agreement might include further member involvement in the service, perhaps through a joint committee led by Hartlepool BC.

8.0 Tees Archaeology Review Team Recommendations

8.1 Archaeological Services to be Delivered:

8.1.1 The services currently provided by Tees Archaeology were considered in the light of Reports No 1 & 2. The services set out below are the key functions required by the partner authorities, however it is recognised that archaeological investigations underpin all aspects of the work of the service and should continue to be pursued.:-

- The provision of a Historic Environment Record (HER) for the area. This is a GIS based record that documents all the known archaeological sites and finds in the area and many other aspects of the Historic Environment including Listed and unlisted Buildings and Conservation Areas. As such it is an essential tool for managing the historic environment and for outreach in providing information about the archaeology of the area.
- The provision of specialist archaeological planning advice based on the HER. This advises the planning authorities on when measures should be taken to protect the historic environment and what those

measures should be. The service works closely with the Historic Buildings officers in the area in delivering this.

- The provision of specialist archaeological outreach activities that address as wide a range of agendas as possible. This covers a wide range of activities including all aspects of the dissemination of information, whether by personal contact; the website; publications; talks and guided walks. It also includes public archaeology programmes that involve volunteers and school groups in all aspects of archaeological activity. The service currently provides this with volunteer based programmes of excavation, field recording and building recording at Stewart Park, Middlesbrough; North York Moors Mesolithic Project; Eston Hills Survey, Redcar & Cleveland; Saltburn Rutways Project, Redcar & Cleveland; Heritage of Hart Project, Hartlepool; Stockton Town Centre Building recording, Stockton.
- The provision of expertise and storage for archaeological collections and archives. This is a valuable complement to the museum services of the area, providing much needed storage space and a source of professional expertise. It involves outreach through the provision of information and interpretation of the collections by Tees Archaeology and allows the museums to develop a wider range of services and to maximise the use of the archaeological aspects of their collections.

8.1.2 In addition to the above Tees Archaeology also carries out commercial archaeological work as a result of the planning process and has an illustrative and design capacity. It was indicated that while these skills were valued they were ancillary to the main requirements of the partner authorities.

8.1.3 It was also noted that the commercial work carried out on behalf of commercial developers to fulfil planning requirements had a detrimental impact on the core functions of the service. This is because additional, core staff can be drawn into projects to achieve income targets in an uncertain market. Consideration should therefore be given to ceasing this type of work.

8.2 **The Structure of the Service:** Five options for the future structure of the services were examined (Report No 9: Tees Archaeology Service Structure). The means by which the service will be delivered is considered in Report No 10 – Options Analysis for Delivery of Archaeological Services.

8.2.1 **Maintain the Current Situation:** Hartlepool Borough Council and the Partner Authorities have indicated that they require a reduction of a minimum of 7.5% in the cost of the service to them. The current situation cannot deliver this and this option is therefore not tenable.

8.2.3 **Maintain the core staff of the service but delete the Administrative Asst post.** This post is funded from external projects, its deletion will reduce the income requirements of the service and deliver a budget saving of £8,379 to Hartlepool BC. This move will not deliver a saving to the three other partner authorities.

8.2.4 **Maximise Income: Provide HER and Planning Services with limited Outreach; delete the Administrative Asst post.** This could only be achieved if the Project Officer post was completely dedicated to income generation with significant assistance from other posts. The deletion of the Administrative Asst post would make the implementation of this option more difficult.

8.2.5 Reduce costs through part-time working: Provide HER and Planning Services with limited Outreach; maintain income at the current level; delete the Administrative Asst post.

Archaeological illustration and site drawings can be sourced externally, provided funding is available. The core requirements for the service could still be fulfilled. The current level of income generation would still need to be maintained leaving the service reliant on achieving a high income target (£16,000) in an uncertain market. This would increase the commercial pressure on the service to the detriment of outreach activity.

8.2.6 Reduce costs and income requirements through deleting the Archaeological Illustrator and Administrative Assistant posts. Provide HER and Planning Services with an expansion of Outreach activity.

This would involve re-configuring the service, losing the Administrative Asst and Archaeological Illustrator post and buying in the latter function as required. The service would cease to carry out commercial planning related fieldwork, but maintain the capacity to carry out grant funded projects. This would mean a significant alteration to the Project Officer post and would free up staff time to improve the Historic Environment Record and further develop the wide range of Outreach activities already engaged in by the service.

8.3 The Review Team recommended the adoption of 8.2.6

9.0 Transforming the Service and Delivering Savings

9.1 Transforming the Service: It is proposed to cease carrying out commercial work carried out on behalf of developers to

fulfil planning requirements and to re-structure the service so that it can better focus on the core requirements of the partner authorities as set out in 8.1 above. This will involve deleting the externally funded and vacant Administrative Assistant post and reducing the income requirement of the service from £16,000 to £6,000 at 2010/11 figures.

9.2 This will create a closer focus on the HER and Planning activities and allow the service to institute the improvements identified by the benchmarking (6.1 & 6.2 above).

9.3 The re-structuring will also allow the devotion of more time to outreach activities. These include volunteer participation and education projects and assistance to the partners in the management and interpretation of both their archaeological collections and the historic environment of their area as well as activities to disseminate information and raise awareness of the archaeology of the area. This aspect of Tees Archaeology's work is particularly valued by the partners. It is also hoped to be able to improve the level of engagement with those groups that the initial Diversity Impact Assessment identified as being under represented in the activities of the service.

9.4 Improving Collections Access: Tees Archaeology holds archaeological material and archives on behalf of the partner authorities. The collections are presently stored in a 1930s Civil Defence Bunker in the grounds of Sir Wm Gray House. This is developing problems with water ingress, is difficult to access and has no communication links.

9.5 A joint Heritage Lottery bid with Hartlepool Museum Service is proposed which will bring the collection into the ground floor of Sir Wm Gray House, provide appropriate shelving and facilities for processing archaeological material and researching it. This will also allow the development of

outreach activities based on the cleaning, processing, handling and interpretation of archaeological finds. This has received in principle support from Hartlepool Borough Council's corporate asset team (SCRAPT).

9.6 Delivering Savings: It is proposed to delete the Archaeological Illustrator post, delivering a provisional saving of £24,014 at 2010/11 costs. When offset against the reduction in planned income and a slight increase in the supplies and services budget to allow the buying in of illustrative services to fulfil existing commitments this will produce a net saving of £13,685 or 8.4% 'per annum' to the partner authorities in the core budget of 12050 (**Appendix 3**).

In addition the externally funded Administrative Assistant post will be deleted, reducing the income requirements of the service and delivering a saving of £8,379 to Hartlepool BC. These measures will deliver a total saving of £22,064 taken against the total spend of the service at 2010/11 figures. While it is hoped to institute these savings within the 2010/11 financial year the full saving will not be available until 2011/12.

10.0 Conclusion

10.1 The Tees Archaeology SDO Review has identified a possible way forward to transform the service and deliver cost savings to Hartlepool Borough Council and the partner authorities.

10.2 Planning related information and the Historic Environment Record will be improved to increase their compliance with national standards and to improve public access to the record.

10.3 It is intended to place a heavier focus on a wide range of outreach activities in order to increase awareness and participation in the Historic Environment.

- 10.4 A Heritage Lottery Bid is being developed to improve the care and accessibility of collections and has in principle support from SCRAPT.
- 10.5 Dependence on a high income level generated from uncertain markets will be reduced.
- 10.6 Two posts will be deleted, the core funded post of Archaeological Illustrator and the externally funded post of Administrative Assistant. This will deliver savings of £22,064 against the total spend of the service to Hartlepool Borough Council and a net saving of £13,685 or 8.4% against the core joint funded budget (see Appendix 3).
- 10.7 A written agreement covering the governance of the service should be drawn up by the partner authorities and consideration should be given to establishing a joint committee of members led by Hartlepool Borough Council.
- 10.8 The means of delivering the service is considered in a separate report: Report No 10 – Options Analysis for Delivery of Archaeological Services. This concludes that the present shared service model is the most cost effective.

RD 22.06.10

Appendix 1: Scope of Tees Archaeology SDO Review and the Review Team

Scope of the Review

This review covers all of the activities of Tees Archaeology, namely:-

- The relationship with the partner authorities
- The provision of planning advice
- The provision of the Historic Environment Record (HER)
- The provision of commercial fieldwork
- The care of collections and archives
- The promotion of public participation
- The dissemination of information

Review Team

Role & Responsibility	Position	Who	When
Lead Officer	AD Child & Adult Services	John Mennear	Phase 1-4
BT Rep	As required		
Review Team	Cultural Services Officer	David Worthington	Phase 1-4
Review Team	Archaeology Officer	Robin Daniels	Phase 1-4
Review Team	Sites & Monuments Officer	Peter Rowe	Phase 1-4
Partner Representative / Customer Champions	Countryside strategy Officer, Stockton BC	Graham Clingan	Phase 1-4
Partner Representative / Customer Champions	Historic Buildings Officer, Middlesbrough BC	David Carruthers	Phase 1-4
Partner Representative / Customer Champions	Planning Officer, Redcar & Cleveland BC	Janet Home	Phase 1-4
Partner Representative / Customer Champions	Museum Officer, Dorman Museum, Middlesbrough BC	Ken Sedman	Phase 1-4
Critical Friend	Borough Librarian, HBC	Graham Jarritt	Phase 1-4
Finance Rep	Asst Finance	Gillian Priestley	Phase 1-4

	manager, HBC		
HR Contact	Senior HR Business Officer	Faye Dodds	Phase 2-4
Assets and Property Rep	Asset and Property Manager	Keith Lucas	Phase 2-4
Procurement Rep	Commissioning and Contracts Manager	Terry Maley	Phase 2-4
Observer	Historic Environment Advisor, English Heritage	Rob Young	Phase 1-4

Appendix 2: List of Reports considered by Tees Archaeology Review Team

Report No 1 - National, Regional and Local Policy in relationship to Archaeology and the Historic Environment

Report No 2 – Local Authority Partner view of the service and public demand.

Report No 3 - Current Provision Report

Report No 4 – Tees Archaeology Budgets

Report No 5 - Benchmarking Tees Archaeology

Report No 6 - Accommodation Costs

Report No 7 – Income Generation

Report No 8 - Report on Hidden Costs in relation to the Provision of Services by Tees Archaeology

Report No 9: Tees Archaeology Service Structure Options

Report No 10: Options Analysis for Delivery of Archaeological Services

Report No 11: Tees Archaeology SDO Review Consultation Meeting

Appendix 3: Proposed Budget and Partner Contributions

Please note that the provisional budget for 2010/11 is set out in the third column of each table. This is based on the assumption that changes will be made six months through the year.

These figures should only be seen as provisional, they do include on costs but do not include any costs of redundancy or early retirement.

	Total at 2010/11 costs based on no change to the service	Proposed Cost following changes. Based on 10/11 costs	Provisional Cost of service in 2010/11. Presuming changes implemented after 6 months
Salaries (includes NI, Super & 2.5% pay award)	£159,324	£135,309	79,662.0 67,654.5 £147,316.50
Supplies & Services (Includes provision to buy in services, previously in house and required to fulfil commitments)	£7,385	£8,000	3692.5 4000.0 £7,692.50
Accommodation	£11,665	£11,665	£11,665
Gross Budget	£178,374	£154,689	£166,674
Budgeted Income	£16,000	£6,000	£11,000
Net Budget	£162,374	£148,689	£155,674

The proposed changes represents a saving of 8.4% in a full year.

	Current Cost 2010/11	Proposed Cost Following Changes	Provisional Cost of service in 2010/11. Presuming changes implemented after 6 months
H'pool 16.5%	26,799.96	24,533.69	25,686.21
M'boro 25.8%	41,905.39	38,361.76	40,163.89
Redcar & Clev 25.9%	42,067.82	38,510.45	40,319.57
Stockton-on-Tees 31.8%	51,650.83	47,283.10	49,504.33

Appendix 2: Tees Archaeology Service Delivery Option Review Report No 10 - Options Analysis for Delivery of Archaeological Services

1.0 Introduction

- 1.1 To identify the range of options available for delivering archaeological services and achieving savings.
- 1.2 To determine which options are applicable to archaeological services
- 1.3 To set out the Review Team findings in relation to the options.

2.0 The Range of Options available for Delivering Archaeological services

- 2.1 Seven options have been identified as applicable to the delivery of archaeological services in the area: -

- Closure of the service (2.2)
- Changes to the service (2.3)
- Commercial Trading (2.4)
- Shared service provision (2.5)
- Transfer or Externalisation of the service (2.6)
- Disaggregation of the service (2.7)
- Creation of a Regional Service (2.8)

- 2.2 Closure of the Service. This was considered by the review team in the light of two reports: -

- Tees Archaeology SDO Review Report No 1: National, Regional and Local Policy in relationship to Archaeology and the Historic Environment.
- Tees Archaeology SDO Review Report No 2 – Local Authority Partner view of the service and public demand.

These reports demonstrated that it was national policy that each local planning authority should have access to specialist archaeological advice, a record of the historic environment and should promote outreach activities.

They also indicated local need for archaeological services in order to fulfil the partner authorities Local Development Frameworks and local support through public involvement with the service.

On these grounds the team concluded that there was a need for archaeological services.

- 2.3 **Changes to the service**. Changes to the service designed to deliver the key functions and deliver transformation have been endorsed by the Review Team. These would involve:-
- the re-location of collections using lottery funding to make them more accessible and reduce maintenance costs of an unsuitable location
 - a reduction in emphasis on an uncertain market for commercially generated income
 - changes to the staffing structure as set out in Option 5 in Tees Archaeology Service Delivery Option Review Report No 9 - Service Structure Options

- 2.4 **Commercial Trading**. Tees Archaeology already carries out some commercial activity. This takes place in a fluctuating market and has a negative impact on the core provision of services to the partner authorities. The implications of commercial activity are discussed further in Tees Archaeology SDO Review Report No 7 – Income Generation and Tees Archaeology Service Delivery Option Review Report No 9 - Service Structure Options. The Review Team concluded that this was not a viable option.

- 2.5 **Shared service provision**. Tees Archaeology is currently a shared service provision with contributions from each of the

four partners based on the population of each district. This option for service delivery is highlighted by the Hartlepool Borough Council review guidance documentation. The Review Team endorsed the continuation of this approach, however concern was expressed over the absence of a formal contract or agreement and this should be explored. The details of the current provision are set out in Tees Archaeology Service Delivery Options Review Report No 3 - Current Provision Report

2.6 Transfer or Externalisation of the service. The Review

Team considered externalisation in the light of :-

- Tees Archaeology SDO Review Report No 6 - Accommodation Costs.
- Tees Archaeology SDO Review Report No 8: Report on Hidden Costs in relation to the Provision of Services by Tees Archaeology.

It concluded that externalisation of the service would result in greater costs to the four partners, a lack of control and accountability and based on experience of other externalisations might result in poorer service. This was rejected as an option.

2.7 Disaggregation of the service. The review team asked that a

costing be carried out on the implications of disaggregating the service to the partner authorities on the basis of a requirement for two members of staff for each authority. These two staff would provide archaeological planning and policy advice and maintain the Historic Environment Record for the area of the authority. Outreach would be limited to talks and perhaps guided walks and they would not be able to provide collections and archive storage and expertise.

The costings, based on 2008/09 figures are set out in **Appendix 2**. The cost of a disaggregated service would be significantly higher than the present arrangement and there would be a loss in the range of services offered. This is not a viable option.

2.8 Creation of a Regional Service. The possibility of a regional service, covering the government's north east region (Tees Valley, Durham, Tyne & Wear and Northumberland) was discussed by the Review Team (Minutes 21.04.06). Following this discussion it was raised with the heads of archaeological services in the local authorities set out above and with English Heritage at a national level.

The responses from the heads of service of the other archaeological organisations were not in favour of such a move; nor were English Heritage. The latter had looked in detail at this during the framing of the Heritage Protection Reform Bill and had concluded that it was not cost effective, in addition it would be difficult to make it accountable and to put in place funding arrangements.

The Review Team agreed with these conclusions and had the view that to be most effective an archaeology service need to be reasonably close to the organisations it advised, rather than in a remote regional base. A Regional organisation would moreover have difficulty in providing a wide range of outreach activities in a local context.

3.0 Conclusion

- 3.1 This report has been considered by the Review Team and by a consultation meeting with the partner authorities (Report No 11 Tees Archaeology SDO Review Consultation Meeting).
- 3.2 On the basis of the findings of the Review Team and of the consultation meeting it is recommended that the most appropriate option for the delivery of archaeological services to the four partner authorities is that of shared service and that a range of changes as set out in the Tees Archaeology Service Delivery Option Review Baseline Report should be adopted.
- 3.3 The success of the current shared service model over 14 years should be recognised. This was established as part of the disaggregation arrangements of Cleveland County Council and with the approval of the four partner authorities. The governance of the service could however be further formalised with a written agreement between the partners. Such an agreement might include further member involvement in the service, perhaps through a joint committee led by Hartlepool BC.

RD 29.06.10

Appendix 1: Options Analysis Matrix

Options	Options Considered	Comment	Possible Option
Closure of Service	Cease to provide archaeological services	Review Team agreed archaeological services are required to fulfil national policy as set out in PPS5 and local need as set out in LDFs and evidenced by public involvement.	No
Changes to Service	Find savings through focussing on fewer activities	A number of significant changes have been discussed and agreed by the Review Team	Yes
Commercial Trading	Develop commercial fieldwork. Increase income and achieve savings	This was rejected due to the uncertainties of income generation and the impact on the provision of services	No
Shared service Provision	The service is currently shared between four authorities	This model is the preferred option. But consideration should be given to the greater formalisation of the arrangement	Yes
Transfer or Externalisation of the service	Develop Trust or other organisation	This was rejected due to higher costs, lack of control, the probability of poorer service and an uncertain market	No
Disaggregation of the service to the partner authorities	Disaggregation with two posts in each authority providing Planning Advice and HER only	This would be more expensive for each partner and would provide fewer services	No
Creation of a Regional Service	Merging of all north-east local authority archaeological organisations	This would be a remote, unaccountable organisation with uncertain commitment from the partner authorities.	No

Appendix 2: Costs of a Disaggregated Service

These costs are based on two professional members of staff

2008/09	Band	Cost (inc NI & Pensions)	Salary Only total	Partner Contributions 208/09
Archaeologist 1	10	£33,383		
Archaeologist 2	9	£27,421		
			£60,804	
Hartlepool				£25,031
Middlesbrough				£39,139
Redcar& Cleveland				£39,291
Stockton-on- Tees				£48,241

This does not include a wide range of hidden costs such as accommodation, administrative and financial support nor the cost of supplying specialised computing requirements.



Diversity Impact Assessment (Predicted Assessments)

Lead Officer: John Mennear	Published Date: Draft for progression during SDO review
Who has undertaken the assessment: John Mennear and Tees Archaeology review team and Leigh Keeble (ACSD – Support Services)	
Date forwarded to Departmental Diversity Rep: N/A at this stage	

Is the subject to be assessed a: <i>(Please tick)</i>
<div style="display: flex; justify-content: space-around;"> Strategy <input type="checkbox"/> Policy <input type="checkbox"/> Service <input type="checkbox"/> </div> <div style="display: flex; justify-content: space-around; margin-top: 10px;"> System <input type="checkbox"/> Project <input type="checkbox"/> Other SDO review <input type="checkbox"/> </div>
Name of the assessed and brief description:
Tees Archaeology. Shared archaeology service of Hartlepool, Middlesbrough, Redcar & Cleveland and Stockton on Tees

What is being assessed is <i>(please tick)</i>
<div style="display: flex; justify-content: space-around;"> Existing <input type="checkbox"/> New <input checked="" type="checkbox"/> </div>

Is a copy of the new policy/strategy attached <i>(please tick)</i>
<div style="display: flex; justify-content: space-around;"> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> </div>
If No, where can it be viewed?

Links into Community Strategy and Council Themes <i>(please tick box(es))</i>	
<div style="display: flex; flex-direction: column; align-items: center;"> <div>Jobs and the Economy <input type="checkbox"/></div> <div>Lifelong Learning and Skills <input checked="" type="checkbox"/></div> <div>Health and Care <input type="checkbox"/></div> <div>Community Safety <input type="checkbox"/></div> <div>Organisational Development <input checked="" type="checkbox"/></div> </div>	<div style="display: flex; flex-direction: column; align-items: center;"> <div>Environment <input type="checkbox"/></div> <div>Housing <input type="checkbox"/></div> <div>Culture and Leisure <input checked="" type="checkbox"/></div> <div>Strengthening Communities <input type="checkbox"/></div> </div>

Stage 1 - Overview

1. Please give a brief description of the aims, objectives or purpose. <i>(Note: Wherever possible please quote from the document)</i>	
Service Delivery Options review is required as part of the HBC Business Transformation Programme and the review is supported by the partner authorities through the Tees Valley Unlimited Cultural Sub-group.	
2. Who is responsible for implementation?	
John Mennear is the lead officer for this review, supported by the review team.	
3. Who are the main stakeholders? (please tick)	
The General Public <input checked="" type="checkbox"/>	Public Sector Service Providers <input checked="" type="checkbox"/>
Employees <input checked="" type="checkbox"/>	The Community & Voluntary Sector <input type="checkbox"/>
Elected Members <input type="checkbox"/>	

Stage 2 – Research and Findings

4. What evidence do we presently have and what does it tell us? <i>(Include any numerical data, public consultation or involvement, anecdotal evidence and other organisations' experiences, outcome of any previous service related INRA, entry into the Risk register)</i>
<p>Heritage and Museums INRA of April 2009 included the archaeology service and identified a target to provide opportunities for public involvement in archaeology. We currently collect data on the number of volunteers on all archaeology projects together with attendees at day schools. From this data we are able to disaggregate details of the volunteers from Hartlepool. We know that the majority of our volunteers are over 45 and are white British. The gender split of the volunteers is fairly even with a slightly higher proportion of male volunteers. From anecdotal evidence we know that the majority of our volunteers are middle-class with a relatively high proportion being retired professionals. Anecdotally we also know that none of our volunteers have physical disabilities.</p> <p>In 2008/2009 24 junior schools from Hartlepool participated in day schools run by the section.</p>

<p>5. Identify the gaps in the evidence that we presently have?</p>
<p>We need to develop more robust methods for collecting data on both our volunteers and day school attendees. For example, our current volunteer registration form allows us to collect information that fulfills our needs to identify volunteers for projects but does not include any diversity information. The form can be redesigned to incorporate that information.</p>
<p>6. Record what needs to be done to gather further evidence to undertake the impact assessment?</p>
<p>We need to gather more diversity information on our current volunteers.</p> <p>.</p>

Please note: You will need to have viewed your data or insufficient data before answering the following questions. If no data is available, you will need to make a record of this within your answers below and indicate how this data will be gathered in the future. *(Please refer to glossary for the terms- unmet needs, differential impact, positive impact, negative impact and adverse impact provided in the guidance)*

<p>7. Are there any unmet needs/requirements that can be identified from your research that impact specific equality groups? Which equality groups does it impact?</p>
<p>There is no data available to assess this.</p>
<p>8. Are there any concerns that there could be a differential/positive/negative/adverse impact on the grounds of gender? Gender refers to male, female and transgender. Please explain your answer.</p>
<p>Our evidence suggests a fairly even split between males and females on our volunteer programme. We have no evidence in relation to transgender. We have no concerns that the SDO will have any impact on the grounds of gender.</p>

5.8 Appendix 3

9. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of racial or ethnic origin? Please explain your answer.
We are concerned that all of our current volunteers are white British. It is possible that the SDO might have a positive impact on the grounds of racial or ethnic origin as we develop techniques to specifically target members from different communities.
10. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of religion or belief? Please explain your answer.
No
11. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of disability? Please explain your answer.
<p>We are concerned that disability might impede someone's potential to volunteer on our projects. It is possible that the SDO might have a positive impact on the grounds of disability as we develop techniques to specifically target members from different communities and ensure that they are supported to participate.</p> <p>The proposed re-location of archaeological artefacts from the bunker to Sir Wm Gray House will improve physical access to the collections.</p>
12. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of age? Please explain your answer.
We have identified that the majority of our current volunteers are over 45. It is possible that the SDO might have a positive impact on the grounds of age as we develop techniques to specifically target young people to volunteer.
13. Are there any concerns that there could be a differential/positive/negative/ adverse impact on the grounds of sexual orientation? Please explain your answer.
It is possible that the SDO might have a positive impact on the grounds of sexual orientation as we develop techniques to specifically target members from different communities.

14. Summary of adverse impacts *(please tick)*

Gender <input type="checkbox"/>	Disability <input checked="" type="checkbox"/>
Race/Ethnic Origin <input checked="" type="checkbox"/>	Age <input checked="" type="checkbox"/>
Religion/Belief <input checked="" type="checkbox"/>	Sexual Orientation <input checked="" type="checkbox"/>

Stage 3 – Consultation

15. Who have you consulted with?

The main stakeholders were represented on the review team, the partner authorities were consulted through a range of well established liaison mechanisms as set out in the communication plan.

Staff, unions, elected members, CMT/DMT, BT programme board and Cabinet were consulted/informed in line with the communication plan

16. Summary of findings/recommendations from the consultation

Whilst Tees Archaeology provides a range of opportunities for public participation, the under representation of minority ethnic groups and young people has been identified. Addressing these gaps will be explored with officers across partner authorities who have responsibility for diversity issues and with the regional renaissance team in order to develop approaches. An action plan based on these discussions to increase out-reach work will be completed by June 2011 and incorporated in to the public participation programme.

Stage 4 – Adverse Impacts

<p>17. Please give details of what the predicted adverse impact is expected and which groups or individuals it affects.</p>
<p>None. Active engagement of under-represented groups will take place and improved monitoring will ensure that we more effectively capture details of participants to ensure proportionate representation.</p>
<p>18. Record what immediate actions are taken prior to implementation to address the adverse impact?</p>
<p>Improving engagement activities will be explored with officers across partner authorities and with the regional renaissance team in order to develop approaches. Improved monitoring of participants will be introduced.</p>
<p>19. Can the adverse impact be justified for any reason? Please explain. (Legislation, promoting equality of opportunity for one group (positive action) etc.)</p>
<p>N/A</p>

Stage 5 – Action Planning and Publishing

20. What actions are needed to be taken after the implementation		
Action	Responsible officer	Completion Date
Address the level of engagement of groups under represented in the current public engagement activities – develop an action plan to increase participation	Robin Daniels	Action plan completed by June 2011
21. What are the main conclusions from the assessment?		
Gaps in monitoring and of volunteering and outreach engagement have been identified. In addition, the under representation of certain groups have also been identified. Actions will be developed to begin to address these gaps and to improve how we capture details of volunteers and participants.		
22. How is the impact assessment published/publicised?		
The assessment is part of the report presented to the Corporate Management Team and Cabinet.		
23. How is the impact further assessed after its implementation?		
The actions identified will be monitored via the departments diversity action plan.		
Signed: John Mennear		Date: 13th April 2010
_____ Assistant Director		_____

CABINET REPORT

6 December 2010



Report of: Director of Child and Adult Services

Subject: ADULT SOCIAL CARE - ASSESSMENT OF PERFORMANCE 2009/10

SUMMARY

1. PURPOSE OF REPORT

To update Cabinet on the results of the Adult Social Care Assessment of Performance 2009/10.

2. SUMMARY OF CONTENTS

The report summarises the results from the Adult Social Care Assessment of Performance 2009/10 which includes ratings for seven outcomes as well as an assessment in relation to Leadership and Commissioning and Use of Resources.

3. RELEVANCE TO CABINET

It is important that the Council's members and officers are aware of the inspection regime for Adult Social Care and the performance of the Council in 2009/10.

4. TYPE OF DECISION

Non-key.

5. DECISION MAKING ROUTE

Cabinet – 6 December 2010.

6. DECISION(S) REQUIRED

Cabinet is asked to note the report and the results achieved by the Council.

Report of: Director of Child and Adult Services

Subject: ADULT SOCIAL CARE - ASSESSMENT OF PERFORMANCE 2009/10

1. PURPOSE OF REPORT

- 1.1 To update Cabinet on the results of the Adult Social Care Assessment of Performance 2009/10.

2. BACKGROUND

- 2.1 The Care Quality Commission assesses and rates the performance of Adult Social Care against seven outcomes; Improved Health and Wellbeing, Improved Quality of Life, Making a Positive Contribution, Increased Choice and Control, Freedom from Discrimination and Harassment, Economic Wellbeing and Maintaining Personal Dignity and Respect.
- 2.2 A written assessment is also made in relation to Leadership and Commissioning and Use of Resources.

3 CARE QUALITY COMMISSION – ADULT SOCIAL CARE ASSESSMENT OF PERFORMANCE 2009/10

- 3.1 The Care Quality Commission has rated the Council's adult social care services as **excellent** (the highest possible rating) for the second consecutive year (**see Appendix 1**).
- 3.2 The summary of performance states that 'the Council's vision to transform social care underpins its plans and strategies, and its impact can be seen across the wider council and in other organisations in Hartlepool.' Achievements in relation to the engagement of people who use services and their carers and the number of people directing their own support are highlighted, along with developments in relation to the safeguarding of vulnerable adults.
- 3.3 A break down of the result can be seen in Table 1.

Table 1 – Outcomes Assessment

Outcome 1	
Improved health and well-being	The council is performing: Excellent
Outcome 2	
Improved quality of life	The council is performing: Excellent
Outcome 3	
Making a positive contribution	The council is performing: Excellent
Outcome 4	
Increased choice and control	The council is performing: Excellent
Outcome 5	
Freedom from discrimination and harassment	The council is performing: Well
Outcome 6	
Economic Well-being	The council is performing: Excellent
Outcome 7	
Maintaining personal dignity and respect	The council is performing: Well

- 3.4 The full report, including key strengths and areas for improvement in each outcome, and written feedback relating to Leadership and Commissioning and Use of Resources is attached at **Appendix 2**.

4 CONCLUSIONS

- 4.1 Adult Social Care has been rated as excellent overall with excellent ratings for five out of seven outcomes.

5. RECOMMENDATIONS

- 5.1 Cabinet is requested to note the report and the results achieved by the Council and its partners.

Appendices

Appendix 1 - Letter of Annual Performance Assessment of Adult Social Care for Hartlepool Council 2009/10

Appendix 2 – Report of Annual Performance Assessment of Adult Social Care for Hartlepool Council 2009/10



Mrs Nicola Bailey
Director of Child and Adult Services
Hartlepool Borough Council

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Assessment of Commissioning for Hartlepool council 2009/10: Results

Dear Director

The enclosed Assessment of Performance (AP) report outlines the findings of the 2009/10 commissioner assessment process for your council. Thank you for the information you provided to support this process, and for the time made available by yourself and your colleagues to discuss relevant issues.

The grades outlined in the AP report are an overall grade for delivering outcomes and a separate grade for each of seven outcomes. There is a commentary on the two domains of *Leadership*, and *Use of resources and commissioning*.

Also attached are

- The Quality Assurance & Moderation summary for your council, which provides a record of the process of consideration by CQC.
- The form recording your council's factual accuracy comments and CQC's response.



We expect you, as The Director of Adult Social Services, to present the AP report to an open meeting of the relevant executive committee of the council by 31 January 2011 and to inform us of the date this will take place. Your council should make the AP report available to members of the public at the same time, and must copy this grading letter and report to the council's appointed auditor.

The grades we use are:

ADULT SOCIAL SERVICES ASSESSMENT OF PERFORMANCE 2009/10 :Hartlepool	Descriptor
Grade 4: (Performing excellently) People who use services find that services deliver well above minimum requirements	A service that overall delivers well above minimum requirements for people, is highly cost-effective and fully contributes to the achievement of wider outcomes for the community.
Grade 3: (Performing well) People who use services find that services consistently deliver above minimum requirements	A service that consistently delivers above minimum requirements for people is cost-effective and makes contributions to wider outcomes for the community.
Grade 2: (Performing adequately) People who use services find that services deliver only minimum requirements	A service that delivers only minimum requirements for people, but is not consistently cost-effective nor contributes significantly to wider outcomes for the community.
Grade 1: (Performing poorly) People who use services find that services do not deliver minimum (performing adequately) requirements	A service that does not deliver minimum requirements for people, is not cost-effective and makes little or no contribution to wider outcomes for the community.

ADULT SOCIAL CARE PERFORMANCE JUDGMENTS FOR 2009/10

Overall Grade Awarded for Delivery of Outcomes	Excellent
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Delivering Outcomes	Grade Awarded
Improved health and emotional well-being	Excellent
Improved quality of life	Excellent
Making a positive contribution	Excellent
Increased choice and control	Excellent
Freedom from discrimination or harassment	Well
Economic well-being	Excellent
Maintaining personal dignity and respect	Well

The AP report sets out progress on areas of good performance, areas of improvement over the last year and areas which are priorities for improvement. Where appropriate it also identified any follow up action CQC will take.

CQC will publish your council grading and AP report at
<http://www.cqc.org.uk/findcareservices.cfm> on Thursday 25 November 2010.

Yours sincerely



Jo Dent
Regional Director
Care Quality Commission

Assessment of Performance Report 2009/10

ADULT SOCIAL SERVICES ASSESSMENT OF PERFORMANCE 2009/10 :Hartlepool

Contact Name	Job Title
Linda Robinson	Area Manager
<p>The report will produce a summary of the performance of how the council promotes adult social care outcomes for people in the council area.</p> <p>The overall grade for performance is combined from the grades given for the individual outcomes. There is a brief description below – see Grading for Adult Social Care Outcomes 2009/10 in the Performance Assessment Guide web address below, for more detail.</p> <p>Performing Poorly - not delivering the minimum requirements for people. Performing Adequately - only delivering the minimum requirements for people. Performing Well - consistently delivering above the minimum requirements for people. Performing Excellently - overall delivering well above the minimum requirements for people.</p> <p>We also make a written assessment about</p> <p>Leadership and Commissioning and use of resources</p> <p>Information on these additional areas can be found in the outcomes framework</p> <p>To see the outcomes framework please go to our web site: Outcomes framework</p> <p>You will also find an explanation of terms used in the report in the glossary on the web site.</p>	

2009/10 Council APA Performance

Delivering outcomes assessment Overall council is:	Excellent
Outcome 1: Improved health and well-being	Excellent
Outcome 2: Improved quality of life	Excellent
Outcome 3: Making a positive contribution	Excellent
Outcome 4: Increased choice and control	Excellent
Outcome 5: Freedom from discrimination and harassment	Well
Outcome 6: Economic well-being	Excellent
Outcome 7: Maintaining personal dignity and respect	Well

Council overall summary of 2009/10 performance

The council's vision to transform social care underpins its plans and strategies, and its impact can be seen across the wider council and in other organisations in Hartlepool. There continues to be significant change internally and in service provision, based on an assessment of local needs, to modernise the help and support people receive, and to make sure that systems and processes are efficient. The Child and the Adult Services departments have merged this year and new structures are in place. People experienced a "joined up" approach as a result of increasingly close working between social care and health partners, supported by new technology. The council has maintained good performance against most nationally comparable measures.

People who use services and carers are consulted and engaged through a wide range of approaches, which this year has also included focus groups. The council responds proactively to the feedback it receives. The number of people who direct their own support continues to be high and increasing, and people are helped by staff to consider creative solutions to their support needs. The council works with service providers to develop the service options that people want.

Systems are in place to safeguard vulnerable people from abuse, including those who direct their own support, and the council has worked with NHS partners to make sure that the rights of people who lack capacity are safeguarded. Staff have had appropriate training, and work is undertaken with providers of care to make sure that regulated services are of a good quality. Some new support for carers has been introduced this year.

Leadership

"People from all communities are engaged in planning with councilors and senior managers. Councilors and senior managers have a clear vision for social care. They lead people in transforming services to achieve better outcomes for people. They agree priorities with their partners, secure resources, and develop the capabilities of people in the workforce".

Conclusion of 2009/10 performance

The council has a clear vision for social care which is reflected in its plans and strategies, and is included in considerations across council departments and through the Local Strategic Partnership. It is understood and well supported by elected members. There is a Business Transformation Programme through which the council reviews its activities to ensure that it is achieving good value for money, and this year Child and Adult Services have merged to form one department, with new structures now in place. There is close working with health partners both for reasons of efficiency and to improve the service people receive. Arrangements for people in Hartlepool to direct their own care are well established, with a significant number of people choosing to use this approach. Their lives have changed as a result.

People from a broad range of communities are well involved in developments through forums and events. Their experience of "joined up" health and social care has been improved by the introduction of modern technology for staff who can now view and share much more of each others' information. There is a relatively stable work force, and sickness absence fell slightly this year. Managers use performance information to make sure that progress is monitored and improved, and to plan changes. The council continues to perform well against most nationally comparable measures. Staff are encouraged to develop innovative approaches to the provision of support with people who receive personal budgets.

Key strengths
<ul style="list-style-type: none">• Elected members and other departments in the council understand the vision for social care and the challenges faced, and work together to deliver the outcomes that people want.• People are well engaged in discussions about services and planning future developments.• The new Child and Adult Department has been established and posts have been filled.• New technology has improved joint working between social care and health partners.

Areas for improvement
None identified

Commissioning and use of resources

"People who use services and their carers are able to commission the support they need. Commissioners engage with people who use services, carers, partners and service providers, and shape the market to improve outcomes and good value".

Conclusion of 2009/10 performance

People have been offered better access to the information they need to help them choose care services. One approach is a website called 'Hartlepool Now' which also sets out the different events, activities and opportunities that are available in the town. The site is being increasingly used by professionals and the public.

People's views are gathered through a range of approaches including consultation events and steering groups, so that people who use services and their carers shape new strategies and services. More recently, focus groups have been introduced to bring together a wide variety of people using different services to debate common issues. Topics have included Putting People First, assistive technology, and commissioning. The council has acted on feedback on a range of issues, including those raised by the deaf community, and on subjects including extra care developments, transport, and health check self-assessments.

There is good partnership working with health organisations, including joint commissioning and care management teams, with District Nurses and Community Matrons working within local teams.

The Joint Strategic Needs Assessment (JSNA) has been refreshed to include updates on support for people with autism or dementia, carers, and safeguarding. The council consistently uses a wide range of analysis tools and information to inform its commissioning and for benchmarking. It supports an increasing number of people to use personal budgets and direct payments, and has a well developed Resource Allocation System through which funds are allocated to meet their needs. Now these arrangements have been in place for some time, they are being reviewed to identify whether systems can be improved.

People have access to good quality care services, and the quality of care for older people in care homes with nursing has improved this year. As more people choose and direct their own support, there is a move away from the use of some traditional services. This includes a day centre for people with physical disabilities, which will be replaced by a Centre for Independent Living. Older people would benefit from increased options so that there are more alternatives to moving into residential care. A

reducing number of people with learning disabilities continue to attend traditional day services, and the council is continuing to modernise this support to offer people more flexible service for themselves and their carers covering evenings and weekends. The very small number of people with learning disabilities who were living in NHS campus provision have now moved to suitable alternative accommodation.

The council's overarching Business Transformation Programme has helped to deliver efficiencies, and substantial savings have been made through the integration of departments and teams, the reduced use of block contracts, changes to day services for people with learning disabilities, and the reshaping of home care provision. Work has been undertaken to make sure that new types of support options are developed, to help people to be independent.

Key strengths

- People who use service and carers are well engaged in reviewing services, and new approaches to consultation have been introduced to make sure a wide variety of people have the opportunity to contribute to debate.
- Services are changing in response to people's wishes.
- The number of people who direct their own support, which was already comparatively high, continues to increase.
- The council continues to scrutinise its work to make sure that processes and commissioning decisions achieve good value for money.

Areas for improvement

- Continue to develop alternative support for older people who would otherwise move into residential care.
- Continue to develop evening and weekend support for people with learning disabilities and their carers.

Outcome 1: Improving health and emotional well-being

“People in the council area have good physical and mental health. Healthier and safer lifestyles help them lower their risk of illness, accidents, and long-term conditions. Fewer people need care or treatment in hospitals and care homes. People who have long-term needs and their carers are supported to live as independently as they choose, and have well timed, well-coordinated treatment and support”.

Conclusion of 2009/10 performance

The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 1 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration, that it is continuing to perform excellently in 2009/10 for this outcome. CQC will continue to monitor this performance.

Key strengths

None identified

Areas for improvement

None identified

Outcome 2: Improved quality of life

"People who use services and their carers enjoy the best possible quality of life. Support is given at an early stage, and helps people to stay independent. Families are supported so that children do not have to take on inappropriate caring roles. Carers are able to balance caring with a life of their own. People feel safe when they are supported at home, in care homes, and in the neighborhood. They are able to have a social life and to use leisure, learning and other local services."

Conclusion of 2009/10 performance

The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 2 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration, that it is continuing to perform excellently in 2009/10 for this outcome. CQC will continue to monitor this performance.

Key strengths

None identified

Areas for improvement

None identified

Outcome 3: Making a positive contribution

“People who use services and carers are supported to take part in community life. They contribute their views on services and this helps to shape improvements. Voluntary organisations are thriving and accessible. Organisations for people who use services and carers are well supported”.

Conclusion of 2009/10 performance

The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 3 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration, that it is continuing to perform excellently in 2009/10 for this outcome. CQC will continue to monitor this performance.

Key strengths

None identified

Areas for improvement

None identified

Outcome 4: Increased choice and control
<p>“People who use services and their carers are supported in exercising control of personal support. People can choose from a wide range of local support”.</p>

Conclusion of 2009/10 performance
<p>The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 4 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration, that it is continuing to perform excellently in 2009/10 for this outcome. CQC will continue to monitor this performance.</p>

Key strengths
<p>None identified</p>

Areas for improvement
<p>None identified</p>

Outcome 5: Freedom from discrimination and harassment

“People who use services and their carers have fair access to services. Their entitlements to health and care services are upheld. They are free from discrimination or harassment in their living environments and neighborhoods”.

Conclusion of 2009/10 performance

The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 5 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration, that it is continuing to perform well in 2009/10 for this outcome. CQC will continue to monitor this performance.

Key strengths

None identified

Areas for improvement

None identified

Outcome 6: Economic well-being

"People who use services and their carers have income to meet living and support costs. They are supported in finding or maintaining employment".

Conclusion of 2009/10 performance

The Care Quality Commission has agreed to carry forward the judgement awarded for outcome 6 from the 2008/09 year into the 2009/10 assessment. The council has confirmed, through self declaration, that it is continuing to perform excellently in 2009/10 for this outcome. CQC will continue to monitor this performance.

Key strengths

None identified

Areas for improvement

None identified

Outcome 7: Maintaining personal dignity and respect

"People who use services and their carers are safeguarded from all forms of abuse. Personal care maintains their human rights, preserving dignity and respect, helps them to be comfortable in their environment, and supports family and social life".

Conclusion of 2009/10 performance

Systems are in place to make sure that people in Hartlepool are safeguarded from abuse. The Tees-wide Vulnerable Adults Safeguarding Board was established a year ago to develop and monitor policies and practice across Teesside and commission staff training. The Board was identifying as needing greater capacity, and a Business Manager has been appointed and took up post in July 2010. Hartlepool has its own Vulnerable Adults Committee, which handles local operational issues. Arrangements have been strengthened in response to the recommendations of an independent report about safeguarding that the council commissioned last year. There is a new safeguarding unit and a post of strategic safeguarding lead, and a complex case reference group meets each month.

Safeguards for the most vulnerable people are being developed through the work undertaken by the council and its NHS partners on the way they handle work relating to the Mental Capacity Act and Deprivation of Liberty Safeguards, led by the holder of a jointly funded post. Links have been strengthened between these areas of work and safeguarding. There were a relatively high number of Deprivation of Liberty Safeguard referrals, and there has been work to raise awareness amongst staff and the managers of regulated services.

The council received a third more safeguarding referrals than last year, including more referrals from health partners. Work has taken place this year to increase the co-ordination and understanding about safeguarding between various parts of the NHS and social services. A high proportion of staff in the council and in the independent sector have had appropriate training. A serious case review was undertaken, and an action plan put in place in response to issues identified as needing to improve. The review was seen as an opportunity to improve practice within and between organisations, and the council has put in place the improvements within its remit. Some changes, which were the responsibility of other organisations, have not yet been completed.

People who direct their own care are helped to respond to potential or actual risks, and individual situations are discussed in the Risk Enablement Panel. The council launched a Dignity in Care Campaign this year, and held two events. It reports that most care homes have a dignity champion, and staff of some homes, are undertaking further training. Senior managers and lay assessors continue to visit regulated services to check for themselves that people's needs are being met. The quality of care and the environment in regulated services in Hartlepool is good.

The council works in partnership with carers, and is putting in place developments highlighted in the carers' strategy. There has been additional training for staff on issues affecting carers. Support arrangements changed this year, with the award of three new contracts for carers' support. Carers are encouraged to sign up with the Carers' Emergency Respite Care scheme by a new support worker. More carers are now starting to register with the scheme, which was introduced last year to enable them to plan for emergency support to be provided in their absence.

Key strengths

- The council's response to safeguarding has been strengthened through the establishment of a new safeguarding unit.
- People who may be vulnerable are offered greater protection due to closer working between the council and health partners.
- Local providers are aware of their responsibilities in relation to the Mental Capacity Act and Deprivation of Liberty Safeguards, and are making appropriate referrals.
- People who manage their own care through personal budgets are helped to recognise and manage risks through the Risk Enablement Panel.
- There is a focus on recognising the right to dignity for those people who use care services, promoted through visits to care services by lay assessors and senior managers and the council's Dignity in Care campaign.

Areas for improvement
<ul style="list-style-type: none">• Further improve safeguarding practice by putting in place developments emerging from the Teeswide Vulnerable Adults Safeguarding Board.

CABINET REPORT

Monday 6th December 2010



Report of: Director of Child and Adult Services

Subject: NATIONAL SUPPORT TEAM RECOMMENDATIONS
FOR ALCOHOL IN HARTLEPOOL

SUMMARY

1. PURPOSE OF REPORT

Support Team (NST) visit to the area considering the impact of alcohol across the town.

2. SUMMARY OF CONTENTS

The report will provide a background to the visit that happened in October 2010 and the recommendations for action as a result of the visit.

3. RELEVANCE TO CABINET

Alcohol harm is a significant public health issue and it is necessary to make Cabinet aware of recommendations that might contribute to reducing the causes and consequence of excessive alcohol consumption.

4. TYPE OF DECISION

Report for information.

5. DECISION MAKING ROUTE

Cabinet.

6. DECISION(S) REQUIRED

Note the content of the report.

Report of: Director of Child and Adult Services

Subject: NATIONAL SUPPORT TEAM RECOMMENDATIONS
FOR ALCOHOL IN HARTLEPOOL

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to inform Cabinet of the recommendations of a recent National Support Team (NST) visit to the area focused on the impact of alcohol across the town.

2. BACKGROUND

- 2.1 In October 2010, the National Support Team from the Department of Health visited the area, alongside Stockton and Redcar and Cleveland. The NST undertook an assessment of activity in relation to alcohol. They considered key themes including the following:

- Vision, Strategy and Commissioning;
- Data;
- Interventions and Treatment;
- Targeted Interventions;
- Criminal Justice, Licensing and Availability;
- Workforce, Training and Awareness;
- Children, Young People and Families.

- 2.2 In order to make the assessment of Hartlepool, many documents with shared with the NST prior to the visit and then key individuals across all partner agencies were interviewed. From this, the recommendations below have been made.

- 2.3 In making the recommendations the NST recognised the scale and challenge of the problem across Hartlepool:

- Culture of heavy drinking linked to industrial heritage;
- Impact of Comprehensive Spending Review (CSR) and reductions in public spend;
- High levels of deprivation;
- Stark contrast between areas of high deprivation and relative affluence;
- High rates of alcohol related hospital admissions;
- Local Area profiles show rising alcohol specific health harms for women in relation to alcohol specific mortality in Hartlepool;
- History of low levels of investment in alcohol treatment;

- Different levels of alcohol treatment availability across the Tees is creating a postcode lottery;
- Reliance on non-recurrent funding has a detrimental impact on recruitment and retention in alcohol services;
- Significant impact of alcohol on domestic violence and safeguarding issues;
- 43% of all arrests are alcohol related.

3. RECOMMENDATIONS

3.1 The NST noted Hartlepool had key strengths in the following areas:

- Comprehensive Area Assessment (CAA) red flag used as a catalyst for change;
- Use of self assessment tool for the alcohol agenda;
- Use of Scrutiny and Cabinet interest;
- Panel approach to reviewing the status of individuals on the Pubwatch 'banned' list with links to Anti-Social Behaviour Contracts;
- Use of T-ACE screening tool in midwifery services supported by a mandatory training programme;
- Treatment providers meeting and reviewing cases;
- HYPED are part of the team around the school;
- 100% of secondary schools have signed up to the 'building resilience' model and there is a central point to co-ordinate external input in schools;
- The 'Straight-Line' brief intervention programme in Youth Offending Service (YOS);
- MIND have a strong outcome focus;
- Month long domestic violence survey to identify those with the highest need;
- Collecting data from environmental and recycling services.

3.2 The NST identified Hartlepool's Panel approach to reviewing the status of individuals on the Pubwatch 'banned' list with links to Anti-social Behaviour Contracts as an area of innovation and good practice.

3.3 The NST made the following recommendations relating to vision, strategy and commissioning:

- Partners were debating the scale of the challenge but weren't able to articulate specifically what each partner organisation should do and how this action should be taken forward;
- The CAA red flag for alcohol appears to have raised the profile of the alcohol agenda. There is an urgent need to accelerate and further develop your improvement plans to narrow the gap nationally and within Tees on the alcohol agenda;
- Noted that there is currently a draft Alcohol Strategy. Whilst this document contains a description of the current issues facing Hartlepool, sets the context for activity and some desired outcomes and

performance measures, more development work is needed in specifying how these will be achieved and mandating the contribution that is expected from each partner agencies. **The NST can offer support;**

- Active senior buy in is needed from all partner organisations in order to ensure that the strategy is embedded in core business and is delivered effectively;
- The lack of sustainable funding for alcohol treatment was a recurrent concern. The lack of mainstream investment in alcohol services is preventing the comprehensive redesign of alcohol services to meet needs and creating inequalities of access to services in Tees. The lack of sustainable provision could undermine the new QIPP investment and prevent the full impact of the new 'change agents' from being realised;
- Whilst the area is facing severe financial constraints, as alcohol is clearly a local priority and alcohol interventions have the potential to contribute to a wide range of positive outcomes, Hartlepool should consider how resources need to be moved in order to invest in alcohol interventions in a sustainable way. This is likely to require reprioritisation of other mainstream investment or significant changes in the way that services operate;
- Join up strategic and operational work in areas which have a strong relationship to alcohol, such as cardio-vascular disease, domestic violence and teenage pregnancy;
- As there is a vibrant voluntary sector Hartlepool should maximise opportunities to embed work on alcohol in the wider network of voluntary sector organisations;
- There may be efficiencies to be achieved by commissioning across the Tees areas particularly as there are common service providers. Taking a place based approach to resourcing may also be worth considering;
- Given the direction set out in the NHS White Paper, all areas should make a concerted effort to achieve better engagement of GPs in the alcohol strategy agenda through Practice Based Commissioning networks and Professional Executive Committees and by identifying GP champions. **The NST can offer support.**

3.4 The NST made the following recommendations relating to data:

- The alcohol needs assessments that the NST has seen focus primarily on 'health' data sources. Whilst alcohol related crime data is included in crime and disorder strategic assessments, there may be benefits in overlaying crime, health and other data sources to provide a more informed and detailed picture of need;
- Ensure that needs assessments go further than simply describing the scale of the problem and include more inferential analysis, which uses the evidence base to make recommendations to inform strategy and commissioning;
- Recommended that NHS Tees establishes a time limited group to explore what the data needs are at the local level and how analytical support and raw data will be provided;

- Noted some inconsistencies in NATMS data for numbers in treatment in each of the 3 areas. The NST recommend that commissioners and providers undertake an audit to establish the reliability of the data and provide staff training where necessary.

3.5 The NST made the following recommendations relating alcohol Interventions and treatment:

- There are significant variations across Tees in the implementation of the High Impact Changes. The NST were concerned that a marked post code lottery exists, leading to inequalities in access and provision;
- Noted the shared concern regarding the non-recurrent nature of funding for alcohol treatment and the barrier this presents in developing an integrated alcohol treatment system;
- Given that non-recurrent funding ends on the 31st March 2011, there is a real risk that there will be no commissioned services for alcohol treatment at tiers 2 & 3 beyond this point. The NST recommends Hartlepool assess the impact of this on your treatment population as a matter of urgency and develop a robust contingency plan;
- Despite the lack of financial stability, there appears to be a commitment to improve the treatment system and a strong working relationship between commissioners and providers;
- There are significant gaps within the current system, which are:
 - No tier 1 IBA, including in primary care;
 - No provision of an alcohol worker in Hartlepool General Hospital;
 - No identification and targeting of frequent hospital attendees;
 - No provision of community detoxification;
 - No clear system for access to elective inpatient detoxification or residential rehabilitation.
- Recommended that commissioners develop an alcohol treatment commissioning plan to set out the desired treatment model based on identified need and the resources required. **The NST can provide support;**
- NST heard confusion regarding the provision of interventions by Intrahealth. It is understood that a nurse will be employed through this service, but were unable to obtain a clear understanding of their role and remit (we did not interview any stakeholders from Intrahealth). The NST recommend Intrahealth's contribution is mapped out, clarified and communicated.

3.6 The NST made the following recommendations in relation to targeted Interventions:

- Local Area Profiles show rising alcohol specific health harms for women (alcohol specific mortality in Hartlepool and Stockton and alcohol specific hospital admissions in Redcar & Cleveland). However, the NST could not identify any specific work being undertaken to address this. The NST recommends that Hartlepool is mindful of this in future needs assessments and service developments;

- The NST heard that there is mixed provision of Alcohol Treatment Requirements (ATRs) across Tees. ATRs have been available as a court disposal since 2005. OASys assessment analysis shows that 57% of offenders in Hartlepool, 52% in Redcar & Cleveland, and 53% in Stockton have alcohol needs specifically relating to their offending. Despite having the highest identified need there are no ATRs delivered in Hartlepool. The NST recommends that all 3 areas review the provision of ATRs to ensure that need is met;
- The NST heard that AUDIT is being routinely used with all offenders at the pre-sentence stage and that the assessments are informing sentencing. The NST recommends that Probation provide aggregated data on AUDIT scores to NHS Tees to help inform commissioning;
- The Cleveland Police evaluation of the alcohol arrest referral scheme indicates that for every £1 spent on the scheme, £4.65 in criminal justice costs are saved.

3.7 The NST made the following recommendations in relation to Criminal Justice, Licensing and Availability:

- All licence reviews have been initiated by the Police and Trading Standards. Other partners e.g. Children's Services, Planning, Fire and Rescue, Environmental Health and local residents need to maximise their contribution to licence reviews and, where it is felt beneficial, lead the objections. This could be facilitated through a formal forum where all the Responsible Authorities come together to share intelligence on the impact of licensed premises;
- The NST heard that Pubwatch has been a useful vehicle for communication between on-licensed premises and statutory services. The NST recommends that areas explore opportunities to engage the off-trade (including supermarkets and convenience stores) in a similar way to engage them in reducing alcohol related harm. **The NST can signpost to examples;**
- The NST encourages all areas to ensure that access and availability to alcohol is proactively managed to amplify the positive economic impacts and reduce associated harms. Regeneration plans and Local Development Frameworks can include statements that support this objective. The NST recommend Hartlepool explore the opportunity to include specific statements about the part you want alcohol to play in these documents;
- The NST recommend an ongoing programme is developed and delivered for Magistrates, Elected Members and Responsible Authority staff to ensure they fully understand the powers and tools available to them, as well as the wider health and social impacts of alcohol misuse. The NST also recommend that these groups have the opportunity to see the night time economy and ED during peak times first hand;
- The NST support the inclusion of health outcomes within Redcar and Cleveland's Licensing Policy and encourage Stockton and Hartlepool to include similar outcomes, if not already there. Local alcohol strategies should take account of the role that licensing must play;

- The NST heard that ambulance data has been used previously to inform hotspot analysis, but that a change to the ambulance IT system has caused this to cease. Work is ongoing by Balance that will provide detailed street data in relation to alcohol related call-outs and pick-ups.

3.8 The NST made the following recommendations in relation to Workforce Training and Awareness – All Areas:

- Ensure that IBA training is being targeted to individuals most likely to have contact with people who contribute to hospital admissions, or are likely to in the future;
- Ensure that we have systems in place to evaluate the impact of training on practice to ensure that it complies with both the evidence base and the needs of your local services;
- Make full use of the IBA e-learning tool, available via the Alcohol Learning Centre website, to roll out IBA training to a wide range of agencies. This will complement the targeted approach of more structured training described above;
- Given the cultural acceptability of excessive drinking, we may also need to consider addressing staff attitudes to their own and other people's alcohol use in order to win hearts and minds to the importance of addressing alcohol misuse.

3.9 The NST made the following recommendations in relation Children, Young People and Families:

- Given the biggest single influence on young people's drinking behaviour is the drinking behaviour of their parents, there is a need to ensure that all available opportunities are utilised to communicate to parents about this, taking a 'social norms' approach. This may include providing information and interventions through schools, children centres, community and leisure facilities and Family Intervention Projects. You should also make use of the recent guidance from the Chief Medical Officer on alcohol use by young people;
- Building on the wide range of work already taking place around social norms and the development of a risk taking behaviour model, we recommend that all areas continue to develop this as a cost effective model for addressing alcohol related harm and other priority risky behaviours. Given that all areas are working on this you should ensure that learning is being shared across Tees in order to maximise effort and reduce duplication;
- Alcohol has been identified as a priority in the Children and Young People's Plan. There is a need to ensure that Children Trust partners are actively involved in the development and delivery of the alcohol strategy, to give a strong focus on early identification and prevention;
- The NST recommend that screening and brief intervention training is provided to frontline services to ensure that young people can be identified and appropriate interventions delivered;

- There is a need to identify how the work previously undertaken by the Drug Education Team, including policy support and teacher training, can be sustained in schools.

3.10 Priority Actions for Hartlepool include:

- Accelerate your improvement plans and further develop draft alcohol strategy;
- Consider how resources need to be moved in order to invest in alcohol interventions in a sustainable way;
- Make a concerted effort to achieve better engagement of GPs;
- Consider efficiencies to be achieved by commissioning across the Tees areas particularly as there are common service providers.

4.0 Messages to Government

4.1 During the NST visit they identified from the people they interviewed the following messages to Government:

- There should be a minimum unit price for alcohol;
- Advertising of alcohol needs to be stopped;
- More national funding for alcohol work in prisons;
- Consistent message on alcohol for pregnant women;
- There needs to be a whole system approach to alcohol not just treatment;
- More money for alcohol treatment;
- Concern about over emphasis on Cognitive Behaviour Therapy (CBT) in NICE guidance;
- More local determination of licensing hours;
- We have concerns about the proposal to remove the ability to self authorise RIPA in relation to test purchasing;
- The Cleveland Police evaluation of the alcohol arrest referral scheme indicates that for every £1 spent on the scheme, £4.65 in criminal justice costs are saved. This should be considered at a national level with view to national investment in alcohol criminal justice interventions.

5.0 High Impact Changes

5.1 The NST recommend the following high impact changes:

1. Work in partnership;
2. Develop activities to control the impact of alcohol misuse in the community;
3. Influence change through advocacy;
4. Improve the effectiveness and capacity of specialist treatment;
5. Appoint an Alcohol Health Worker;
6. IBA – provide more help to encourage people to drink less;
7. Amplify national social marketing priorities.

6.0 Recommendation to Cabinet

- 6.1 It is recommended that Cabinet note the content of the report. It is also recommended that Cabinet seek assurance from the Alcohol Strategy Group, that this group will drive forward implementation of the recommendations made by the NST. Progress on this should be reported to Cabinet on a six monthly basis.

CABINET REPORT

6th December 2010



Report of: Head of Performance & Partnerships

Subject: LOCAL AREA AGREEMENT QUARTER 2 (2010/11)
SUMMARY OF PERFORMANCE

SUMMARY

1. PURPOSE OF REPORT

To update Cabinet on performance against the Local Area Agreement (LAA) for 2010/11 at the end of quarter 2, September 2010.

2. SUMMARY OF CONTENTS

In 2010/11 the LAA includes 34 outcomes, structured around the eight Community Strategy Themes. This report summarises the performance against targets and outlines the progress made in each theme.

3. RELEVANCE TO CABINET

Local Area Agreements (LAAs) were established by the previous government as three year agreements based on local Community Strategies. They set out the priorities agreed between Central Government (represented by the regional Government Office) and a local area (represented by the local authority and other key partners through Local Strategic Partnerships). Hartlepool's LAA is structured around the themes of the Community Strategy and sets out agreed priorities that the Local Strategic Partnership would progress. Within Hartlepool the LAA has been developed as the delivery plan of the Community Strategy and includes local priorities alongside those agreed with Central Government.

4. TYPE OF DECISION

None (for information only).

5. DECISION MAKING ROUTE

- Hartlepool Partnership Performance Management Group 24th Nov 2010
- Cabinet 6th Dec 2010
- Hartlepool Partnership Board 10th Dec 2010

6. DECISION(S) REQUIRED

Cabinet is requested to note the report and take any decisions necessary to address performance.

Report of: Head of Performance & Partnerships

Subject: LOCAL AREA AGREEMENT QUARTER 2 (2010/11)
SUMMARY OF PERFORMANCE

1. PURPOSE OF REPORT

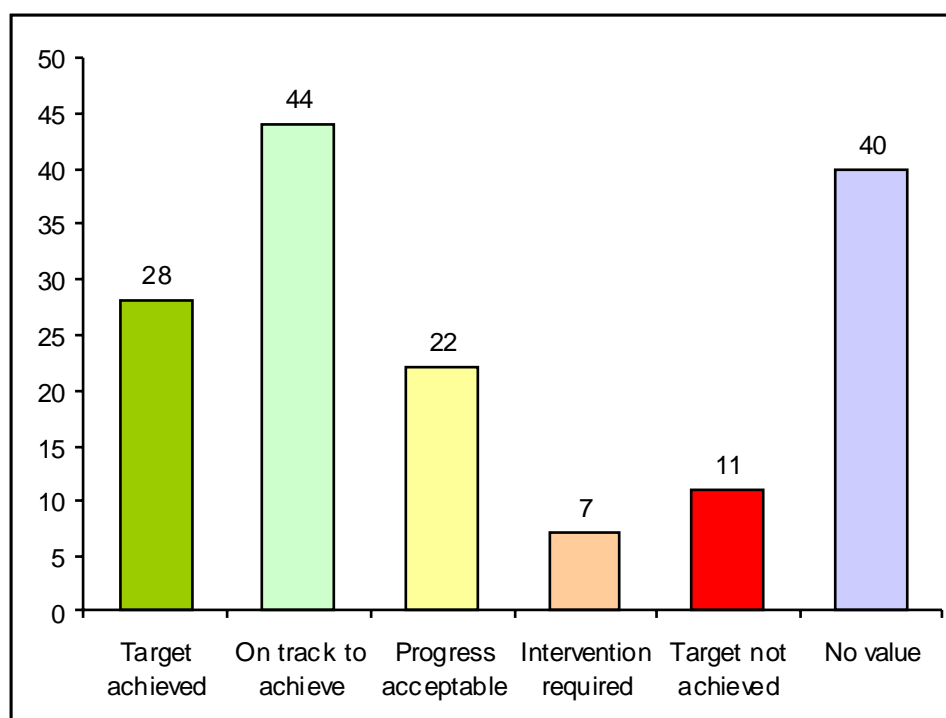
- 1.1 To update Cabinet on performance against the Local Area Agreement (LAA) for 2010/11 at the end of quarter 2, September 2010.

2. BACKGROUND

- 2.1 Local Area Agreements (LAAs) were established by the previous government as three year agreements based on local Community Strategies. They set out the priorities agreed between Central Government (represented by the regional Government Office) and a local area (represented by the local authority and other key partners through Local Strategic Partnerships). Hartlepool's LAA is structured around the themes of the Community Strategy and sets out agreed priorities that the Local Strategic Partnership would progress. Within Hartlepool the LAA has been developed as the delivery plan of the Community Strategy and includes local priorities alongside those agreed with Central Government.
- 2.2 Hartlepool's 3-year LAA was agreed by Council at its meeting in May 2008 and subsequently signed-off by Government in June 2008. It was refreshed in March 2009 and more recently in February 2010 for the final year of the three year agreement (2010/11).
- 2.3 In October the Secretary of State for Communities & Local Government confirmed that he was revoking all designated LAA targets and handing over full control of current LAAs to local areas. He also confirmed that central government would no longer be monitoring the progress being made in local areas and would not be making payments of the Performance Reward Grant on targets achieved during the 2008-11 LAA period.

3. QUARTER 2 OVERALL PERFORMANCE 2010/11

- 3.1 At the end of September 2010 good progress is being made in delivering the priority outcomes of the LAA. A number of targets have been achieved or are on track to achieve. This report is based on quarter 2 return information from the end of September 2010. The following graph and table set out overall performance at the end of quarter 2:



Graph 1: Quarter 2 - Overall Performance

Theme						No Value	Total
Jobs and The Economy	2	4	1	3	0	6	16
Lifelong Learning and Skills	2	0	2	0	0	20	24
Health and Wellbeing	4	9	6	1	3	0	23
Community Safety	5	2	3	2	0	1	13
Environment	6	10	5	0	2	0	23
Housing	2	5	3	1	0	0	11
Culture and Leisure	2	5	1	0	0	9	17
Strengthening Communities	5	9	1	0	6	4	25
Overall	28	44	22	7	11	40	152

Table 1: Quarter 2 - Overall Performance

Key:

	Target achieved
	On track to achieve target
	Progress acceptable
	Intervention Required
	Target not achieved

- 3.2 We are not in a position to report progress on 40 targets at the end of quarter 2 and no detail has been provided on their expected outcome. The main reason for this is that the required data is not yet available as it is annual data which has not yet been reported (28 indicators). In addition 5 indicators

were drawn from the national Place Survey which has been cancelled by the Coalition Government. This means that there will be no data available to assess whether the 2010/11 target has been achieved. Also, there are 7 indicators that are derived from Key Stage 2 Tests. These tests were boycotted in Hartlepool therefore there will be no data for these indicators in 2010/11. The quarter 4 report to Cabinet will set out the full list of indicators that we are no longer able to report progress against.

- 3.3 Further detail on progress is provided in the following theme sections and the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of the full quarter 2 update report are available on request from the Performance & Partnerships Team.

4. THEME UPDATE - JOBS & ECONOMY

- 4.1 Although over the past two quarters, the unemployment rate has remained stable at 6.8% and the youth unemployment rate has fallen to 29.6% (with Hartlepool's youth rate being the joint best performing in the Tees Valley and has out-performed the North East rate), there is real concern that this trend will not continue. The number of young people not in education, employment or training (NEET) has also reduced to 7% due to programmes such as Future Jobs Fund, which has supported over 634 young unemployed into work. However, young people between the ages of 16 to 24 years are most at risk from being disadvantaged in a downturn. In the future there will be less funding available to contribute towards the worklessness, skills and enterprise agenda and this comes at a time when there will be greater demand from local residents, communities and businesses who are still suffering from the affects of the recent recession.

- 4.2 There are 3 indicators that require intervention within this theme:

Indicator	Notes
Employment rate (16-24)	Youth employment rate whilst continuing to be low has shown slight improvement which is in contrast to Darlington, Middlesbrough, Redcar, North East and GB which have all shown reductions over the same time period. The long term trend is mirrored in all areas and is likely to be a combination of more young people staying on in education and reduced employment opportunities due to the current economic climate.
Proportion of children in poverty	It is extremely unlikely in the current climate that there will be any major reductions in the child poverty rate and the target has been revised to aim to maintain the gap between Hartlepool and the North East Region. This has been agreed with Government NE.
Proportion of children in poverty (narrowing the gap)	

- 4.3 Further details of progress against this theme are set out in the Jobs & Economy theme section of the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of this are available on request from the Performance & Partnerships Team.

5. THEME UPDATE - LIFELONG LEARNING & SKILLS

- 5.1 A number of indicators within this theme are only reported on an annual basis and therefore the quarter 2 progress update is limited for this theme. Also, the Key Stage 2 Tests were boycotted in Hartlepool and therefore there will be no data for 7 indicators in 2010/11. Teacher assessment data will be available later in the year and this will be used to assess the progress that has been made during the year.
- 5.2 Ofsted inspections of a number of primary schools and the Council's nursery schools indicate many are being judged to be good with outstanding features or outstanding in all aspects. Six primary schools subject inspections have taken place since the start of the academic year 2010/2011, of these schools 2 have been judged outstanding and 4 good with outstanding features.
- 5.3 There are concerns that as funding cuts are implemented the progress made in educational attainment in recent years will be lost and that the gap between the more deprived children and young people and their more affluent peers will widen. There are also serious concerns around the loss of school improvement personnel and the impact that this will have on schools' ability to fully meet the needs of vulnerable groups of pupils.
- 5.4 Progress has been made in the development of the Innovation and Skills Quarter with the expansion of Cleveland College of Art & Design (CCAD) and development of Hartlepool College of Further Education (HCFE). Discussions are also underway between key stakeholders and HCFE and Sector Skills Councils to ensure Hartlepool has appropriate and accessible courses and qualifications to benefit from new and emerging sectors including Wind Power and Off Shore Wind Farms.
- 5.5 There are also concerns within this theme about the impact of the cuts to public spending (including local authority budgets), the rolling-back of the welfare state and the ceasing of Working Neighbourhood Fund at the end of March 2011, and the impact this will have on the local area. Also, changes made nationally to partner organisations have led to difficulties in accessing data and many indicators will now only be available on an annual basis rather than quarterly. It may also not be possible to access data on some of the local priority indicators where they are below the Hartlepool level.
- 5.6 Further details of progress against this theme are set out in the Lifelong Learning & Skills theme section of the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of this are available on request from the Performance & Partnerships Team.

6. THEME UPDATE - HEALTH & WELLBEING

6.1 The Health and Well Being Theme was reviewed for 2010/11 to ensure that the priorities being discussed by the Health and Wellbeing Partnership were reflective of the national policy direction, especially in the light of the change in Government, whilst maintaining local focus and relevance. There are a number of policy developments in this area which will shape the future agenda of this theme and inform the review of future priorities:

- NHS White Paper 'Equity and Excellence – Liberating the NHS' – which sets out proposals for the emerging GP commissioning consortia, Health Watch and proposed Health and Well Being Boards.
- White Paper on Public health addressing the development of the new public health service and health improvement role of the local authority – due to be published for consultation in December 2010.
- White Paper on Social Care - due to be published for consultation in early 2011.
- Guidance outlining the repeal of the statutory duty to have a Children's Trust.
- The withdrawal of New Horizons for mental health – currently awaiting further message and direction on delivering mental health and wellbeing from the coalition government.
- Uncertainty around the Healthy Schools agenda - awaiting a national steer as to the future of the programme.

6.2 In recent months there has been significant progress in developing personal budgets for children and for carers, development of Citizen Leaders through the Making it Happen programme and development work with User Led Organisations through the Working Together for Change Project. There are now 1,300 clients in receipt of direct payments and/or a personal budget. The proportion of eligible people receiving a personal budget continues to increase and the position at 30 August 2010 was 63.6% (an increase from 58.6% in April 2010). The Personal Health Budgets pilot is now operational and recruiting patients, and has recently been given the power to offer health direct payments to people with continuing health care needs. The Teenage Pregnancy Action Plan for 2010/11 is progressing well and all actions are on track to be completed by Mar 11. The data for quarter 1 shows an improvement in the prevalence of women smoking during pregnancy from the end of 2009/10.

6.3 There is 1 indicator that requires intervention within this theme:

Indicator	Notes
Number of emergency psychiatric re-admissions as a percentage of discharges	There were 2 emergency re-admissions in Quarter 2 with 55 discharges. This gives an emergency re-admission rate of 3.6% for Quarter 2 alone. Cumulatively, 5 admissions from 103 discharges gives 4.85% for the first 6 months. This is slightly over target.

- 6.4 Further details of progress against this theme are set out in the Health & Wellbeing theme section of the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of this are available on request from the Performance & Partnerships Team

7. THEME UPDATE – COMMUNITY SAFETY

- 7.1 Overall crime levels in Hartlepool remain comparable to those in 2009 at the end of Quarter 2. The announced inspection of safeguarding and services for looked after children took place in June 2010 and found that services for children and their families are good overall. Recent analysis indicates that 35 young people have been stopped three times or more with alcohol in a public place. The Anti-Social Behaviour Unit is working closely with schools and the YIP (Youth Intervention Project, which now delivers Straightline) to ensure that these young people are engaged with and encouraged to attend the Straightline course, as they could face prosecution. Drug services have been remodelled to include abstinence and reduction regimes from the specialist prescribing service, psychosocial therapies and structured activities which are available weekdays, a service user enterprise development, and increased training and employment opportunities. At the National Treatment Agency mid year review Hartlepool were recognised as being ahead of other north east partnerships in making the changes and progressing a recovery and reintegration approach.
- 7.2 The review of the local Alcohol Strategy is currently underway and this includes an improved needs assessment, increased participation from stakeholders and a robust examination of the standards using a self assessment tool. The completion date for the Strategy has been extended to take full advantage of the findings from Health Scrutiny and also recommendations from the NHS National Alcohol Support Team who visited in October. Unfortunately limited funding for alcohol treatment restricts activity so waiting lists are developing. Bids have been made for additional PCT finance. A programme of work is ongoing in terms of tackling alcohol related offending for prolific offenders and recruitment of an additional member of outreach staff is underway along with analysis of offending information. It is thought that a reduction of offending can be more efficiently achieved by the Criminal Justice Integrated Team (CJIT) through focusing on offenders with alcohol problems. Capital funding for supported housing has also been secured from the National Treatment Agency. Negotiations are underway with partners to identify and develop the scheme and a steering group of Connected Care, Accent Housing, Manor Residents and Intrahealth are considering potential facilities.
- 7.3 There are 2 targets that require intervention within this theme:

Indicator	Notes
NI 20 Assault with injury crime rate	Recorded crimes = 417 April - September. This indicator is measuring less serious assaults, but continues at a rate above target, albeit at slightly lower gap between target and actual than in Q1. The Council and partners, through Safer Hartlepool partnership activity, continue to focus on reducing this crime level, and several new activities have been introduced during quarter 2 - for example, taxi marshalling after midnight in church street. Other initiatives are planned, for example possible alley gates to close off troublesome back alleys.
Children who became the subject of a Child Protection Plan, or were registered per 10,000 population under 18	Outturn figure comes from statutory return which is due to be completed between 1/4/10 and 30/6/2010, after which, figures will be updated.

- 7.4 Further details of progress against this theme are set out in the Community Safety theme section of the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of this are available on request from the Performance & Partnerships Team.

8. THEME UPDATE – ENVIRONMENT

- 8.1 The delivery of sustainable communities relies on a well planned approach to development and the management of the built and natural environment. During the first 2 quarters of 2010/11 progress has been made on the development of the Core Strategy and the Local Transport Plan which will be key strategies for the future development of Hartlepool. A new Tees Valley Climate Change Strategy has been produced and Hartlepool will be producing an action plan to achieve the aims and objectives of this at a local level. In 2010/11 actions will be implemented delivering the Council's Carbon Reduction Strategy, in order to ensure progress against the aspirational carbon reduction target which has been set for 2014. The Hartlepool Household Survey 2010 indicates a steady improvement in perceptions across Hartlepool in relation to environmental quality.
- 8.2 There are 2 targets that have not been achieved within this theme:

Indicator	Notes
Bathing water quality	Bathing water results for Seaton Carew Centre (Blue Flag and Quality Coast Award (QCA) area) met the higher guideline standard until September 9th, the sample on that date came back as a failure result so unfortunately we no longer had the Blue Flag from this result and we are unable to apply for the Blue Flag next season, we are still able to apply for the QCA. Seaton North also failed the guideline standard, however North Gare beach passes the higher guideline standard.
Number of businesses signed up to the green tourism scheme	Efforts have been made to promote the green tourism business scheme, however the financial costs associated with joining the scheme have proven to be prohibitive to attaining the target.

- 8.3 Further details of progress against this theme are set out in the Environment theme section of the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of this are available on request from the Performance & Partnerships Team.

9. THEME UPDATE – HOUSING

- 9.1 The first two quarters of 2010/11 have seen considerable progress and successful delivery of affordable housing units in Hartlepool with 109 units so far. All of the Local Authority new build properties are on target to be completed as programmed and tenants have taken up residence in these homes. These homes are the first in Hartlepool to be built to the level 4 code for sustainable homes. Laurel Gardens has been completed and new residents are moving into the new extra care scheme. The Council has been actively involved in the Tees Valley Local Investment Plan and all funding for regeneration and housing will be supported via this plan for the Tees Valley. Liaison and monitoring work is taking place with all the key Registered Providers working in Hartlepool, to enhance and improve partnership working with all those providers with social housing stock in the Town. Two new schemes attracting National Affordable Housing Grant from the Homes & Communities Agency have been approved these are for Easington Road and Belle Vue, both sites are key regeneration sites for the Town. In particular Easington Road where a new off site assembly build system will be used which has the potential to prove that more units can be delivered at reduced costs per property.
- 9.2 An empty homes strategy has been approved and work on implementation has commenced together with work to implement the selective licensing process with enforcement and inspection taking place. The Homeless Strategy has been updated and approved and the review of the Choice

Based Letting (CBL) system has taken place. The Council housing advice team are dealing with additional enquiries linked to the current economic circumstances and early intervention is proving successful.

- 9.3 There is 1 target that requires intervention within this theme:

Indicator	Notes
Number of homes brought back into use	In Q2 4 empty dwellings have been brought back into use. Target for 2010/11 is extremely ambitious and as such it is unlikely to be achieved.

- 9.4 Further details of progress against this theme are set out in the Housing theme section of the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of this are available on request from the Performance & Partnerships Team.

10. THEME UPDATE – CULTURE & LEISURE

- 10.1 The Culture and Leisure theme is performing well against targets and actions across the two Outcomes and there are no targets identified as requiring intervention. The Tall Ships Races were successfully hosted across 5 days in August as a result of the strong partnership working across partners. The event has been evaluated and a formal project evaluation and economic impact assessment study are due to be published in quarter 3.
- 10.2 Preparations have begun to inform the development of the Sport and Physical Activity Strategy for Hartlepool. This will identify gaps in provision and provide an action plan so that future development work can be targeted and prioritised. Capital funding has been secured to develop an additional 9 Playbuilder sites in 2010/11 in Burn Valley Gardens, Rossmere Park, Summerhill, Ward Jackson Park, the Phoenix Centre, Elwick, Owton Manor and Seaton Front (made up of 3 play areas).
- 10.3 Further details of progress against this theme are set out in the Culture 7 Leisure theme section of the Delivery & Improvement Plan Progress Update Quarter 2 (April – September) 2010/11. Hard copies of this are available on request from the Performance & Partnerships Team.

11. THEME UPDATE – STRENGTHENING COMMUNITIES

- 11.1 The Strengthening Communities theme includes a number of areas of activity:
- Voluntary & Community Sector (VCS) service delivery
 - Resident involvement in decision making
 - Neighbourhood Action Plans (NAPs)
 - Volunteering
 - Positive activities for young people
 - Financial inclusion

- Discrimination and harassment

- 11.2 Good progress has been made in Hartlepool in each of these areas over the past few years and the introduction of the 'Big Society' and the soon to be published 'Localism Bill' indicate that this area will be a continuing focus for the coalition government. However, the implications of the planned cuts in public spending, particularly the end of the Working Neighbourhoods Fund (WNF) programme, will have serious implications on the ability to maintain progress in this theme beyond March 2011.
- 11.3 Recent results from the Hartlepool Household Survey 2010 indicate that 26% of residents in the Borough feel that they can influence decisions that affect their area which is an increase on the result from the 2008 survey when this figure stood at 23%. Resident involvement continues through Neighbourhood Action Plans (NAPs) in our most disadvantaged neighbourhoods, Youth Forums, the Talking with Communities group, Multi-Faith Forum, Neighbourhood Consultative Forums, the election of Resident Representatives and Hartlepool Community Network amongst others.
- 11.4 Volunteering opportunities continue to be provided through Hartlepool Voluntary Development Agency's Volunteer Centre and this includes a focus on young people who wish to volunteer. Progress also continues to be made in involving young people in the democratic process by linking the Youth Parliament with the Town Wide Youth Forum (schools).
- 11.5 A new pilot project has agreed between Hartlepool Credit Union, HBC Mobile Libraries Service, HBC Revenues & Benefits Team and Moneymadeclear Money Guide which will run from October to December. The project will visit a minimum of 45 locations each month and deliver a hop-on benefit maximisation and Money Information Service. This project is particularly important in the current economic climate.

12. RECOMMENDATIONS

- 12.1 Cabinet is requested to note the report and take any decisions necessary to address performance.

13. BACKGROUND PAPERS

- 13.1 Hartlepool's new Local Area Agreement 2008-11 and the LAA Delivery and Improvement Plan 2010/11 are available at www.hartlepoolpartnership.co.uk

14. CONTACT OFFICER

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