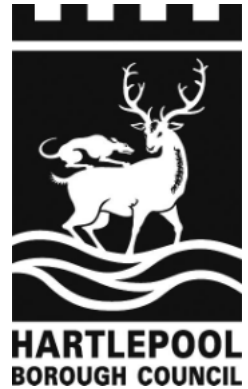


# CABINET AGENDA



**Monday, 21 March 2011**

**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 Cabinet meeting held on 7 March 2011 (previously circulated)

**4. BUDGET AND POLICY FRAMEWORK**

No items

**5. KEY DECISIONS**

- 5.1 Draft Final Third Local Transport Plan – *Director of Regeneration and Neighbourhoods*
- 5.2 Alcohol Harm Reduction Strategy 2011-2016 and Annual Action Plan for 2011/12 – *Director of Regeneration and Neighbourhoods*
- 5.3 Childcare Sufficiency Assessment 2010-11 – *Director of Child and Adult Services*

**6. OTHER ITEMS REQUIRING DECISION**

- 6.1 General Sure Start Grant – Early Years Capital – *Director of Child and Adult Services*
- 6.2 Adult Drug Treatment Plan 2011/12 – *Director of Regeneration and Neighbourhoods*

**7. ITEMS FOR DISCUSSION/INFORMATION**

- 7.1 Localism Bill – *Assistant Chief Executive*

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

- 8.1 Final Report – 20's Plenty – Traffic calming measures – *Neighbourhood Services Scrutiny Forum*
- 8.2 Action Plan – 20's Plenty – Traffic calming measures – *Director of Regeneration and Neighbourhoods*
- 8.3 Final Report – Working Neighbourhoods Fund – *Regeneration and Planning Services Scrutiny Forum*
- 8.4 Action Plan – Working Neighbourhoods Fund – *Director of Regeneration and Neighbourhoods*

**EXEMPT ITEMS**

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

**9. EXEMPT KEY DECISIONS**

No items

**10. EXEMPT OTHER ITEMS REQUIRING DECISION**

No items

**11. EXEMPT ITEMS FOR DISCUSSION/INFORMATION**

- 11.1 HM Inspectorate of Probation – Re-Inspection of Youth Offending Work in Hartlepool (para 10) – *Director of Child and Adult Services*
- 11.2 OFSTED Unannounced Inspection of Safeguarding Services – *Director of Child and Adult Services*

# CABINET REPORT

21<sup>st</sup> March 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** DRAFT FINAL THIRD LOCAL TRANSPORT PLAN

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## SUMMARY

### 1. PURPOSE OF REPORT

To consider and approve the final draft of the third Hartlepool Local Transport Plan.

### 2. SUMMARY OF CONTENTS

The report will detail the process towards the development of the third Local Transport Plan, provide a brief summary of the contents of the plan and the associated financial implications

### 3. RELEVANCE TO CABINET

This is a Cabinet decision.

### 4. TYPE OF DECISION

This is a key decision (tests i & ii) RN51/11

### 5. DECISION MAKING ROUTE

Cabinet approved methodology in October 2009 and approved consultation process in November 2010.

### 6. DECISION(S) REQUIRED

That the Cabinet approve the draft final third Hartlepool Local Transport Plan and Delivery Plan for 2011/15 and authorise the Director of Regeneration and Neighbourhoods to approve the final text versions of both for implementation from 1<sup>st</sup> April 2011

**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** DRAFT FINAL THIRD LOCAL TRANSPORT PLAN

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**1. PURPOSE OF REPORT**

- 1.1 To consider and approve the final draft of the third Hartlepool Local Transport Plan.

**2. BACKGROUND**

- 2.1 The Council's Second Local Transport Plan (LTP2) covers the period to 31st March 2011, after this date the Council's Third Local Transport Plan (LTP3) will come in to effect.
- 2.2 Draft Guidance on the development of LTP3's was published by the Department for Transport (DfT) in December 2008 and consultation on this closed in April 2009. The final guidance was published in July 2009. The guidance made it clear that LTP3 will be different from previous LTP's as the DfT has taken a fresh approach to this round, allowing Local Authorities a greater degree of flexibility to prepare a plan which best meets its own individual needs.
- 2.3 At the Cabinet meeting held on 19<sup>th</sup> October 2009 approval was granted for the methodology for the development of the new Plan, for the draft document to be presented to Cabinet in October 2010 and for the final document to be submitted in March 2011 for final approval prior to instigation on 1<sup>st</sup> April 2011.
- 2.4 Since this time significant changes have occurred in central Government with subsequent impact on the initial guidance in respect of the Plan development.
- 2.5 A Ministerial announcement was made in July 2010 in respect of the current Government's aspirations towards transport planning and the new LTP
- 2.6 There remains in place a statutory duty for local authorities to develop their next Local Transport Plans in time for April 2011, and there are no plans to remove or amend this duty and the statutory framework for LTPs is set out in Chapter 2 of the July 2009 Local Transport Plan Guidance.
- 2.7 The Draft Final plan is a lengthy document and a copy can be found in the Members Library or on request to Mike Blair (details at section 6 of this

report). It has been developed in the way reported and in accordance with the most up to date guidance available from Central Government.

2.8 The Final document has been set out in the following sections:

**Section 1- Introduction**

This section provides the background as to how and why the document has been produced and how it links to National, Regional, Sub-Regional and Local agenda.

**Section 2- Tees Valley Transport Strategy**

This section details the sub-regional issues and agendas and explains how Hartlepool fits into this.

**Section 3- Transport in Hartlepool**

Sets out how transport impacts upon residents, businesses and visitors to the Borough including details of travel demand patterns and key pressures on the transport network.

**Section 4- LTP 3 Vision and Objectives**

Sets out the vision and objectives for the third Local Transport Plan and considers how transport supports and contributes to the Council's wider policy agendas and aspirations for all who live, work and visit the town.

**Section 5- Delivering Sustainable Economic Growth**

Identifies how transport can contribute to sustainable economic growth in Hartlepool.

**Section 6- Reducing the Impact of Transport on the Environment and Tackling Climate Change.**

Looks at how the LTP can support Hartlepool's Climate Strategy by reducing the impact of transport on the environment.

**Section 7- Safer and Healthier Travel**

Relates to improving transport related safety and security as well as promoting healthier travel

**Section 8- Improve Equality of Opportunity through access to Services**

Where people live impacts directly upon their ability to access services as their ability to travel is affected by the quality of the transport available to them. This section looks at how transport options can be positively influenced.

**Section 9- Quality of Life**

This section deals with ensuring that transport helps to improve quality of life for all.

**Section 10- Linking the Objectives**

Links together the objectives identified in sections 5 to 9 of the Plan.

**Part 2** of the Plan identifies the intended **Delivery Plan** towards achieving the objectives set out over the first four years for which budgets have been indicated.

### 3. PROPOSALS

- 3.1 Part 2 of the document is the Delivery Plan for the period 2011-2015. The period covered by this Plan reflects the existing settlement announced by Government which has two years final allocations and a further two years indicative allocations, (see details in Section 4 below)
- 3.2 The Delivery Plan has been developed on the basis of consultation outcomes and the continuation of the improvements achieved as a result of the first two Local Transport Plans.

### 4 FINANCIAL IMPLICATIONS

- 4.1 The recent settlement letter, from the Department for Transport, for the Integrated Transport and Structural Maintenance block funding for the next four years has shown large reductions in the indicative budgets previously indicated by the outgoing Government. The differences are tabled below:

	2011/12 £000s	2012/13 £000s	2013/14 £000s	2014/15 £000s
<b>Integrated Transport Block</b>				
Indicative Budget	1169	1193	1217	1241
Actual Budget	526	561	561	790
Difference	-55%	-53%	-54%	-36%
<b>Highways Capital Maintenance Block</b>				
Indicative Budget	864	881	899	917
Actual Budget	823	849	781	766
Difference	-5%	-4%	-13%	-16%
* Note: 2011/12 and 2012/13 are final allocations, 2013/14 and 2014/15 are indicative.				

- 4.2 It can be seen from the above that the Integrated Transport Block has been reduced significantly from indicative budgets provided before the change in Government and subsequent to the Comprehensive Spending Review.
- 4.3 Capital maintenance budgets have also been reduced but by a much lesser degree.
- 4.4 Given the above reductions and the existing commitment towards the Tees Valley Bus Network Improvement programme (£232k per year up to and including 2014/15), the Councils ability to build on previous LTP successes is restricted over the first four years of the new plan period.

- 4.5 The Government have also announced a new Local Sustainable Transport Fund which will be available for Councils to bid for additional funding to support their LTP aspirations. The overall value of the Fund, over the four year period to 2014/15, is £560 million and recently published guidance indicates that bids should be made for schemes/projects that meet the core objectives of supporting economic growth and reducing carbon and that bids will need to demonstrate value for money, deliverability and affordability for a four year package of works (i.e. there will only be two rounds of bidding in 2011/12 for the full four year allocation).

## **5. RECOMMENDATIONS**

- 5.1 That the Cabinet approve the draft final third Hartlepool Local Transport Plan and Delivery Plan for 2011/15 and authorise the Director of Regeneration and Neighbourhoods to approve the final text versions of both for implementation from 1<sup>st</sup> April 2011

## **6. CONTACT OFFICER**

- 6.1 Mike Blair  
Highways, Traffic and Transport Manager  
Tel: 01429 523252  
mike.blair@hartlepool.gov.uk

# CABINET REPORT

21<sup>st</sup> March 2011



**Report of:** Director Regeneration and Neighbourhoods

**Subject:** ALCOHOL HARM REDUCTION STRATEGY  
2011 - 2016 AND ANNUAL ACTION PLAN FOR  
2011/12

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## SUMMARY

### 1. PURPOSE OF REPORT

To seek Cabinet's approval to the Alcohol harm reduction strategy 2011-2016 and the associated annual action plan for 2011/12.

### 2. SUMMARY OF CONTENTS

The report provides information on the achievements from Hartlepool's 2006 Strategy. It outlines how the strategy for 2011-2016 has been developed, gives details of the evidence of needs, identifies the sectors of the population specifically affected by alcohol consumption, and gives information on actions included in the annual action plan for 2011/12.

### 3. RELEVANCE TO CABINET

Alcohol misuse is a cross-cutting issue, which impacts on all portfolios.

### 4. TYPE OF DECISION

Test (ii) applies  
(Forward Plan Ref: RN27/10)

### 5. DECISION MAKING ROUTE

Cabinet at the meeting 21<sup>st</sup> March 2011

### 6. DECISION(S) REQUIRED

- i) Cabinet is recommended to approve the Alcohol harm reduction strategy 2011 to 2016, which is attached at **Appendix 1**



- ii) Cabinet is also recommended to approve the annual alcohol action plan for 2011/12, which is attached at **Appendix 2**

**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** ALCOHOL HARM REDUCTION STRATEGY 2011-2016 AND ANNUAL ACTION PLAN FOR 2011/12

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## **1. PURPOSE OF REPORT**

- 1.1 To seek Cabinet's approval to the Alcohol harm reduction strategy 2011-2016 and the associated annual action plan for 2011/12.

## **2. BACKGROUND**

- 2.1 Hartlepool's first alcohol harm reduction strategy was published in 2006. It's stated intention was to "reduce the negative impact of alcohol on those who live or work in Hartlepool, or visit the town, by providing the strategic direction to local services that enable them to develop imaginative plans of action which will engage all sectors of the community and challenge emerging concerns about excessive drinking".

This strategy acknowledged that it was an ambitious plan of action, which would inevitably depend to a significant extent on the availability of new resources. It further acknowledged that unlike the national drugs strategy, the national alcohol strategy was not accompanied by large sums of new money, and although there may be opportunities to work more effectively within existing resources, additional investment was required to improve and develop services.

- 2.2 Since 2006, there has been more local investment in services to tackle alcohol misuse, both in staff resources and funding. This has led to service developments which include:

- Alcohol treatment services at Tiers 1, 2 and 3 have been established. The sustainability and sufficiency of service provision is questionable, but there is now a service.
- Services within the criminal justice system have been established (e.g. arrest referral, specified activities), but more could be made available.
- Funding for Straightline alcohol awareness programme for under 18s has been included in the Council's core budget.
- There is an increasing emphasis to 'think family' in all activities undertaken with children, young people and parents/carers.
- Early intervention and prevention services have been established for children and young people, utilizing a 'team around the child' and 'team around the school' approach.

- The Hidden Harm network of partners includes staff from substance misuse service.
- Hartlepool schools undertake alcohol education as part of the national healthy schools programme.

2.3 However, there are still major improvements required in most, if not all, service areas.

### **3. DEVELOPMENT OF THE STRATEGY FOR 2011 – 2016**

3.1 The strategy has been developed following a series of events, assessments/investigations and evaluations. Most notable of these was the Comprehensive Area Assessment 2009, which was undertaken by the Audit Commission and resulted in the 'red flag' for tackling the harm caused by alcohol.

3.2 Within the draft strategy, the evidence from these pieces of work is gathered together in Chapter 2 – Needs Assessment. The conclusion from the needs assessment chapter states:

“It is clear from the evidence presented that the misuse of alcohol has a huge impact on Hartlepool. Levels of alcohol related-harm in the Borough are among the highest in the country. Both adults and young people are more likely to be admitted to hospital for alcohol related harm than in most other areas. Drinking is a major cause of crime and disorder and thousands of children are living with a parent with an alcohol problem. The North East, and Hartlepool in particular, are areas with a tradition of heavy drinking.

However, it is recognized that most of the population in Hartlepool enjoy alcohol without causing harm to themselves or others. Alcohol plays a positive part in many people's lives and contributes to the economic well-being of the local community”.

3.3 The Needs Assessment also concludes that the sectors of the population specifically affected by alcohol consumption are:

- Females, who have high rates of mortality due to chronic liver cancer and high rates of alcohol specific hospital admissions.
- 18-25 year olds, who binge drink both at home and in licensed premises.
- Young people, as underage drinking is a concern, with 16-25 year olds accounting for the highest rate of toxic effects of alcohol related hospital admissions.
- Arrestees, where 43% are alcohol related.
- Clients registered to 3 individual GP practices in the town
- People living in the wards of Owton, Stranton and Dyke House.
- Probation clients.

- Domestic abuse victims and their children.

During the next 5 years, the action plans associated with the strategy will target activities at these sectors of Hartlepool's population.

#### **4. CONSULTATION**

- 4.1 A period of consultation has been undertaken, following agreement of the draft strategy at the Safer Hartlepool Partnership's meeting on 8<sup>th</sup> December 2010.
- 4.2 During the consultation period, which ended on 1<sup>st</sup> February 2011, a range of stakeholders have been invited to comment. These include Hartlepool Partnership Board, Children's Trust Board, Elected Members, service providers and users, representatives from NHS Hartlepool, Police, Fire Brigade, Probation, Health & Wellbeing Partnership and the Council.
- 4.3 Comments received during the consultation period were considered by the Safer Hartlepool Partnership's Alcohol Strategy Group at its meeting in early February 2011, and included in either the strategy or emerging action plan for 2011/12, as appropriate.

#### **5. STRATEGY OBJECTIVES AND ACTION PLAN FOR 2011/12**

- 5.1 The strategy is seeking a step change in local attitudes to alcohol to reduce harm now and prevent these damaging patterns being passed on to future generations.
- 5.2 The Safer Hartlepool Partnership has already established that one of its 4 key strategic objectives for 2011-2014 is to:
- “reduce the harm caused by drugs and alcohol misuse.”
- 5.3 The national strategy focuses on three strategic objectives which cover prevention, treatment and control / enforcement. The Hartlepool alcohol needs assessment clearly identifies that these three strategic objectives would provide the required strategic direction and development for Hartlepool.

Therefore it is proposed that Hartlepool's strategic objectives will be:

##### **Objective 1**

##### **Promote sensible drinking and decrease irresponsible consumption.**

This links to prevention and actions will cover areas such as raising awareness of the harms caused by alcohol misuse within the whole population, but specifically in schools and other youth settings for young people; and alcohol policy development by employers.

**Objective 2**

**Ensure treatment services are provided for harmful, hazardous and dependant drinkers and their families and carers.**

This links to treatment and actions will cover areas such ensuring Hartlepool has sustainable funding for treatment services which meet the needs of the whole population, also that it has specific programmes for the sectors of the population who are most at risk of harms caused by alcohol misuse and workforce training in relation to the identification and brief advice (IBA) model.

**Objective 3**

**Promote public protection through law, enforcement and policy.**

This links to control / enforcement and actions will cover areas such greater emphasis on licensing activities and delivery of specific criminal justice interventions for alcohol misusing offenders.

- 5.4 Cross-cutting alcohol misuse issues affecting children, young people and their families will be included in the action plan for each of these 3 strategic objectives. In addition, the Safer Hartlepool Partnership proposes to pilot a new approach to its work in 2011/12 by focusing on families, specifically those who have criminally active family members, both adults and young people. It is feasible that some of the family members will be misusing alcohol to a greater or lesser extent and therefore work with families will assist the delivery of outcomes for both this alcohol harm reduction strategy and the crime, disorder, substance misuse and reducing re-offending strategy.
- 5.5 Each year an annual action plan linked to the strategic objectives will be published. This plan will provide details of activities and initiatives which will be delivered during the year. The action plan for 2011/12 includes:
- Work with young people in schools and other youth settings
  - Employers, in relation to responsible drinking policies for staff
  - GP's, to ensure they screen their patients for alcohol misuse and can providing brief (alcohol) interventions within the practice
  - Provide training to other front-line staff to screen and provide brief advice
  - Commissioning services which provide sufficient capacity to meet local needs
  - Developing specific services for women
  - Responding to illicit sales of alcohol
  - Utilising Licensing Act powers to review problem licensed premises
  - Introducing a service to provide Alcohol Treatment Requirement orders for offenders

- 5.6 The Safer Hartlepool Partnership will have responsibility for delivery of the Alcohol harm reduction strategy. Delivering of the annual action plan will be delegated to the Partnership's Alcohol Strategy group, which is chaired by Councillor Brash

## **6 RECOMMENDATION**

- 6.1 Cabinet is recommended to approve the Alcohol harm reduction strategy 2011 to 2016, which is attached at **Appendix 1**
- 6.2 Cabinet is also recommended to approve the annual alcohol action plan for 2011/12, which is attached at **Appendix 2**

## **7. CONTACT OFFICER**

Chris Hart, Drug and Alcohol Manager  
Tel: 01429 284593  
Email: [chris.hart@hartlepool.gov.uk](mailto:chris.hart@hartlepool.gov.uk)

## **8. BACKGROUND PAPERS**

National Alcohol Strategy – 2007  
Whole systems event report - July 2009.  
Comprehensive Area Assessment - December 2009  
Analysis of the impact and associated harms related to alcohol - May 2010  
Hartlepool's (alcohol) self-assessment - August 2010  
Health Scrutiny forum investigation into alcohol – recommendations 2009/10  
Evaluation of Cleveland Arrest referral scheme - October 2010  
Report on National Support Team (alcohol) visit – October 2010  
Safer Hartlepool Partnership strategic assessment – December 2010

FINAL DRAFT

**HARTLEPOOL ALCOHOL HARM  
REDUCTION STRATEGY  
2011-2016**

(March 2011)

### FOREWORD

It is a stark fact that alcohol issues cost the region over 1 billion pounds every year. The North East has one of the highest levels of alcohol consumption in the country and Hartlepool has one of the highest levels in the region. This results in a range of health and social problems for individuals, families and for our communities. Of particular concern are the local levels of binge drinking, female deaths and a range of other serious health conditions caused by excessive drinking.

The town has a vibrant night time economy, with an array of entertainment and social outlets that contribute to the economy significantly in terms of employing people and attracting tourists. Whilst many enjoy alcohol sensibly there are others that do not and their drinking can lead to crime and antisocial behaviour that impacts negatively on us all. We need to think about our drinking to ensure a responsible attitude and culture. We need to also think about what we can do to help and influence friends, family members or work colleagues who are drinking too much.

Locally we know that a small minority of young people drink before they reach adulthood. This puts their personal health at risk as well as leaving them vulnerable to risky behaviour, such as anti-social behaviour.

Alcohol misuse is often one of a number of interrelated problems within the most vulnerable families. Parents with alcohol problems can put their children at risk, and their children are more likely to drink earlier and experience behavioural problems and poor outcomes at school. Half of relationship breakdowns and one third of all domestic violence incidents are alcohol related.

Yet alcohol has never been so cheap. Local research shows you can buy alcohol at 'pocket money' prices – 2 litres of supermarket own brand cider is being sold for less than a loaf of bread. Alcohol is more affordable, in relative terms than it was in 1980 and sales from supermarkets and off-licenses now account for almost half of the alcohol sold in the UK.

The introduction of a minimum price, or linking the price of alcohol to its strength, has already attracted support and I would agree with this approach.

Over the past year there has been a rigorous review of our strategy and action plans and even though there is limited investment available there is a genuine commitment from all parties to tackle the issues and improve our situation.

Most of us drink sensibly. Alcohol is part of our social and family life, can enhance special occasions and time spent with friends. I believe we can all enjoy a drink without paying the high cost of alcohol misuse

Stuart Drummond  
Elected Mayor and Chair of Safer Hartlepool Partnership

### CHAPTER 1 – BACKGROUND



### 1.1 The national picture

1.1.1 The 2007 national strategy – Safe. Sensible. Social. The next steps in the National Alcohol Strategy - builds on the 2004 Alcohol harm reduction strategy, with a long term goal “to minimise the health harms, violence and anti-social behaviour associated with alcohol while ensuring that people are able to enjoy alcohol safely and responsibly”. The strategy sets out the next steps as:

- sharpened criminal justice for drunken behaviour
- a review of NHS alcohol spending
- more help for people who want to drink less
- toughened enforcement of underage sales
- trusted guidance for parents of young people
- public information campaigns to promote a new sensible drinking culture
- public consultation on alcohol pricing and promotion
- Local Alcohol Strategies

It has three overarching outcomes:

- a reduction in the levels of alcohol-related violent crime, disorder and anti-social behaviour
- a reduction in the public's perceptions of drunk and rowdy behaviour
- a reduction in chronic and acute ill health caused by alcohol, resulting in fewer alcohol-related accidents and hospital admissions

1.1.2 The Government made a commitment in the Children's Plan, published in December 2007, to look at what more might be done to reduce excessive drinking by children and young people under the age of 18. The Youth Alcohol Action Plan, published in June 2008, sets out what the Government intends to do, in three main ways:

- First the need to be clear that unsupervised drinking by young people under 18 in public places – which has the closest links to crime and anti-social behaviour as well as putting young people at risk in other ways – is unacceptable. The Action Plan sets out how the Government will work with the police and the courts to stop it.
- Second, drinking by young people in the home is clearly the responsibility of parents and families, not the Government. The Government believes there is a need for clearer health information for parents and young people. The Chief Medical Officer will produce clear guidelines on the issue. Parents who fail to take their responsibility seriously will be made to do so.
- Finally, industry needs to play more of a part, not just in refusing to sell alcohol to young people under the age of 18, but also more generally in marketing and promoting alcohol in a more responsible way. So the Government will work with the industry to strengthen the standards that currently govern these issues with a view to making them mandatory.

## 5.2 APPENDIX 1

The Action Plan sets out how the Government will address underage drinking, through a strong partnership with parents, industry, criminal justice and law enforcement agencies, and communities.

- 1.1.3 In 2010 the Coalition Government published a white paper outlining the proposed future direction of the NHS 'Liberating the NHS: Equity and Excellence' 2010. This signals a significant change in the commissioning of health services through GP commissioning consortia and the abolition of Primary Care Trusts and Strategic Health Authorities. The white paper also proposes significant changes to the configuration and delivery of public health and health improvement with the creation of a national public health service. It proposes the transfer of statutory duties for health improvement to Local Authorities from the NHS led by a Director of Public Health with a ring fenced public health budget. The implications for alcohol commissioning of these changes will need working through especially in the light of a public health white paper published in November 2010: Healthy lives, healthy people. These significant changes in health service commissioning will require new relationships and processes to be established to drive forward implementation of major aspects of this Hartlepool alcohol harm reduction strategy.

### 1.2 The regional picture

- 1.2.1 In October 2007 the Director of Public Health for the Northern Region published '*Better Health, Fairer Health*' a consultation on a strategy for 21<sup>st</sup> century health and wellbeing in North East England. This included specific actions to reduce inequalities in health, including alcohol as one of seven key areas. Better Health Fairer Health further proposes that:
- brief interventions are readily available in the whole of the region
  - by 2010 the North East should have the highest per capita availability of brief interventions in the country.
- 1.2.2 Government Office for the North East published its own Regional Alcohol Strategy in September 2007 which pointed out that the North East has the poorest provision of services for treating people with alcohol problems in the country. Furthermore binge drinking is higher in the North East Region than the average for England and hospital admission rates for alcohol liver disease are higher than in any other region apart from the North West. Three regional priorities were identified:
- the need for mainstream sustainable funding
  - a strong and visible regional leadership
  - promotion of regional wide and targeted information campaigns
- 1.2.3 In February 2009, Balance, the 'North East Alcohol Office' was set up to effect a cultural change in the region's relationship with alcohol and to encourage a safe, sensible and social approach to drinking in localities across the North East.

Since its launch, Balance has made significant progress in establishing a cost-effective, population-wide strategy for tackling alcohol misuse. The office uses an evidence-based '**de-normalisation**' approach, which has worked so effectively in the tobacco control field and which focuses upon the following strategic priorities:

## 5.2 APPENDIX 1

- ⇒ Informing, educating and influencing the people of the North East about the personal and wider social impacts of alcohol misuse.

An example has been to develop, drive & evaluate **population-wide communications campaigns** aimed at:

- Raising awareness of alcohol-related harms
- Realigning the region's 'social norms' around alcohol
- Increasing the proportion of North East residents drinking within Department of Health recommended guidelines
- Reducing the need for local campaigns & producing economies of scale

- ⇒ Promoting evidence-based best practice & innovation in order to drive cost effectiveness and efficiency, ensuring, where appropriate, activity is done once rather than 12 times by all local authority areas in the North East region.

An example has been to act as the training hub and centre for excellence for the Department of Health's '**Systems Dynamic**' **Alcohol Harm Reduction Tool**, enabling local commissioners to understand the impact and benefits of investing / disinvesting in various strategies for reducing alcohol-related harm and informing the QIPP process in relation to alcohol.

- ⇒ Challenging Government for changes in laws and regulations especially around the price, availability and marketing of alcohol products.

An example has been to provide **public leadership** for the North East around the price, availability and marketing of alcohol, with a view to:

- Increasing levels of public support for minimum unit pricing for alcohol
- Increasing levels of public support for regulations on alcohol marketing & availability
- Promoting & raising public awareness of these issues via the region's media
- Providing appropriate, evidence-based responses to Government activity and adapting key messaging to advance aims in the most effective manner.

### 1.3 The local picture

- 1.3.1 Hartlepool's first alcohol harm reduction strategy was published in 2006. It's stated intention was to "reduce the negative impact of alcohol on those who live or work in Hartlepool, or visit the town, by providing the strategic direction to local services that enable them to develop imaginative plans of action which engage all sectors of the community and challenge emerging concerns about excessive drinking".

This strategy acknowledged that it had an ambitious plan of action, which would inevitably depend to a significant extent on the availability of new resources. It further acknowledged that unlike the national drugs strategy, the national alcohol strategy was not accompanied by large sums of new money, and although there may be opportunities to work more effectively within existing resources, additional investment was required to improve and develop services.

The 2006 strategy had 4 key aims:

## 5.2 APPENDIX 1

- to reduce underage drinking and challenge the prevailing culture of binge drinking
- to provide adequate services to tackle misuse of alcohol as experienced by individual's, their families and carers
- to develop effective multi agency interventions to tackle alcohol related crime, focusing both on enforcement and the underlying reasons for alcohol misuse.
- To ensure Hartlepool is a safe and enjoyable place to live, work or visit.

During the period from 2006, much has changed locally in relation to delivery of services to reduce the harm caused by alcohol abuse. For example:

- Alcohol treatment services at Tiers 1, 2 and 3 have been established. The sustainability and sufficiency of service provision is questionable, but there is now a service.
- Services within the criminal justice system have been established (e.g. arrest referral, specified activities), but more could be made available.
- Funding for Straightline alcohol awareness programme for under 18s has been included in the Council's core budget.
- There is an increasing emphasis to 'think family' in all activities undertaken with children, young people and parents/carers.
- Early intervention and prevention services have been established for children and young people, utilising a 'team around the child' and team around the school' approach.
- The Hidden Harm network of partners includes staff from substance misuse service.
- Hartlepool schools undertake alcohol education as part of the National healthy schools programme.

Although these changes are acknowledged to have led to improvements, much more still needs to be done to reduce the harm caused by alcohol misuse.

1.3.2 In addition, the Safer Hartlepool Partnership's (i.e. the community safety partnership) strategy to tackle crime, disorder, substance misuse and reducing re-offending in 2011-2014, has four strategic objectives. These are:

- reduce crime and repeat victimisation
- reduce the harm caused by drugs and alcohol misuse
- create confident, cohesive and safe communities
- reduce offending and re-offending

Each year, the Partnership conducts its annual strategic assessment to identify the annual priorities for the following year, to focus activity into specific areas of the strategic objectives.

Improving alcohol treatment continues to be a priority into 2011/12. Additionally, a reduction in violent crime, including domestic related violence, is also a key priority, and it is known that much of the violence is fuelled by alcohol consumption

### 1.3.3 Hartlepool's first domestic violence strategy 2007-2010 has 5 strategic objectives which cover:

- Reduce domestic violence using prevention and education.
- Support victims and improve access to services.
- Increase detections and positive enforcement outcomes.
- Co-ordination and Partnership working.
- Data collection and information sharing.

This strategy is due to be reviewed and updated in 2011/12.

In 2010, the Hartlepool Safeguarding Children Boards (HSCB) identified domestic violence as one of its three key priorities for 2010/11:

"Children and young people live free from the impact of domestic abuse."

Subsequently the Children's Trust Board invited the Safer Hartlepool Partnership to join in a 3-way partnership development event, to include HSCB, to develop a shared understanding of the scale of the domestic violence problem in Hartlepool.

The 3 partnership event was held in June 2010. The outcome is a multi-agency development group, chaired by the Council's Chief Executive, which aims to gain an accurate understanding of the level of domestic abuse in Hartlepool. This will include victims, perpetrators, children and young people who are affected by the abuse and the different types of domestic abuse. Appropriate services can then be commissioned jointly to meet the agreed needs in the town.

### 1.3.4 During 2010/11 the Safer Hartlepool Partnership's night-time economy group has developed a strategy and action plans which have 3 key objectives:

1. to research, identify, monitor and manage the town centre night-time economy
2. to reduce alcohol related crime, anti-social behaviour and the fear of crime
3. to create a safer, more accessible and welcoming environment, in which people are able to enjoy the town centre

Extracts from the strategy state that:

"There is a recognition that Hartlepool's night time economy is currently having a negative impact on the quality of life and general sense of security for the people who live, work and visit the town. There is also acknowledgement that the situation is having an adverse impact on the town's reputation and it is placing a significant burden on key services such as health care and policing.

The majority of people who visit Hartlepool town centre socialise without incident. However a small minority are responsible for the majority of violent crime, disorder and binge drinking which present significant criminal justice, health and town management problems.

This situation has a significant impact on the town of Hartlepool and its people. For example, alcohol related crime in the form of street fighting can leave individuals disfigured, and domestic abuse fuelled by alcohol can harm individuals and families beyond repair. Binge drinking also has devastating consequences such as serious health conditions."

## 5.2 APPENDIX 1

- 1.3.5 The Young Peoples Specialist Substance Misuse Treatment Plan 2010/11 shows that alcohol is the substance of choice for young people in Hartlepool with Cannabis a distant second. In 2009/2010, 108 young people accessed the specialist services, but no young people have required residential treatment in 09/10.

Hartlepool's specialist service, HYPED, offer a good service and appear cost effective, however the Council's Children's Services Department intend to look at a retendering/redesign process in 2010/11. This will enable a redesign of services currently provided and ensure a more integrated process linked with our Team Around the School model. The aim will be to ensure that universal services such as the Integrated Youth Services, General Practitioners and schools play a full part in the identification and support of young people involved in substance misuse. This redesign of service will enable us to maintain a specialist service that is able to respond effectively to the needs of our population. The key priorities for 2010/11 are:

- Integrate specialist service into local processes.
- Establish greater individual and corporate responsibilities for identifying and supporting young people with substance misuse issues.
- Develop intelligence led approaches to interventions.
- Review specialist service in relation to the current operational and financial context.
- Ensure all young people leaving specialist services are engaged with the integrated youth service.

Developing prevention services with an integrated specialist service is the obvious route for Hartlepool and this should include the development of a Tackling Risky Behaviour Strategy.

- 1.3.6 Hartlepool Council's Licensing policy has been reviewed during 2010 with a consultation document being circulated widely during June to August 2010, asking for views on what the new licensing policy should include.

At it's meeting on the 9<sup>th</sup> December 2010, the full Council decided to include 2 significant changes to the existing licensing policy:

- 1) the current 'special policy' area should be extended to cover Church Street, in addition to the existing coverage of Victoria Road and surrounding residential streets.
- 2) for new licensed premises, the licensable hours will differ from the current policy as follows:

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	Current Policy	Proposed policy
On-licence Residential areas	Unlimited	0900-2330
Off-licence Residential areas	Unlimited	0900 -2200
On-licence, Off-licence & Takeaways Non-residential areas	Unlimited	0900-0200

The new licensing policy came into effect on 1<sup>st</sup> January 2011.

### 1.4 Minimum unit price for alcohol

Research carried out by Sheffield University in 2008 identified that 50p per unit of alcohol would target irresponsible drinking; impacting on binge-drinkers and harmful drinkers, while imposing a minimal financial effect on moderate drinkers and on-trade sales.

Key reports have agreed with the research:

- Alcohol Concern “The Price is Right” (May 2009)
- The House of Commons Health Committee Report on Alcohol (December 2009)
- The Ex-Government’s top medical advisor – Sir Liam Donaldson Our Health Our Nation (2009)
- NICE clinical guidelines June 2010

The research has indicated that a 50p minimum unit price will be the most effective in reducing alcohol consumption across England

- Per drinker, by 6.9% on average. This would lead to 97,900 fewer hospital admissions and 10,300 fewer violent crimes per year
- Per 11-18 year old drinker, by 7.3%. This would lead to 500 fewer hospital admissions and 2,200 fewer violent crimes per year for that age category. (*Sheffield University research 2009*)

The research suggested that if the minimum price per unit were set to 50p this would decrease consumption by high-risk drinkers by 10.3%. Notably, increases in price would not impact equally across all drinkers. This is because those who drink more tend to choose cheaper drinks. A minimum price per unit of 50p would lead to consumption of low-risk drinkers falling by only 3.5%. Introducing a minimum price per unit of alcohol would therefore affect heavier drinkers far more than those who drink in moderation.

## **5.2 APPENDIX 1**

The Sheffield University team concluded that positive benefits would be seen as soon as a pricing policy was implemented and that decreases in violent crime and workplace absence would be among the first effects.



## CHAPTER 2 – NEEDS ASSESSMENT

### 2.1 Whole systems event (July 2009)

- 2.1.1 Hartlepool held a whole systems event in July 2009. The aim of this event was to bring together all our partners agencies in one area, to draw on their expertise to identify gaps in service, future strategic aims and priorities.
- 2.1.2 The event had 3 focus areas for workshop style discussion groups covering children and young people, health and criminal justice. These workshop groups raised the following key points:

#### Children & young people

- few activities on Friday and Saturday evenings
- some young people choose to drink, even when activities are available
- young people want to participate in developing their activities
- lack of understanding by some young people of the health implications and issues around drinking and risky behaviour
- more education/parenting programmes for parents on the health implications and legal aspects of young people drinking
- more training for all staff who come into contact with children of all ages, and families, to enable early identification of problems

#### Health

- lack of aftercare for clients in the community following a destocks programme
- lack of supported housing
- realistic approach for problematic cases
- staff uncertainty about referral routes into treatment
- more training for frontline staff on treatment

#### Criminal Justice

- arrest referral scheme not available for under 18s
- clarity of CCTV images in some licensed premises doesn't provide good evidence for Licensing reviews
- violence crime and domestic abuse are still significant problems

### 2.2 Comprehensive Area Assessment red flag (December 2009)

In December 2009, the first national Comprehensive Area Assessment (CAA) was published by the Audit Commission. Hartlepool received a 'red flag' for tackling the harm caused by alcohol. The CAA report published at [www.audit-commission.gov.uk/oneplace](http://www.audit-commission.gov.uk/oneplace) found that too many people drink too much alcohol and there are problems, such as crime caused by people being drunk. The Council and partners have a good understanding of the risks associated with misuse of this kind, but they need to understand more about why people harm themselves by misusing alcohol, to make sure they are tackling the problems in the right way.

### 2.3 Analysis of the impact and associated harms related to alcohol (May 2010)

In May 2010, the Safer Hartlepool Partnership produced a report which examined the impact and associated harms related to alcohol in Hartlepool. The report drew upon a wide-range of multi-agency data to inform and assist the development of the new alcohol strategy for Hartlepool. The key findings are:

#### 2.3.1 Levels of alcohol consumption in Hartlepool

- Binge drinking and harmful drinking rates in Hartlepool are above both regional and national averages. Hartlepool has the second highest estimate of binge drinking in the Tees Valley and one of the highest rates nationally (ranked 316<sup>th</sup> out of 324). Similarly Hartlepool has the second highest estimate of harmful drinking in the Tees Valley and one of the highest rates nationally (ranked 294<sup>th</sup> out of 324)
- It is estimated that in Hartlepool there are 4,349 harmful drinkers, 15,330 hazardous drinkers (includes binge drinking) and 5,133 dependant drinkers.
- Binge drinking is particularly common amongst 18-25 years in Hartlepool, with incidences of binge drinking being more prevalent over the weekend period.
- Alcohol consumption amongst young people continues to be a concern both locally and regionally. There is evidence of young people drinking in Hartlepool, especially amongst those who engage in anti-social behaviour.
- The Ousted TELUS 4 national school survey results for Hartlepool reveal that half of the respondents stated that they had had an alcoholic drink, with 13% of respondents claiming that they had been drunk on two or more occasions in the last four weeks, which is well above the national average.

#### 2.3.2 Availability of alcohol in Hartlepool

- Alcohol in Hartlepool is predominantly purchased from supermarkets, with individuals aged over 25 years being more likely to drink at home.
- 18-25 year olds are the prominent age group that drink at both home and in licensed premises.
- The availability of low price alcohol and home drinking is having a negative impact upon the licensing trade in Hartlepool.
- Availability of alcohol to young people (underage) is still of concern, however intelligence gaps still exist in regard to how and where they purchased it from. It is suggested that young people obtain their alcohol from parents, older siblings or purchase it from off-licenses or from those selling it without a license from their home. One penalty notice for disorder (PND) had been issued (between April 2008 and February 2010) in relation to the purchasing

of alcohol (by an adult) for an under-age person. Preferred alcohol choices for young people include cider, lager and wine.

### 2.3.3 Ham caused by alcohol in Hartlepool

- NI39 Hospital admissions for alcohol related ham in Hartlepool are following an increasing trend.
- Hartlepool experiences more than double the national average of female deaths from alcohol specific conditions. This is also accompanied by high rates of female mortality from chronic liver cancer and the high rate of female alcohol specific hospital admissions.
- Alcohol related hospital admissions in Hartlepool have increased by 18%. Males aged between 35-54 years continue to account for the largest percentage of admission. Repeat admissions are evident with 44 repeat patients accounting for a third of all admissions.
- 9 in 10 alcohol related hospital admissions are classified as emergency, with 70% of admissions made via A&E Departments.
- Three wards namely Stranton, Owton and Dyke House account for over a third of alcohol related hospital admissions.
- Over a third of patients admitted to hospital for alcohol related conditions are registered to three individual GP practices.
- In line with national rates, the highest percentage of hospital admissions are diagnosed as 'mental and behavioural disorders due to alcohol', with admissions of this nature being more prevalent over the weekend period.
- 16-25 years age group account for the highest rate of toxic effects of alcohol hospital admissions.
- A&E staff estimate that approximately 90% of presentations linked to the night-time economy are alcohol related. Cardiff Model data indicates that 27% of assault presentations are linked to alcohol. Repeat presentations are also apparent.
- In September 2009 there were 212 individuals engaged with Tier 3 alcohol treatment services. Demographic analysis of treatment and support services indicates that older client groups 25+ are accessing services. Large concentrations of clients reside in those wards which suffer from disproportionate levels of alcohol related hospital admissions.
- Alcohol misuse continues to be a contributory factor in the occurrence of crime and disorder, particularly violence against the person including domestic abuse and anti-social behaviour. Wards which suffer from disproportionate levels of alcohol related incidents and crimes correlate with those that host high levels of alcohol related admissions.

- 43% of arrests in Hartlepool are alcohol related.
- Assessment of Probation clients reveals that alcohol is the main disinhibitor in the occurrence of crime, particularly violent crime.
- 90% of fire/fire related injuries are linked to alcohol.
- A third of litter in Hartlepool is alcohol drink related.

### 2.4 Hartlepool's self-assessment – (August 2010)

In August 2010, Hartlepool completed a self-assessment (based on the one used by the National Support Team for alcohol) to support the refresh of Hartlepool's Alcohol Harm Reduction Strategy. This reviewed current performance and identified opportunities for improvements to accelerate performance in tackling the harm caused by alcohol. The self-assessment identified several areas of service provision and activity which is 'not at a satisfactory level and significant needs/improvements have been identified'.

- One of the most significant of these unsatisfactory service areas is the non-recurrent funding for treatments services. In addition, it is clear from the Joint Strategic Needs Assessment (JNSA) that the existing provision is not sufficient to meet the need identified for treatment services.
- Current criminal justice programmes (i.e. arrest referral and alcohol specified activities) are also funded by different sources of non-recurrent funding.
- A clarity of commissioning arrangements between the council, NHS Hartlepool and the Safer Hartlepool Partnership is needed, and there is no involvement through practice based commissioning.
- Development of training to enable frontline staff to deliver 'identification and brief advice' (IBA) to individuals is required, together with a database to monitor the IBA delivery to individuals.
- The routes into specialist services are not clear. The development of a patient integrated care pathway, showing access routes is required.
- Hartlepool has no identified alcohol champions within partner organisations, although key individuals are known.
- There is only minimal prescribing support for specialist alcohol services in general practice.

**2.5 Health Scrutiny Forum Investigation (2009/10)**

During 2009/10, the Council's Health Scrutiny forum carried out an investigation into the provision and effectiveness of alcohol abuse prevention and treatment services in Hartlepool.

Evidence was gathered from NHS Hartlepool, the Albert Centre, Police, MIND, Intrahealth, and Balance, as well as council officers from Licensing, Community Safety and Children's services, and Cabinet members.

This investigation has resulted in recommendations being made to the Council's Cabinet that:

1. An alcohol task force is set up linking all major stakeholders in the town, and an elected member is appointed to chair the group.
2. The alcohol task force works together to consider changes required to address alcohol abuse; poor resources; consider the pricing and promotion of the very cheapest alcohol; and develops a communication strategy.
3. The Licensing Authority reviews its policy, aiming to reduce the opening hours of on-licensed premises, gather evidence on licensees which are contributing to alcohol fuelled violence and ensure new powers are used to fullest extent to reduce opening hours.
4. NHS Hartlepool reassesses its funding of alcohol treatment and works with GPs to ensure they are able to offer effective and appropriate services in primary care.
5. Licensees are encouraged to trial early closing
6. The Council take opportunities to recognise the town centre as a purple flag zone.

**2.6 Evaluation of Arrest Referral scheme (October 2010)**

The Cleveland Alcohol Arrest Referral scheme was established by Cleveland Police in November 2008 and has been delivered in the Hartlepool Police custody suite since then, for adults who have been arrested for committing alcohol related offences. Local evaluation of the whole Cleveland scheme has been completed for the period November 2008 to July 2010. Results for Hartlepool show that:

- 36.5% of alcohol related arrests in Hartlepool are for public order and drunk and disorderly offences.
- 66% of people receiving the alcohol arrest referral intervention in Hartlepool were under 30 years of age.
- 89% of people receiving the alcohol arrest referral intervention in Hartlepool drank alcohol at levels associated with increasing risk of harmful consequences, higher risk or alcohol dependency.

Across Cleveland, the evaluation indicated "that for every £1 spent on the scheme, £4.65 in criminal justice costs are saved."

### 2.7 Alcohol harm reduction National Support Team visit (October 2010)

2.7.1 In October 2010, the National Support Team from the Department of Health visited Hartlepool, together with visits to Stockton and Redcar and Cleveland. The NST undertook an assessment of activity in relation to alcohol.

2.7.2 In making 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

2.7.3 The main recommendations from the NST visit cover:

- The need for sustainable funding for alcohol treatment services
- 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.
- As there is a vibrant voluntary sector, Hartlepool should maximise opportunities to embed work on alcohol in the wider network of voluntary sector organisations.
- Analysis of the Probation OASys assessment shows that 57% of offenders in Hartlepool have alcohol needs specifically relating to their offending. Provision of Alcohol Treatment Requirement (ATRs) should be delivered in Hartlepool.
- Pub watch has been a useful vehicle for communication between on-licensed premises and statutory services. Opportunities to engage the off-trade (including supermarkets and convenience stores) in a similar way should be explored, to engage them in reducing alcohol related harm.
- Ensuring that identification and brief advice (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. This could involve use of the IBA e-learning tool, available via the Alcohol Learning Centre website.

### 2.8 Safer Hartlepool Partnership Strategic Assessment (December 2010)

- 2.8.1 The Safer Hartlepool Partnership's annual review (Strategic Assessment) of crime, disorder and substance misuse, covering the assessment period October 2009 to September 2010, indicates that more than one third of all violence against the person offences were domestic related.

During the assessment period, domestic related incidents and crimes recorded in Hartlepool have followed an increasing trend, with incidents reported increasing by 11% and crimes recorded increasing by 21%. Not all reported domestic incidents relate to violence, with just fewer than 20% of incidents relating to criminal damage. Locally 16% of domestic incidents were linked to alcohol but the current Police national incident and crime recording standards make it difficult to ascertain if an alcohol related incident (or crime) refers to the victim or the offender.

### 2.9 Conclusions from the Needs Assessment

- 2.9.1 It is clear from the evidence presented that the misuse of alcohol has a huge impact on Hartlepool. Levels of alcohol related-harm in the Borough are among the highest in the country. Both adults and young people are more likely to be admitted to hospital for alcohol related harm than in most other areas. Drinking is a major cause of crime and disorder and thousands of children are living with a parent with an alcohol problem. The North East and Hartlepool in particular, are areas with a tradition of heavy drinking.

However, it is recognised that most of the population in Hartlepool enjoy alcohol without causing harm to themselves or others. Alcohol plays a positive part in many people's lives and contributes to the economic well-being of the local community.

- 2.9.2 The sectors of the population specifically affected by alcohol consumption are:

- females, who have high rates of mortality due to chronic liver cancer and high rates of alcohol specific hospital admissions
- 18-25 year olds, who binge drink both at home and in licensed premises
- young people, as underage drinking is a concern, with 16-25 year olds accounting for the highest rate of toxic effects of alcohol related hospital admissions
- arrestees, where 43% are alcohol related
- clients registered to 3 individual GP practices the town
- people living in the wards of Owton, Stranton and Dyke House
- probation clients
- domestic abuse victims and their children

- 2.9.3 Other issues which need to be tackled by the new alcohol harm reduction strategy is:

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- staff training in relation to the identification and brief advice model (IBA) and then delivery to their clients
- sustainable funding to deliver a treatment service which meets the needs of the population
- sustainable funding to deliver criminal justice programmes
- greater emphasis on licensing activities to support the alcohol strategy
- increasing the awareness of all sectors of the population to the harms caused by alcohol misuse, including the impact of parental drinking on their children
- more involvement by GPs in the alcohol agenda

2.9.4 The introduction of minimum unit pricing for alcohol in Hartlepool will be investigated. The Association of Greater Manchester Authorities (AGMA) is already exploring the legal mechanisms required to introduce minimum unit pricing locally. Hartlepool will utilise the AGMA experience to develop local proposals.



## CHAPTER 3 – STRATEGIC OBJECTIVES & OUTCOMES

- 3.1 This strategy replaces the Borough's 2006 strategy. It has been developed in conjunction with a range of partners and builds on extensive research and consultation.
- 3.2 The strategy is seeking a step change in local attitudes to alcohol to reduce harm now and to prevent these damaging patterns being passed on to future generations.
- 3.3 The Safer Hartlepool Partnership has already established that one of its 4 key strategic objectives for 2011-2014 is to:  
  
"reduce the harm caused by drugs and alcohol misuse."
- 3.4 The national strategy focuses on three strategic objectives which cover prevention, treatment and control / enforcement. The Hartlepool alcohol needs assessment clearly identifies that these three strategic objectives would provide the required strategic direction and development for Hartlepool.

Therefore it is proposed that Hartlepool's strategic objectives will be:

### **Objective 1**

**Promote sensible drinking and decrease irresponsible consumption.**

This links to prevention and actions will cover areas such as raising awareness of the harms caused by alcohol misuse within the whole population, but specifically in schools and other youth settings for young people; and alcohol policy development by employers.

### **Objective 2**

**Ensure treatment services are provided for harmful, hazardous and dependant drinkers and their families and carers.**

This links to treatment and actions will cover areas such as ensuring Hartlepool has sustainable funding for treatment services which meet the needs of the whole population, also that it has specific programmes for the sectors of the population who are most at risk of harms caused by alcohol misuse and workforce training in relation to the identification and brief advice (IBA) model.

### **Objective 3**

**Promote public protection through law, enforcement and policy.**

This links to control / enforcement and actions will cover areas such as greater emphasis on licensing activities and delivery of specific criminal justice interventions for alcohol misusing offenders.

- 3.5 Cross-cutting alcohol misuse issues affecting children, young people and their families will be included in the annual action plan covering these strategic objectives.

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In addition, the Safer Hartlepool Partnership proposes to pilot a new approach to its work in 2011/12 by focusing on families, specifically those who have criminally active family members, both adults and young people. It is feasible that some of the family members will be misusing alcohol to a greater or lesser extent and therefore work with families will assist the delivery of outcomes for both this alcohol harm reduction strategy and the Partnership's crime, disorder, substance misuse and reducing re-offending strategy.

3.6 Each year an annual action plan linked to the strategic objectives will be published. The annual action plan will provide details of activities and initiatives, which will be delivered during the year and will identify expected performance against indicators and outcomes.

3.7 A range of indicators has been chosen to ensure both short-term and longer term changes are measured. There is an expectation that some indicators covering, for example hospital admissions, will continue to rise in the foreseeable future – our aim will be to halt the rise in due course, and ultimately reduce hospital admissions. Some others, which we can influence now, such as number of people accessing support from primary care and people engaging in treatment, will begin to rise,

indicating a positive change. However, the aim for indicators measuring recorded crime, would be a reduction. Many of the indicators are linked to nationally recognised measures, which will enable Hartlepool's progress to be compared to the national average.

3.8 The strategy is being developed during a period of great change, both nationally and locally. The public sector generally is facing a period of significant austerity and it is unlikely that additional investment will be available in the short-term to fund the much needed expansion in treatment services in Hartlepool, for dependant and harmful drinkers.

Despite this, we recognise that more can be achieved with limited investment, especially to promote sensible levels of alcohol consumption generally across the local population.

## CHAPTER 4 – ACCOUNTABILITY, RESPONSIBILITY & PARTNERSHIP WORKING

- 4.1 The Safer Hartlepool Partnership will have responsibility for delivery of this alcohol harm reduction strategy and an annual end of year report will be presented to the Hartlepool Partnership Board.
- 4.2 Delivery of the annual alcohol action plan will be delegated within the Safer Hartlepool Partnership to the Alcohol Strategy Group. Links will be maintained between this group and the Safer Hartlepool Partnership's reducing violence group.
- 4.3 The alcohol strategy group membership comprises:
  - Local Authority Cabinet Member (Chair)
  - Local Authority (representatives from community safety, homeless team, supporting people, licensing, children's safeguarding, adult services)
  - NHS Hartlepool
  - Police
  - Domestic Violence co-ordinator
  - Probation
  - Fire Brigade
  - Acute Trust
  - Housing Hartlepool
  - Licensee/Retailer
  - Community Network
- 4.4 Alcohol is a significant and cross-cutting issue for the town and to ensure maximum effectiveness is achieved, it is essential that a range of Theme Partnerships and their member organisations are involved in the delivery of alcohol activities. This includes, but is not exclusive to, the Economic Forum, Culture and Leisure Partnership, Strengthening Communities Partnership, Child Poverty Group, Children's Trust Board, Financial Inclusion Partnership and Health & Wellbeing Partnership. During the 5 years of the strategy these Partnerships and member organisations will be included in, for example, developing initiatives and services, staff training events and annual action plan activities.

## Hartlepool Alcohol Harm Reduction Strategy 2011-2016

### DRAFT Action Plan April 2011 – March 2012

<b>AIM</b>					
<b>PREVENTION – Promote sensible drinking and decrease irresponsible consumption</b>					
<b>OBJECTIVE</b>					
<ul style="list-style-type: none"> <li>Promote alcohol education in all schools, youth service and in further and higher education</li> <li>Promote a culture of responsible drinking and modify dangerous drinking patterns</li> <li>To disseminate consistent and effective sensible drinking and improved health messages targeted at groups of drinkers in arrange of environments (A&amp;E, GP surgeries, licensed premises and the workplace)</li> <li>Increase know ledge and understanding of alcohol issues and alcohol related harms both to the public in general and a trained workforce</li> </ul>					
<b>ACTIVITY</b>		<b>Milestones</b>	<b>Date</b>	<b>Lead Officer</b>	<b>Progress</b>
1	Promote a model of PHSE w hich fully addresses alcohol issues and enables young people to identify risks and develop the skills to make responsible decisions. Deliver programmes through peer education and w here possible include representation from mutual aid organisations such as Al-Anon.	<ul style="list-style-type: none"> <li>-Produce materials</li> <li>- Develop annual programme</li> <li>-Train facilitators in use of material</li> </ul>	August	C&A Officers & Schools	
2	Ensure head teachers and governors understand the effects that alcohol has on attainment and are aw are of the scale and local issues	<ul style="list-style-type: none"> <li>-Prepare learning packages</li> <li>-Negotiate rolling programme of sessions</li> <li>-Deliver to all schools and colleges</li> </ul>	September	SHP Alcohol Team	
3.	Work w ith leisure and entertainment industry to promote responsible drinking .e.g. challenge cost of soft drinks	<ul style="list-style-type: none"> <li>-Establish forumw ith inclusive membership</li> <li>-Engage Balance (utilise Balance social marketing approach)- --Research and identify themes to address</li> </ul>	July	Trading Standards	

## APPENDIX 2

4.	Consult with and engage young people and the community to shape and develop alcohol services	-Arrange consultation workshops quarterly to consider alcohol model	September	Integrated Youth Service	
5.	Require partners agencies to review existing or develop new alcohol policies	-Audit current policies -Provide examples of best practice to all partners. -Review and monitor	December	SHP	
6.	Promote effective alcohol policy development by all employers focussing on those that employ greatest number. Encourage employers to provide responsible drinking information to staff	-Identify annual audit programme. -Contact and discuss assistance required -Provide materials and support -Review progress with individual organisations	December	SHP Alcohol Team	
7.	Develop with partners, integrated communication and public information mechanisms to carry key prevention messages. Deliver local campaigns to compliment national events and those from Balance.	-Assess current materials and literature. -Agree process across partners -Develop integrated annual programme with contact leads in each agency	September	SHP	
8.	Increase availability of literature and promote free resources from Department of Health, Drinkaware etc.	-Assess contacts and literature available. -Advise all partners and voluntary sector -Promote in all SHP literature and campaigns	April May May	SHP Alcohol Team	
9.	Encourage and support mutual aid organisations (Alcohol Anon, Narcotics Anon) to participate in activities and developments	-Negotiate level of participation and support needed	May	SHP Alcohol Team	

## APPENDIX 2

10.	Deliver an annual programme of events and campaigns and participate in annual Alcohol Awareness week.	-Develop and agree programme -Advertise programme and confirm activity from participants	April	SHP Alcohol services	
11.	Lobby Government and participate in national consultation e.g. minimum pricing, advertising and marketing	-Identify issues -Participate in consultation	Ongoing	SHP Alcohol Strategy Group	
<b>OUTCOME</b> Public perception that drunk and rowdy behaviour as a problem has reduced					
<b>INDICATORS</b> Number of people accessing primary care Number of young people accessing alcohol treatment Number of A13 forms issued by Police to young people under 18 years for antisocial behaviour associated with alcohol					

<b>AIM</b>					
<b>TREATMENT - Ensure services are provided for harmful, hazardous and dependent drinkers and their families and carers</b>					
<b>OBJECTIVE</b>					
<ul style="list-style-type: none"> <li>Develop efficient, early brief intervention and prevention programmes</li> <li>Provide a coordinated, stepped programme of treatment services that is effective, appropriate and accessible with adequate capacity to meet demand and in line with Models of Care for Alcohol Misuse</li> </ul>					
<b>ACTIVITY</b>		<b>Milestones</b>	<b>Date</b>	<b>Lead Officer</b>	<b>Progress</b>
1.	Introduce local enhanced service contract for GP's	-Develop SLA -Consult with GP Consortia -Issue and secure interest -Implement	September	NHS Hartlepool	
2.	Provide alcohol screening and brief intervention training to primary care staff	-Secure funding and trainers -Advertise and recruit to sessions -Deliver 3+ programmes for Hartlepool	September	NHS Hartlepool and SHP Alcohol Team	

## APPENDIX 2

3.	Ensure front line staff in a variety of agencies have the knowledge and skills to provide alcohol screening , brief advice and can refer as appropriate.(e.g. A&E, Midw ifery, adult social care)	-Develop and strengthen referral and pathw ay literature and information -Establish monthly training programme and publicise -Recruit and implement	December	NHS Hartlepool and SHP Alcohol Team	
4.	Pilot programmes w ith voluntary sector to 'train' community mentors and peer educators to deliver 'on the spot' education and advice.	-Establish mentoring programme and support materials -Promote and recruit -Deliver and review training -Widen recruitment and deliver rolling programme	November	SHP Alcohol Team	
5.	Embed use of common screening tool in all settings	-Audit current tools and agree common screening tool -Deliver training across all key services -Deliver training to wider audience -Review and evaluate	March 2012	SHP Alcohol Team	
6.	Secure funding and commission services with sufficient capacity to address needs of local community.	-Commission current provision -Provide business case for increased investment and evidence demand and model required. -Commission as Models of care and in budget	November	NHS Hartlepool & SHP	

## APPENDIX 2

7.	Strengthen pathways and processes across all agencies and particularly the alcohol and drug system.	<ul style="list-style-type: none"> <li>-Establish QUIPP Steering Group</li> <li>-Appoint QUIPP change agents</li> <li>-Negotiate work programme in community, primary care and hospital</li> <li>-Report and evaluate</li> </ul>	March 2012	SHP Alcohol Team	
8.	Strengthen coordinated care planning processes across all agencies, particularly the alcohol and drug system.	<ul style="list-style-type: none"> <li>-Arrange multi disciplinary workshops to review current practice</li> <li>-Agree and design process</li> <li>-Promote or direct as appropriate</li> <li>-Monitor improvements and report</li> </ul>	March 2012	SHP Alcohol Team	
9.	Develop service provision that can focus on those most vulnerable and at risk, particularly women.	<ul style="list-style-type: none"> <li>-Undertake analysis of vulnerability and risk</li> <li>- Identify and agree provision model</li> <li>-Negotiate changes to service delivery</li> </ul>	June	SHP with C&A Dept	
10.	Increase support programmes for families	<ul style="list-style-type: none"> <li>-Promote Crown Buildings, and Children Centres.</li> <li>-Offer drug awareness to children and families staff</li> <li>-Commission bespoke service linked to treatment</li> <li>-Promote mutual aid and similar support</li> <li>-Ensure family therapy available and integrated within treatment</li> </ul>	September	SHP Alcohol Team	



## APPENDIX 2

11.	Increase initiatives to address Hidden Harm and support children and young people impacted by parental alcohol misuse.	-Participate in Hidden Harm and Think Family developments. -Increase use of CAF in treatment -Increase CRAFT and Freedom services -Establish practice clinics for workers	September	C&A Dept	
12.	Consult with local groups and communities to identify unmet needs and establish appropriate provision	-Establish 3 monthly consultation programme targeting communities and areas identified through assessment	May	SHP Alcohol Team	
13.	Develop systems to monitor numbers screened and provided with advice, information and brief intervention	-Identify IT solution within health. -Confirm process for third sector	December	NHS Hartlepool	
14.	Improve alcohol treatment monitoring in line with the ndtms and Treatment Outcome Profile.	-Audit current provision -Arrange training with NEPHO Monitor and mentor to improve quality of returns	September	SHP Alcohol Team	
<b>OUTCOME</b> Reduced chronic and acute health, caused by alcohol, resulting in fewer alcohol related accidents and hospital admissions					
<b>INDICATORS</b> Rate of hospital admissions per 100,000 population for alcohol related harm (NI 39) – male and female Number of alcohol related attendances at A&E Number of people engaging in treatment (adults and young people) Number of people completing treatment (adults and young people) Levels of harmful and hazardous drinking % of successful treatment outcomes					

## APPENDIX 2

<b>CONTROL - Promote public protection through law, enforcement and policy.</b>					
<b>OBJECTIVE</b> Reduce rate of alcohol-related crime and disorder, antisocial behaviour and domestic abuse Promote responsible management of licensed premises through effective implementation of the Licensing Act 2003 and initiatives To further develop effective data collection system in relation to the impact alcohol has on crime and health and link to an effective performance management system to promote quality standards. To reduce the negative impact that alcohol has on children, young people and the family					
<b>ACTIVITY</b>		<b>Milestones</b>	<b>Date</b>	<b>Lead Officer</b>	<b>Progress</b>
1.	Monitor the sale of alcohol to young people and prosecute those retailers who fail to heed initial warnings	-Ensure regular operations to test under-age sales -Develop operational guidance for police officers to understand and apply relevant legislation	Ongoing	Police/Licensing	
2	Develop a better understanding of illicit sales of alcohol (and tobacco) and respond.	-Arrange campaigns to promote information and community intelligence -Research issues related to young people and the night time economy -Organise covert operations to disrupt illicit sales		Police	

## APPENDIX 2

3.	Use all powers available to reduce crime and disorder in public places by supporting licensed premises in responsible retailing and marketing	-Promote Zero tolerance to violence and anti social behaviour in premises -Establish Police Licensing Unit Increase coordinated work with partners ASBO's Exclusion zones etc		Police	
4	Encourage and expand Pubwatch, Best Bar None and similar schemes to raise the level of quality standards provided by licensed premises with an aspiration of moving towards a Purple Flag award	- Offer training to publicans and staff -Develop partnership working with all stakeholders taxi's, security staff and licencees -Hold bi-annual stakeholder event	September	Licensing	
5.	Utilise powers of Licensing Act to review problem premises and where necessary impose special conditions or revocation of licence.	-Monthly analysis of monitor and identify hotspots.-Establish use of traffic light system to prompt review and action -Develop programme of random inspections of premises	Monitor quarterly	Licensing	

## APPENDIX 2

6.	Monitor the effectiveness of interventions and explore opportunities to provide health improvement options.	-Ensure regular analysis and reporting of activity and crime data. -Undertake needs assessment annually	March 2012	SHP Research Team & NTE group	
7	Increase the capacity of alcohol services to respond to both victims and perpetrators through good practice guidelines and training.	-Provide training and awareness raising opportunities. -Share best practice and examples. -Redesign services to screen and respond to domestic violence issues and need	September	SHP DV Coordinator	
8.	Increase understanding of generic services of links between alcohol and domestic violence	-Undertake research and needs assessment -Scope and map pathways and processes -Multi agency workshops to agree improvements and referral process	September	SHP Alcohol Team	
9.	Introduce Alcohol Treatment Requirement orders for offenders	-Evaluate specified activity pilot. -Secure funding and commission service -Promote through courts and similar services -Implement	June	SHP Commissioner	
10	Pilot and evaluate intensive support for offenders with alcohol	-Develop service	March 2012	SHP CJIT	

## APPENDIX 2

	related issues within CJIT	specification -Commission service and appoint staff -Review caseload and identify cohort through crime data -Implement and review		Manager	
11	Secure alcohol arrest referral scheme and brief intervention delivery in police custody suites.	-Secure funding -Negotiate and commission service -Expand IBA training for criminal justice initiatives	June	SHP Commissioner	
<b>OUTCOME</b> Reduced violent crime					
<b>INDICATORS</b> Number of violent crimes recorded % of violent crime which is domestic related % of domestic related incidents which are alcohol related  % of repeat incidents of domestic violence considered by MARAC (NI 32)  Number of test purchase visits carried out in relation to under-age sales % test purchase visits where sale occurred to under-age young person					

# CABINET

21 March 2011



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

**Subject:** CHILDCARE SUFFICIENCY ASSESSMENT  
2010-11

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To advise Cabinet of the overall results of the Childcare Sufficiency Assessment 2010-11 including actions for further work.
- 1.2 To seek approval for publication of the Childcare Sufficiency Assessment 2010-11 as per regulations detailed in Section 11 of the Childcare Act 2006.

### 2. SUMMARY OF CONTENTS

- 2.1 The Childcare Act 2006 requires local authorities to undertake a number of duties one of which is to shape and support the development of childcare provision in their local area in order to make it flexible, sustainable and responsive to the needs of the community. The overall aim of the Childcare Act is that parents will be able to find childcare locally that meets their needs and enables them to make a real choice about training and work.
- 2.2 Local authorities are required under Clause 11 of the Act to formally assess childcare provision in their area. The results of the assessment form the basis of the Childcare Sufficiency Assessment (CSA).
- 2.3 Local authorities undertook their first full assessment in 2007-08. The second full assessment must be published by March 2011. The Act states that a full assessment is required every three years with interim assessments in between.
- 2.4 Hartlepool's CSA provides an overall picture of the supply of childcare in the town together with information from parents, children and young people and employers on their childcare needs.

**3. RELEVANCE TO CABINET**

- 3.1 The Childcare Sufficiency Assessment is a legal duty for Local Authorities under Section 11 of the Childcare Act 2006.

**4. TYPE OF DECISION**

- 4.1 Key – Decision Ref: CAS87/11. Test 2 Applies.

**5. DECISION MAKING ROUTE**

- 5.1 Cabinet on 21 March 2011.

**6. DECISION(S) REQUIRED**

- 6.1 To note the contents of the Childcare Sufficiency Assessment 2010-11 and actions for further work.
- 6.2 To approve the publication of the Childcare Sufficiency Assessment 2010-11 as per Section 11 of the Childcare Act 2006.

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

**Subject:** CHILDCARE SUFFICIENCY ASSESSMENT  
2010-11

---

## **1. PURPOSE OF REPORT**

- 1.1 To advise Cabinet of the results of the Childcare Sufficiency Assessment 2010-11 including actions for further work.
- 1.2 To seek approval for publication of the Childcare Sufficiency Assessment 2010-11 as per regulations detailed in Section 11 of the Childcare Act 2006.

## **2. BACKGROUND**

- 2.1 The Childcare Act 2006 requires local authorities to undertake a number of duties one of which is to shape and support the development of childcare provision in their local area in order to make it flexible, sustainable and responsive to the needs of the community. The overall aim of the Childcare Act is that parents will be able to find childcare locally that meets their needs and enables them to make a real choice about training and work.
- 2.2 Local authorities are required under Clause 11 of the Act to formally assess childcare provision in their area. The results of the assessment form the basis of the Childcare Sufficiency Assessment (CSA).
- 2.3 Local authorities undertook their first full assessment in 2007-08. The second full assessment must be published by March 2011. The Act states that a full assessment is required every three years with interim assessments in between.
- 2.4 Hartlepool's CSA provides an overall picture of the supply of childcare in the town together with information from parents, children and young people and employers on their childcare needs.
- 2.5 It is important to note that the Local Authority's duty is to ensure sufficient childcare for those parents and carers that work or are in training that may reasonably result in work.



### 3. METHODOLOGY

3.1 A quantitative and qualitative research methodology was used. This was based on the Childcare Sufficiency Assessment guidance together with learning from previous assessments conducted since 2007-08.

3.2 Questionnaires were circulated to four core groups:

- childcare providers
- employers
- children and young people
- parents/ parents to be.

In addition:

- three focus groups were held with parents in order to talk in depth about their childcare experiences and needs
- two interactive sessions were held with children aged under five years to understand their thoughts and experiences of childcare.

3.3 Questionnaires were distributed as follows:

- 1500 parents surveys during June 2010
- 500 children and young people surveys during June 2010
- 1500 employer surveys during July 2010.
- 150 childcare provider surveys during September 2010.

Survey data was collated on an ongoing basis through to December 2010.

- Approximately 20 parents took part in three focus groups with more than half of these parents caring for a child with a disability
- 12 children were involved in the under fives interactive sessions.

### 4. FINDINGS FROM CHILDCARE PROVIDERS

4.1 The CSA research process identified 144 registered and/ or approved care schemes in the town offering 2692 childcare places to children and young people aged 0-16 years. This can be broken down as follows:

- 64 childminders
- 13 daycare providers
- 7 holiday care schemes
- 6 integrated care schemes
- 27 before school schemes
- 26 after school schemes
- 1 sessional care scheme

4.2 Ofsted inspects childcare on a school site. Tribal (on behalf of Ofsted) inspects childcare in the private, voluntary and independent sector. In October 2010, 11 childcare providers were rated 'outstanding', 87 'good' and 34 'satisfactory'. There were no 'inadequate' providers.

- 4.3 Charges for childcare vary. The average cost of childcare in Hartlepool is £2.33 per hour but there are wide variations in costs depending on who provides the care and where the care operates. Before school provision ranges from 40p to £3.25 per hour, after school provision from £1.00 to £4.20 per hour, holidays from £1.80 to £4.30 per hour, daycare from £2.50 to £3.20 per hour and childminding from £3 to £5 per hour.
- 4.4 Providers opinions of the current childcare market varied however they all agreed that:
- providing a service that is sustainable whilst at the same time offering parents some form of flexibility is difficult;
  - encouraging parents to take up the childcare element of tax credits is difficult due to fears around miscalculations by Her Majesty's Revenue and Customs;
  - the current economic climate has seen a reduction in full time childcare and more ad hoc use combined with family and friends.

## **5. FINDINGS FROM EMPLOYERS**

- 5.1 109 employers responded to the survey. 36% of these offered contracts of less than 16 hours per week thus preventing staff from applying for essential tax credits that can top up their earnings.
- 5.2 25% of employers routinely expect their staff to work shifts, 20% to work nights, 46% to work weekends and 30% Bank Holidays. Given that the majority of childcare in the town operates 8.00 to 6.00pm this suggests that current provision is unable to meet some working parents needs and that alternative forms of care (including friends and family) would have to be used.
- 5.3 However, 95% of employers did not feel that childcare was a barrier to recruitment or retention of their staff.

## **6. FINDINGS FROM PARENTS**

- 6.1 300 parents/ parents to be responded to the consultation. An equitable number of responses were received from each ward of the town. Whilst not a statistically viable sample, these parents' views serve to illustrate thoughts and feelings of childcare in the town.
- 6.2 According to Tees Valley Unlimited, average household income in Hartlepool is estimated to be £486.40 per week. Yet more than half of the parents that responded to the survey earned less than this.

- 6.3 47% of parents had at least one adult in the family working however 29% were working only part time and 18% unable to work due to ill-health.
- 6.4 The majority of parents agreed that there was a good choice of childcare in Hartlepool, which it is accessible and that information on childcare choices was easy to find.
- 6.5 45% of parents want childcare in order to work, whilst 24% want care for the social and learning opportunities for their child.
- 6.6 In general, parents opinions can be summarised as follows:
- many parents are using a combination of formal and informal care to balance their childcare requirements;
  - the majority of parents are happy with their childcare choices;
  - parents know where to find childcare information but need more help in accessing the financial support they are entitled to.

## **7. CHANGES IN THE CHILDCARE MARKET 2007-11**

- 7.1 In 2007-08 there were 157 childcare providers offering 2538 places compared to 144 providers in 2010-11 offering 2692 places.
- 7.2 The number of childminders working in the town has been in decline since 2007 (97 childminders in 2007-08, 67 in 08-09 and 55 in 09-10) however 2010-11 has seen an increase to 64 and this is expected to continue.
- 7.3 A steady supply of holiday care providers and places meets parental demand however any decrease in providers or places would cause market management issues with a potentially inadequate supply.

## **8. ACTION PLAN 2010-11**

- 8.1 The results of the CSA have identified the following key actions for the forthcoming year.
- to conduct further market research amongst parents with a view to supporting the creation of further sessional care (playgroup) provision;
  - to closely monitor the holiday care sector ensuring availability of places matches parental demand;
  - to continue to market 'The Directory' (<http://hartlepool.fsd.org.uk>) so that parents are fully aware of places to go and things to do during school holidays;
  - to encourage new childminders particularly in wards such as Elwick and St Hilda;

- to support parents in accessing all the financial support that they are entitled to thus enabling them to afford their childcare choices.

## **9. FINANCIAL IMPLICATIONS**

- 9.1 To date the first 2007-08 Childcare Sufficiency Assessment, two interim assessments and second full 2010-11 assessment have been undertaken by the Childcare Market Officer. The option exists to extend this research further (in particular parental consultation) by commissioning an external researcher to do work on our behalf. Whilst this would improve the viability of the parent data it is not thought that external research will tell us any more than we already know. It is proposed therefore that further childcare sufficiency assessments and the undertaking of any actions will be funded through the Early Intervention Grant.

## **10. RISK IMPLICATIONS**

- 10.1 The Childcare Act 2006 places a duty on the local authority to undertake and publish a Childcare Sufficiency Assessment. The following assessment and plan ensures that this duty is being covered.

## **11. EQUALITY AND DIVERSITY ISSUES**

- 11.1 All childcare should be inclusive. The Childcare Sufficiency Assessment highlights the availability of childcare for all children and young people in the town.

## **12. SECTION 17: CRIME AND DISORDER ACT**

- 12.1 The overall aim of the Childcare Act 2006 is that parents will be able to find childcare locally that meets their needs and enables them to make a real choice about training and work. This enables families to support their children therefore contributing to better outcomes for families and children.

## **13. RECOMMENDATION**

- 13.1 Cabinet is recommended to:
- approve the Childcare Sufficiency Assessment and associated actions;
  - agree to the publication of the Childcare Sufficiency Assessment 2010-11.

**14. BACKGROUND PAPERS**

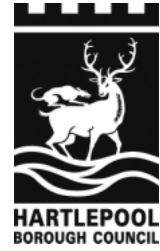
- 14.1 The Childcare Sufficiency Assessment 2010-2011 has been placed in the Members' Library. Additional copies can be accessed from Danielle Swainston.

**15. CONTACT OFFICER**

- 15.1 Danielle Swainston, Sure Start, Extended Services and Early Years Manager, 01429 523671

# CABINET

21 March 2011



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

**Subject:** GENERAL SURE START GRANT –  
EARLY YEARS CAPITAL

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To seek approval to allocate £5000 of Sure Start Early Years Capital Grant to Golden Flatts Primary School in order to contribute to the refurbishment of the former caretaker's bungalow into a building fit for family services.

### 2. SUMMARY OF CONTENTS

- 2.1 A number of reports have been presented to Children's Services Portfolio Holder in relation to Sure Start Capital Grant spend. There is £5,000 left of the grant to spend and due to grant conditions must be spent by the 31 March 2011. The grant conditions specify that it must be spent on either Sure Start Children's Centre services or free nursery entitlement providers.
- 2.2 The Sure Start Capital Grant therefore has £5,000 remaining which needs to be spent by 31 March 2011 due to the current grant conditions.
- 2.3 The following report sets out the proposed allocation of the remaining £5,000 Early Years Capital Grant.

### 3. RELEVANCE TO CABINET

- 3.1 The Portfolio Holder has responsibility for Children's Services issues and this proposal was presented to the Portfolio Holder for Children's Services on 22 February 2011. The Portfolio Holder felt that this was

a conflict of interest due to her involvement with the school and referred to Cabinet for a decision.

**4. TYPE OF DECISION**

4.1 Non-key decision.

**5. DECISION MAKING ROUTE**

5.1 Cabinet on 21 March 2011

**6. DECISION(S) REQUIRED**

6.1 To seek approval to allocate £5000 of Early Years Capital to Golden Flatts Primary School in order to contribute to the refurbishment of the former caretaker's bungalow into a building fit for family services.

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

**Subject:** GENERAL SURE START GRANT CAPITAL –  
EARLY YEARS CAPITAL

---

**1. PURPOSE OF REPORT**

- 1.1 To seek approval to allocate £5000 of Sure Start early years capital grant to Golden Flatts Primary School in order to contribute to the refurbishment of the former caretaker's bungalow into a building fit for family services.

**2. BACKGROUND**

- 2.1 A number of reports have been presented to Children's Services Portfolio Holder in relation to Sure Start Capital Grant spend. There is £5,000 left of the grant to spend and due to grant conditions must be spent by 31 March 2011. The grant conditions specify that it must be spent on Sure Start Children's Centre services or free nursery entitlement providers.
- 2.2 The Link Sure Start building based on Lealholme Road is a linked site to the main Rossmere Children's Centre. Over the last few years it has proved difficult to engage with families in the area and after discussions with families and the headteacher at Golden Flatts Primary School it was felt that a partnership approach with the school would be the best way to work with families in the area. Children's Centre staff have already begun to work with families at Golden Flatts School.
- 2.3 Golden Flatts Primary School has decided to refurbish the caretaker's house and offer family and parenting support to families in the area. This offers an opportunity for children's centre services to be delivered at the school site. It is hoped that this will improve the take up of services by families in the area.
- 2.4 The caretaker's house will not become a named Children's Centre as the main Children's Centre site is on Rossmere Way. It will offer a venue for the delivery of Children's Centre services.



**3. ALLOCATION OF FUNDING**

- 3.1 It is proposed that the £5000 is offered to Golden Flatts Primary School to contribute to the refurbishment of the former caretaker's bungalow into a building fit for family services.

**4. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 4.1 All capital works must be undertaken in line with the Disability Discrimination Act to ensure that all early years providers are fully accessible with special needs and disabilities.

**5. SECTION 17**

- 5.1 The development of early years services supports early intervention to those families who are disadvantaged and in need in order to support successful outcomes for their children.

**6. RECOMMENDATIONS**

- 6.1 To seek approval to allocate £5000 of Sure Start Early Years Capital Grant to Golden Flatts Primary School in order to contribute to the refurbishment of the former caretaker's bungalow into a building fit for family services.

**7. REASONS FOR RECOMMENDATIONS**

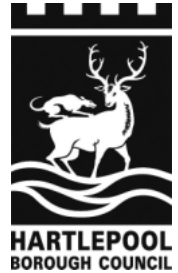
- 7.1 To ensure Early Years Capital is spent in line with Department for Education requirements by the end of March 2011.

**8. CONTACT OFFICER**

- 8.1 Danielle Swainston (Sure Start, Extended Services and Early Years Manager) 01429 523671

## **CABINET REPORT**

21<sup>st</sup> March 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** ADULT DRUG TREATMENT PLAN 2011/12

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### **SUMMARY**

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

The report provides information and detail on the Adult Drug Treatment Plan 2011/12, and seeks the support of Cabinet to the activity illustrated in the Plan which is the performance management framework between the local drug treatment system and the National Treatment Agency.

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

The report outlines the findings of the needs assessment which informs the Plan, identifies the key objectives of the new national Drug Strategy and details the priorities and activity for 2011/12 to deliver an effective drug treatment and support service to the town.

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

The Adult Drug Treatment Plan 2011/12 is a community safety and health issue.

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

Non Key

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

Cabinet 21<sup>st</sup> March 2011

#### **6. DECISION(S) REQUIRED**

To endorse the activity and performance management framework of the Hartlepool Adult Drug Treatment Plan 2011/12

**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** ADULT DRUG TREATMENT PLAN 2011/12

---

**1. PURPOSE OF REPORT**

- 1.1 The report provides information and detail on the Adult Drug treatment Plan 2011/12, and seeks the support of Cabinet to the activity illustrated in the Plan which is the performance management framework between the local drug treatment system in Hartlepool and the National Treatment Agency.

**2. BACKGROUND**

- 2.1 The Safer Hartlepool Partnership (SHP) is responsible for the implementation of the national drug strategy, with the aim of preventing individuals from misusing illicit substances, assisting those harmed by drug misuse i.e. families, children and the wider community, whilst providing a comprehensive treatment system for those individuals that are taking the drugs.
- 2.2 To deliver the strategy there is need to ensure a range of facilities and services that include working with Police and Probation offering programmes to deal with offenders who use drugs; in partnership with NHS Hartlepool providing a comprehensive treatment system; joint work with Hartlepool Children's services activity to develop family support and protect children affected by parental substance misuse and with community safety colleagues, tackle issues from the community linked with drug related anti-social behaviour.
- 2.3 The Government provide an annual funding allocation from the Department of Health, Home Office and for 2011/12 now include a contribution from the Department of Work and pensions with a requirement to produce an annual Adult Treatment Plan that confirms local activity and targets around specific initiatives and key indicators. Over the next 12 months there are changes proposed, for example the formation of Public Health England but for 2011/12 the National Treatment Agency (NTA) and Home Office will continue to monitor, require reports on the different aspects of the Plan and work with SHP through the transitions.

### 3. NEEDS ASSESSMENT

- 3.1 There is a detailed process from the NTA in regard to the development of the Plan. This includes conducting a needs assessment, data analysis, system mapping service delivery, reviewing performance, and consultation with service users and staff. There is also a regional panel meeting between the NTA and SHP to discuss the conclusions of the process and proposed action before the production of the Plan which is then the performance management framework between Hartlepool and the NTA.
- 3.2 The needs assessment exercise undertaken in Autumn 2010 confirmed that in general there has been little change to the local drug profile. Heroin continues to be the primary drug of choice however there is an increase in poly drug use, i.e. the mixing of substances. In the main this is mixing alcohol, powder cocaine, heroin and other stimulants. Unlike our neighbouring areas Hartlepool has not suffered from increased use of crack cocaine though it is available in the town.
- 3.3 National estimates from Glasgow University suggest there are 1120 problematic drug users (PDU's) living in Hartlepool, that definition means heroin and/or crack cocaine users. Everyone that enters treatment is registered on the national drug treatment monitoring system (NDTMS) and using the last full years data (2009/10) 76% had accessed treatment.
- 3.4 Within the criminal justice schemes there is a decline in supply offences but an increase in drug possession offences. Class A drugs account for 16% of the drug offences and the majority of Class B drug offences relate to the production or cultivation of cannabis (86%) in the town.
- 3.5 In the police custody suites there have been 1938 mandatory drug tests 38% of which tested positive, the majority for opiates (heroin). The greatest trigger offence resulting in the drug test is for theft (59%), with class A drug offences numbering 13%.
- 3.6 Drug using offenders are supported by the Criminal Justice Intervention Team who have worked with 36 prolific and priority offenders and 31 high crime causers. Work within prisons and linking access to services for prisoners on release has been greatly improved since the secondment of a prison officer into the team.
- 3.7 Quarterly reports from the NTA confirm that in general Hartlepool is achieving all targets and key indicators. Access to services are less than the three week national target, individuals are maintained in effective treatment, health and harm minimisation targets such as testing and vaccination for Hepatitis B are also positive. The greatest challenge has to be increasing the number of individuals leaving treatment with a planned positive outcome.

#### 4. DRUG STRATEGY

- 4.1 The previous national drug strategy Drugs: Protecting Families and Communities has been replaced by 'Reducing Demand, Restricting Supply, Building Recovery' which was launched by the Coalition Government in December 2010.
- 4.2 The strategy has two overarching aims to:
- Reduce illicit and other harmful drug use; and  
Increase the numbers recovering from their dependence
- 4.3 As the title suggests activity needs to be structured around the three themes by creating an environment where the majority of people resist pressure to take drugs; enforcement work that makes it unattractive for drug traffickers and putting recovery at the heart of treatment.
- 4.4 Hartlepool had already adopted a recovery approach to treatment in 2009/10 and is well placed to respond to the new strategy. No longer are there targets to encourage numbers into treatment and the long-term provision of a prescription for a substitute medication. Instead Hartlepool treatment system can provide more abstinence and reduction regimes; opportunities for individuals to recover; move through specialist treatment and be reintegrated into community services.
- 4.5 The national strategy also focuses on increased work with families and the need to address a wider range of substances including prescribed and over the counter medications. There are references to supporting severe dependant drinkers and the move in the future to funding allocations being changed to 'payment by result' with pilots being undertaken in 2011/12

#### 5. ADULT DRUG TREATMENT PLAN

- 5.1 The Plan is attached at **Appendix 1** and has a slightly different format from previous years. The NTA will close at the end of 2011/12 with their remit being transferred into Public Health England as that evolves, and local areas are not required to use the previous pro-forma.
- 5.2 The planning grids however do remain and illustrate the range of activities required to improve the recovery system in Hartlepool. There will be need to manage the structural changes that are being undertaken over the next 12 -18 months that may impact on finance and commissioning.

- 5.3 Drug services will need to expand their recovery programmes making full use of peer mentoring, advocates and service user developments. This is a significant change from the previous drug strategy focus and needs increased workforce development and promotion.
- 5.4 The most significant need will be to work with colleagues in children's services and the voluntary sector to develop responses that support families and safeguard children and young people affected by parental substance misuse.

## **6. RECOMMENDATIONS**

- 6.1 To endorse the activity and performance management framework of the Hartlepool Adult Drug Treatment Plan 2011/12.

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 The Adult Drug Treatment Plan 2011/12 is a multi agency partnership commitment to ensure effective drug treatment services are available in Hartlepool and delivered in line with the governments drug strategy.

## **8. BACKGROUND PAPERS**

National Drug Strategy – December 2010  
NTA Guidance for needs assessment and annual treatment plan  
Audit and performance detail (NDTMS and local POPPIE system)  
SHP Strategic Assessment  
SHP Substance Misuse group minutes

## **9. CONTACT OFFICER**

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Drug and Alcohol Manager  
Level 4  
Civic Centre  
Hartlepool  
Tel: 01429 284593  
E-mail: [chris.hart@hartlepool.gov.uk](mailto:chris.hart@hartlepool.gov.uk)



# Safer Hartlepool Partnership Adult Drug Treatment Plan 2011/12

## 1. Strategic Summary

### *1.0 Background*

To ensure a comprehensive and robust drug treatment services for adults in Hartlepool, the Drug and Alcohol Action Team (HDAAT) within Safer Hartlepool Partnership (SHP), analyse activity throughout the year and undertake an annual needs assessment. This ongoing process of evaluation is a requirement of the National Treatment Agency (NTA) and informs the following years' action planning and commissioning cycle.

The Adult Treatment Plan produced forms part of the performance management framework with the north east regional office of the NTA against the drug funding allocation provided through the Department of Health, Home Office and as of 2011/12 the Department of Work and Pensions. In future funding will be available through 'payment by results'. The Plan is monitored by the SHP Substance Misuse Commissioning Group and reported through Safer Hartlepool Partnership structures. There are likely to be improved links with the local Health and Wellbeing Board when Public Health England is established.

### *1.1 Needs Assessment*

The Plan builds on a separate assessment document which details substance misuse related need in the town, highlights gaps and identifies development initiatives to meet those gaps to ensure current services are flexible enough to evolve in line with need. In addition it enables the Safer Hartlepool Partnership Drug and Alcohol Action Team (DAAT) to illustrate strategic objectives and to share best practice. The Needs Assessment has been informed by data from the 2009/2010 National Drug Treatment Monitoring System (NDTMS) returns which have been supplemented with year to date treatment data from 2010/11, crime statistics, questionnaires and multi agency workshops. The drug assessment and resulting Plan also takes reference and has links to other strategies and plans e.g. SHP Strategic Assessment, Hartlepool Alcohol Strategy, Domestic Violence Strategy, Young People Substance Misuse Plan, and Hidden Harm.

This process and the planning grids are particularly useful this year with the number of changes taking place over the next 12 – 24 months. The demise of the Primary Care Trusts and National Treatment Agency, the establishment of Public Health England, the formation of GP consortia and appointment of Police and Crime Commissioners will obviously have an impact on the future shape and delivery of drug and alcohol treatment systems. Locally the Plan offers a record of commitment to drug priorities and is also useful as an operational document that recognises activity and partnership working across the drug treatment system

### *1.2 Recovery and Reintegration*

Last year's Plan (2010/11) moved away from an emphasis on maintenance and focused on introducing a recovery and reintegration model. Rather than restricting treatment to substitute medication for opiates there has been an increase in abstinence and reduction regimes, increased psychosocial initiatives and structured activity programmes. This approach has been confirmed in the Government's new Drug Strategy launched in December 2010, which emphasises the need for both drug and alcohol services to adopt the recovery approach. In addition the drug strategy begins to acknowledge alcohol issues and in future there



will be need to develop an integrated substance misuse treatment response i.e. services for drug, alcohol, prescribed and over the counter medications, Families and children affected by substance misuse.

## 2. Key findings from needs assessment

### 2.0 Drug Profile

Glasgow University estimate that there are approximately 1120 heroin and crack users in Hartlepool. Use of the NTA Bulls-eye method and 2009/10 national drug treatment monitoring system (ndtms) data shows that most of that estimated number 76% were either in treatment, or had been in treatment during 2009/10. An additional 182 individuals had been in treatment the year earlier or were voluntarily working with the Drug Intervention Programme indicating a penetration rate of 84%. Hartlepool drug mis-users continue to choose heroin as their primary drug of choice there is little use of crack cocaine (less than 2% of those accessing treatment) though there is greater use of powder cocaine particularly within the night time economy.

### 2.1 Performance

During financial year 2010/11 the NTA agreed a target of 830 adults to access effective treatment and the target agreed for PDU's (those using heroin and or crack cocaine) was 749 with an expectation of a 1% increase year on year. The target for all adults will be exceeded but the target for PDU's into treatment may fall a little short as similar to our neighbouring areas the numbers of opiate users appear to be reaching a plateau. As in previous years the majority of those in treatment are male, white British and in their early twenties.

It is possible to track and chart the movement of individuals across the treatment services and analysis reveals that self referral continues to be the highest aspect of access (59%), which suggests that services have effective communication strategies in place to promote their services. Whilst there has been a minimal increase in level of referrals coming from GP routes more work needs to take place. In treatment there is positive care coordination and integrated delivery of support interventions however the level of planned/successful discharges though improving remains too low. For non PDU service users 45.2% will exit successfully but only 4.9% of PDU's are likely to have a positive outcome. This indicator illustrates the need for recovery approaches, targeted interventions particularly for those in the criminal justice system, shared care to allow people to move from the specialist service back into primary health care services, increased psychosocial work and community reintegration.

The NDTMS 2010/11 Quarter 3 report shows that 99% of first contacts with services were seen within 3 weeks. Most treatment types, including Specialist Prescribing and Structured Activity interventions have an average wait time of less than one week.

The health indicator targets are generally favourable but there are low levels of numbers receiving Hepatitis C testing. The Criminal Justice Integrated Team performance in regard to receipt of prisoners referred from prison is in the top quartile, and a recent secondment of a prison officer into the CJIT has improved the pathways and practical links between prison and community based treatment and support.

The focus on the recovery agenda will include the repositioning of Tier 4 services in the care pathway. In order to address these issues a new process was introduced in April 2010. Improved assessment and the provision of a 'pre-entry programme' resulted in a 100% increase in activity. 7 Individuals had entered detoxification and residential rehabilitation facilities by December 2010 and another 8 are attending the second course ready to consider placements mid-Spring

## ***2.2 Cross Cutting Themes***

In addition to the data mentioned, the needs assessment takes into consideration data from some of the cross cutting themes identified by the NTA and the local treatment system.

### ***2.2.1 Criminal Justice***

Recorded crime levels have fallen by 5% compared to the previous 12 months. There were 550 drug offences recorded (Oct 2009-September 2010) with 16% relating to Class A drugs. 86% of the Class B drug offences relate to the production or cultivation of cannabis. Possession charges have increased steeply whilst supply charges are on a decline. Drug Dealing and drug use is a significant concern for communities particularly those in the centre of the town. In the NDC area 36% of residents cited it as a serious problem, in Dyke House/Stranton and Grange wards 22% of residents were seriously concerned. These areas also correspond to hotspots for supply offences, drug litter finds and the residential locations of those in treatment. They also correlate with poor quality private accommodation which is often the only provision available for the more chaotic drug users.

Following specific trigger arrests the Arrest Referral scheme in the police custody suite undertook 1938 mandatory drug tests last year of which 38% were positive, 80% of those positive tests indicated heroin use, 14% cocaine. The majority of offences were theft (59%) with 13% related to drug offences. In regard to those individuals arrested for drug supply offences 76% tested positive affirming that they were also users.

The Criminal Justice Integrated Team deal with Prolific and Priority Offenders (PPO) and those offenders causing the highest crime (HCC). The cohort during the needs assessment period consisted of 36 male PPO's and 31 HCC's of which 7 were female. Their drug using profile is similar to others in treatment mainly heroin but with increased use of cocaine and poly drug use. During 2010 the Police introduced Operation Respect targeting offenders and PCSOs have been contacting drug using offenders to facilitate entry into treatment.

### ***2.2.2 Service User Involvement***

The services continue to support the ongoing development of service users. There are several courses and opportunities and to date service users in treatment have undertaken several community environment projects and are currently volunteering with the refurbishment of a church led substance misuse/homeless initiative. In addition a group are being supported to provide their own Tier 2 open access and diversionary programme to compliment formal treatment, are

constituted and working with HVDA. These initiatives will continue to be a priority in the next year with the need to arrange structures for integrated models of service user involvement that include volunteering, peer mentoring, advocacy and development of social enterprise.

### *2.2.3 Harm Reduction*

The Tees arrangement for harm reduction and drug related deaths enquiries has undergone change so a local group and process has been established. Over the past year there have been in excess of 150 overdose incidents reported through A&E but less than 15% have been related to illicit drugs. Unfortunately there have been 8 Hartlepool deaths through drug overdose most associated with poly drug use and alcohol. Indications are that the lack of heroin and the increase in drugs sourced from the internet include contaminated and unknown substances being ingested by individuals. There continues to be some challenges around harm reduction interventions such as access to Pharmacy based syringe programmes but the PCT/NHS Hartlepool is to progress the service following a national pharmaceutical service review.

### *2.2.4 Families and Carer*

There is an acknowledgement for the continued need to develop services for families and carers of those with substance misuse problems, and actively involve them in service delivery. Data received from providers demonstrates a considerable need for family therapy work, particularly with vulnerable groups such as families of prisoners. The treatment system have developed an alternative venue for delivery of services to women that includes parenting and children's play provided by Sure Start staff. There are at least 150 children identified through parents engaged in drug treatment and further work is in place to develop effective use of CAF, risk thresholds and practice clinics for professionals to discuss complex cases and multi agency care planning. With the move of the Hartlepool DAAT to Child and Adult Department under Public Health and the revitalisation of the Hartlepool Hidden Harm Forum there are positive opportunities to developing a family and carer model to address the issue.

### *2.2.5. Housing and Homelessness*

Appropriate and suitable housing continues to be a barrier to the re-integration of drug users back into their communities. There is still need for stronger strategic and operational partnerships to improve pathway services. Local assessment of met and unmet housing need for substance misusers is not clearly defined and often disguised by the extended family links and sofa surfing. There has been some positive work undertaken with specialist teams and social housing providers. The NTA capital grant has allowed an increase of 12 specific substance misuse units for supported housing but evidence exists that housing support can be intolerant of substance misusing individuals.

### *2.2.6 Skill and Employment*

There continues to be a need to develop closer working relationships between Substance Misuse treatment services and mainstream employment services as part of a recovery/reintegration model. Recent government announcements with regard to Job Centre Plus (JCP) will build on the existing good joint case work, referrals and shared training that is already in place. There have been 78 individuals attending drug education, training and employment initiatives and there are now increasing referrals into HBC Economic Development schemes and JCP. There is a national formal protocol from April 1<sup>st</sup> 2011 between JCP

and treatment services and the legislation and developments to incentivise work will establish robust mechanisms for drug users into employment however the low level of skills and the competition within the working age population will make it very difficult to achieve high numbers of successful outcomes.

### 3. Government Drug Strategy

The Coalition Government launched a new Drug Strategy in December 2010. There are three strands Reducing demand; Restricting supply and Building recovery in communities. Hartlepool having adopted the recovery approach in April 2010 is well placed to deliver the requirements of the new national strategy. However 2011/12 is a year with considerable structural and organisational change and there are still numerous papers and guidance to be released and implemented within the drug and alcohol system. In addition there are financial constraints and into 2012/13 there is likely to be change to resources allocated and available for drugs and alcohol. The establishment of Public Health England, GP Consortia and the Police and Crime Commissioner with associated transfer of funding and responsibilities will impact on the drug service developments and will require engagement and effective communication to prepare for any impact and change.

The requirements of the Drug Strategy include:-

- Provision of good quality education and advice to young people and parents
- Intergenerational work supporting vulnerable families
- Enforce effective criminal justice sanctions to deter drug use
- Comprehensive recovery and reintegration support to increase skills, mental and physical health
- Initiatives to support development of family and significant relationships and networks
- Education, training and employment opportunities with links to Job Centre Plus
- Increase accommodation options that ensure safe place

### 4. Key Priorities for 2011/12

On the basis of performance, needs assessment and the requirements of the new Drug Strategy Hartlepool Adult Drug Treatment Plan priorities are as follows:

- Ensure effective enforcement measures
- Improve treatment performance re successful outcomes
- Treatment recovery and reintegration approach needs to be continued and strengthened
- Alcohol services capacity needs increasing and a comprehensive range of treatment is required and where possible integrated with drug treatment systems
- Criminal justice and offender programmes and initiatives need to continue and the links with Prison strengthened
- Internal communication, training, and systems/processes to be further integrated and improved
- Job Centre Plus relationship to be strengthened to offer quality education, training and employment opportunities for substance misusers

- Increase and target family work including Hidden Harm initiatives. The move to Child and Adult department offers opportunity for greater integration and partnership working.
- Increase and improve accommodation options.
- Recommission treatment services, particularly with the PCT in regard to the specialist prescribing service



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## Action Planning Framework 2011/12

## Planning Section 1: Commissioning for positive outcomes

### Identification of key priorities following needs assessment relating to commissioning system:

- Changes across a number of structures need managing in regard to planning, resources and commissioning – Public Health England, Public Health moving to Local Authority, GP Consortia, Police and Crime Commissioner, Safer Hartlepool Partnership, DAAT moving across to Child and Adult Services.
- Work with PCT to integrate commissioning process and ensure complies with protocols and best practice. Improve SLA's and contracts as necessary
- Strengthen Substance Misuse Group membership and ensure positive links with relevant networks GP consortia, Health and Wellbeing Board, Safer Hartlepool Partnership
- Move to pooled budgets and increased resources particularly for alcohol
- Extend service user involvement in planning and commissioning
- Increase data and information sharing
- Ensure comprehensive workforce development programme maximising available resources

### Expected outcomes 2011-12:

- Interim structures for decision-making
- Improved contracting and management

### Expected outcomes 2012-13 and 2013-14:

- New structures that ensure effective and integrated planning and commissioning to ensure that practice is aligned to national standards and requirements.

**Delivery Plan:**

Key milestones	By when	By whom
1. Drive forward continuous improvement in drug treatment through performance and contract management frameworks	June 2011	Drug and Alcohol Manager
2. Support the ongoing development of the drug treatment workforce to further improve the effectiveness of the drug treatment system	Annual Timetable produced May 2011	Planning and Commissioning staff
3. Review and develop a system wide and partnership led clinical governance structure following the structural and organisational changes	December 2011	Drug and Alcohol Manager
4. Deliver effective commissioning frameworks in line with best practice. Integrate PCT, GP Consortia and HBC commissioning processes	March 2012	NHS Commissioning and Drug and Alcohol Manager
5. Improve the relationship between prison Integrated Drug Treatment System and community treatment	September 2011	CJIT Operational Manager
6. Ensure SLA's are accurate and contain stringent targets on performance( including positive outcomes) and have or are working towards best practice standards	May 2011	Commissioning Team
7. Ensure high and consistent levels of data quality across the treatment system with a particular focus on data which is submitted to the NTA and the Home Office	Ongoing/ Quarterly	Treatment Centre Manager
8. Embed user involvement and participation mechanisms into commissioning and service delivery as relevant to strategic and treatment system wide need.	June 2011	Commissioning Team

**Other Comments/Updates:**

Evolving structures need to be responsive

White papers shaping the changes

Changes in structures require refresh and consolidate new arrangements



## Planning Section 2: Maintaining and improving access to treatment

### Identification of key priorities following needs assessment relating to access to the drug treatment system:

- Improve integrated substance misuse assessment, screening and care coordination.
- Improve prison links for CJIT building on work of IDTS and prison secondees
- Improve data and information sharing (adopt regional protocol)
- Develop Women's, BME and family services.
- Increase alcohol services capacity and range of treatments including those for prescribed medication (Benzos specifically), stimulants and other substances introduced (legal highs)
- Promote recovery and reintegration services including Tier 4.
- Develop further aftercare, relapse prevention, use of mutual and self help facilities.
- Ensure strong relationship with Job Centre Plus, Housing and Voluntary sector
- Focused work with social care to raise awareness, share assessment tools, increase skills and training opportunities and joint work to identify and support vulnerable families

### Expected outcomes 2011-12:

- Improved response for offenders particularly those leaving prison.
- Improved care coordination across services.
- Increase in alcohol services and support.

### Expected outcomes 2012-13 and 2013-14:

- Integrated substance misuse services and processes

**Delivery Plan:**

<b>Actions and milestones</b>	<b>By when</b>	<b>By whom</b>
1. Improve access to the treatment system through provision of attractive and flexible access and engagement provision with clear access points and eligibility criteria.(Tier 1 & 2 services)	September 2011	Commissioning Team
2. Delivery of high quality brief interventions at point of access and engagement in line with clinical guidelines focused on the provision of advice and information, harm reduction, motivation to change and addressing immediate presenting need.	June 2011	Service Providers
3. Extended opening times in order to be responsive to client need with some out of hours provision in order to respond in times of crisis.	March 2012	Drug and Alcohol Manager
4. Provide training to 'generic / Tier 1' (i.e. non-drug treatment) and front line services to identify, engage and refer drug users into the treatment system.	June 2011	Planning and Commissioning leads
5. Improve and illustrate pathways into structured treatment from the point of access and community	June 2011	Treatment Centre Manager
6. Increase access for inpatient and residential interventions and negotiate formal funding relationships.	September 2011	Tier 4 Lead
7. Improved transitions from young peoples to adult's treatment for those clients over 18 who have ongoing treatment needs.	August 2011	Drug and Alcohol Manager and Parenting Commissioner
8. Improved and coordinated promotion of the drug treatment system including targeted promotion at specific client groups.	Programme from May 2011	Commissioning Team
9. Develop effective joint working and referral pathways for those drug users seeking or receiving benefits with Job Centre Plus.	April 2011	Treatment Centre Manager
10 .Increase accredited Peer mentoring and develop framework for volunteering and mentoring support	August 2011	Tier 4 lead
11. Increase low threshold outreach provision within Recovery Centres	June 2011	Commissioning Team and providers
12. Explore and consolidate access points with generic services to maximise referrals of users who are currently underrepresented in the treatment system. Include competencies in generic services to offer advice and harm minimisation.	September 2011	Training lead

13. Ensure continuing care for those still using and not accessing treatment. Support and encourage mutual aid groups (AA/NA) and relapse prevention programmes.	June 2011	Planning and Commissioning Officer
14. Increase workforce competence and confidence in addressing the hidden harm agenda. Ensure clear pathways are in place between Children's services and Adult services to improve joint working and information sharing	September 2011	Drug and Alcohol Manager
15. Ensure that advice, information and support is available to families and significant others throughout the treatment system, recognising that children and carers have distinct needs from service user.	September 2011	Treatment Centre Manager
16. Ensure clear pathways are in place between Children's services and Adult services to improve joint working and information sharing	December 2011	Drug and Alcohol Manager

**Other Comments/Updates:**

Service User group and advocates undertaking development programme and need to consider structure for service involvement

## Planning Section 3: Delivering recovery and progress within treatment

### Identification of key priorities following needs assessment relating to recovery and effectiveness of the drug treatment system:

- Strengthen and embed recovery and reintegration approach and services
- Increase training and development for staff, partner agencies, families and service users
- Address Hidden Harm/ Safeguarding developments– (*Forum re-established, scoping and review of assessments, CAF, common tools*)
- Integrate processes and assessments
- Improve use of TOP's in alcohol treatment and within care planning
- Increase aftercare and relapse provision particularly in partnership with third and voluntary sector.
- Confirm clinical governance leads and structures in midst of change.
- Develop and write strategic plan for increased ETE (links to JCPplus)
- Develop and write joint strategy and action plan for access to housing
- Lack of treatment options for non-opiate users:

### Expected outcomes 2011-12:

- Simpler assessment and referral processes
- Joint care coordination with social care re Hidden Harm
- Increased use of CAF resulting in reduction of risk
- Greater uptake of recovery and reintegration approach/services leading to successful completions.
- Peer Mentors and recovery champions/'clean' role models/community
- Individuals with secure accommodation and able to compete in employment market enabling them to move away from drugs.
- Wider ETE opportunities including placements and volunteering.

**Expected outcomes 2012-13 and 2013-14:**

- Community acceptance of reintegration of substance misusers
- Partnership work with third sector/voluntary sector including increased local service provision
- Increased community based Tier 4 and housing services

**Delivery Plan:**

<b>Actions and milestones</b>	<b>By when</b>	<b>By whom</b>
1. Improved integration of the treatment system and the provision of a care coordination/ recovery coach function to act as an anchor for clients as they move through their treatment journey.	June 2011	Drug and Alcohol Manager
2. Increase the range of treatment options for non-opiate users.	June 2011	Commissioning Team
3. Provision of and access to a range of leisure, personal development and diversionary activities that will enhance retention in treatment and maximise positive outcomes of treatment including supporting social integration/re-integration.	September 2011	Treatment Centre Manager
4. Utilising mentoring provision to provide additional support to clients as they move through their treatment journey, particularly through times of crisis, change and transition.	December 2011	Drug and Alcohol Manager
5. Treatment system to offer clients full choice of treatment goal and treatment approach, with an increased focus on recovery and the progression towards a drug free lifestyle. Workforce Development issue	April 2011	Drug and Alcohol Manager
6. Ensuring the treatment system is appropriately configured and skilled to deliver effective treatment to our diverse client group with a particular focus on currently underserved groups	September 2011	Training lead officer
7. Maximise on the strengths of current structured treatment interventions for complex cases and negotiate improved access criteria for Dual Diagnosis) and mental health services	September 2011	Drug and Alcohol Manager and Tier 4 lead
8. Re evaluate process for Tier 4 provision to meet real levels of need and demand and ensure vfm commissioning	September 2011	Tier 4 lead
9. To continue to monitor and performance manage effectiveness performance across the treatment system (including through the use of TOP) to ensure accuracy of information and achievement of partnership effectiveness targets.	Ongoing	Data Managers

10. Review with NHS Hartlepool specialist prescribing contract and increase shared care	September	NHS Contracting
11. Support work to look at carer involvement in service user's drug treatment.	December 2011	Treatment Centre Manager
12. Ensure availability of advocacy provision for service users across the treatment system	December 2011	Commissioning Team

#### Other Comments/Updates

### Planning Section 4: Achieving outcomes and successful completions

#### Identification of key priorities following needs assessment relating to outcomes, discharge and exit from the drug treatment system:

- Improve outcome setting and performance management of commissioned services with clear challenging targets and robust monitoring.
- Continue DNA, assertive outreach and engagement at all points in system.
- Increase peer mentoring and service user development programmes and opportunities
- Maximise use of mutual and self help groups
- Relapse prevention and aftercare with rapid return to treatment availability.
- Support NHS Hartlepool in provision of Shared care
- Re-establish local Drug Related Death process and learn lessons quickly.

#### Expected outcomes 2011-12:

- Improvement in numbers exiting treatment drug free, or managing with improved housing, skills and support networks
- Understanding and service user promoting benefits of recovery and reintegration

#### Expected outcomes 2012-13 and 2013-14:

- Increased numbers of positive role models and a clean community
- Service user advocates – Federation or network well supported and active
- Increased resources secured through third sector partnerships

**Delivery Plan:**

<b>Actions and milestones</b>	<b>By when</b>	<b>By whom</b>
1. Introduce structured continuing care provision for those ready to move forward in their treatment journey and those who are drug free.	December 2011	Drug and Alcohol Manager
2. Commission long term support and relapse prevention packages that work to maintain the positive changes with rapid and supported access back into treatment if a client is at risk of or has relapsed.	September 2011	Tier 4 lead
3. Improve access to appropriate housing provision for a range of different client needs, throughout the treatment journey and as people leave structured treatment.	March 2012	Commissioning Team and CJIT Operational Manager
4. Maximise employment opportunities for the client group through training, education and support to access work, including maximising a range of employment opportunities from within the treatment system.	March 2012	Drug and Alcohol Manager/JCP
5. Promote and increase opportunities for social integration/reintegration as a central focus around recovery	September 2011	All services
6. Increase relapse prevention services and pathways	September 2011	Commissioning Team
7. Increase access to appropriate housing and supported accommodation through use of existing services and as appropriate secure additional funding for floating support packages and services.	March 2012	Drug and Alcohol Manager
8. Ensure a broader spectrum of education, employment and training opportunities including volunteering and social enterprise.	March 2012	Commissioning Team

**Other Comments/Updates**

END

# CABINET REPORT

21 March 2011



**Report of:** Assistant Chief Executive

**Subject:** LOCALISM BILL

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To brief Cabinet on the content of the Localism Bill and its potential impact on Hartlepool Borough Council.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides a breakdown of the following parts, chapters and schedules of the Localism Bill and summarises its potential impact on Hartlepool Borough Council:-

Part 1: General Powers of Local Authorities:

- The General Power of Authorities
- Governance
- Rules on Predetermination
- Abolition of the Standards Board
- Pay Accountability.

Parts 2 and 3: EU Fines and Non Domestic Rates:

- Payment of EU fines
- Amendment of regulations concerning Non Domestic Rates

Part 4: Community Empowerment:

- Referendums
- Council Tax Referendum
- Community Right to Challenge
- Assets of Community Value / Community Right to Bid



### Part 5: Planning

- Regional Spatial Strategies
- Infrastructure Planning Commission and power Secretary of State takes the final decision on major infrastructure proposals of national importance
- Community Infrastructure Levy
- Neighbourhood Plans
- Neighbourhood Development Orders

### Part 6: Housing

- Abolish the Home Improvement Pack
- Housing Revenue Account system
- Tenure arrangements for social housing tenants
- Meeting needs of homeless people
- Allocation of social housing and ability to move
- Responsibilities of the Tenant Services Authority and the Homes and Communities Agency
- Complaint process for social tenants

2.2 With much of the detail of the Localism Bill will be provided through regulations, order making powers, statutory guidance and requirements on local authorities there is uncertainty about its real impact on the Council. It is, however, clear from the detail of the Bill as it stands that its implementation would potentially require a wide reaching review of the Councils strategies / policies, governance / democratic structures and overall operational practices.

2.3 These changes will include:-

- i) A review of the Councils Constitution if necessary to reflect changes to democratic processes (i.e. the abolition of the Standards Board) -;
- ii) A review of the Councils buildings and land holdings as part of the formulation of a list of 'assets of community value' - (Sections 3.19.9 and 3.22 in the main report);
- iii) A review of the way in which the Council interacts/operates with the community and voluntary sector in the provision of services (i.e. to accommodate the 'community right to bid and challenge') - (Sections 3.19.6 and 3.21 in the main report);
- iv) At an appropriate time establish Council policy in relation to a number of proposals in the Bill such as housing allocations, and Neighbourhood Areas

**3. RELEVANCE TO CABINET**

- 3.1 The Government has indicated that the content of the Bill will be the way forward for the provision of services. Consideration of the content of the Bill, and the potential impact of the requirements contained within, will better equip the Council in preparing for enactment of the Act in late 2011.

**4. TYPE OF DECISION**

- 4.1 Non Key

**5. DECISION MAKING ROUTE**

- 5.1 Cabinet on the 21 March 2011.

**6. DECISION(S) REQUIRED**

- 6.1 Cabinet are asked to note the report and make comments as they consider appropriate.

**Report of:** Assistant Chief Executive

**Subject:** LOCALISM BILL

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## **1. PURPOSE OF REPORT**

- 1.1 To brief Cabinet on the content of the Localism Bill and its potential impact on Hartlepool Borough Council.

## **2. BACKGROUND**

- 2.1 The Bill was presented to Parliament on 13 December 2010. On 17 January 2011 the House of Commons debated the main principles of the Bill. The Commons decided that the Bill should be given its Second Reading and sent it to a Public Bill Committee for scrutiny. The Localism Bill Committee is now accepting written evidence. It heard oral evidence on Tuesday 25 January on the first sitting and second sitting and on Thursday 27 January on the third sitting and fourth sitting. It is currently expected to be enacted towards the end of 2011.

- 2.2 The Bill consists of 405 pages, divided into 8 parts, 208 clauses and 24 schedules. Much of the detail of the Bill will be provided through regulations, order making powers, statutory guidance and requirements on local authorities. The Local Government Association has counted 142 such powers. This places considerable power in the hands of the Secretary of State and creates uncertainty about the impact on the Council.

- 2.3 Actions will be mainly reporting on passage of bill and amendments. Full explanatory notes and other documentation can be found here:

<http://www.publications.parliament.uk/pa/cm201011/cmbills/126/en/2011126en.htm>

- 2.4 Section 3 of the report below provides a summary of the Bill's clauses and their potential impact for Hartlepool and the Council.

## **3. ANALYSIS OF LOCALISM BILL**

- 3.1 The sections below summarise the main parts of the Bill providing a brief summary of what each part covers, the main changes that potentially have the greatest impact in Hartlepool and finally a description of other changes that are judged to be of mainly a technical nature.

## Part 1: General Powers of Local Authorities

- 3.2 Local government plays a crucial role in the life of the nation. The Government has expressed a commitment to passing new powers, freedoms and flexibility to town halls, with the intention of them being exercised at the lowest practical level, close to the people who are affected by decisions. On this basis, the Localism Bill contains a number of proposals in relation to the general powers of local authorities.

### Major Changes

- 3.3 Areas of major change proposed within Part 1 of the Bill are:-

- 3.3.1 The General Power of Authorities: Currently, local authority powers and responsibilities are clearly defined by legislation. The Bill proposes the removal of this definition in order to offer greater flexibility for local authorities through a new “general power of competence” (*Clause 1*). The “general power of competence” will enable local authorities to:-

- i) Operate freely, providing of course that they do not break other laws;
- ii) Legally do anything that an individual can do that is not specifically banned by other laws: they will not, for example, be able to impose new taxes, as other laws make clear they cannot; and
- iii) Work with others in new ways to identify creative/innovative ways of reducing costs and meeting local people’s needs.

- 3.4 Governance: The Bill proposes three permitted forms of governance for local authorities, these being executive arrangements, a committee system or prescribed arrangements (*Clause 10-12, Schedule 2 (9B)*). As part of this:-

- i) Local authorities would be able to move away from a Leader / Cabinet model and return to a committee system, if it is deemed to be an improvement (*Clause 12, Section 9JA*);
- ii) More cities would be given the opportunity to decide whether they want a Mayor (*Clause 12, Section 9NA*). It is intended that council leaders in 12 cities would be made “shadow mayors”, giving local people an insight into what it is like to be governed by a Mayor. Each city will then hold a referendum on local Election Day in May 2012 to decide whether to have an elected Mayor for the long term. People in other areas of the country will be able to use existing laws to call for their own referendum on whether to have an elected mayor; and
- iii) Local authorities where Executive governance arrangements are in place would be able to discharge Executive functions to area committees (the intention of this being to bring decision making to a more local level).

- 3.5 Rules on Predetermination: In parallel with the abolition of the Standards Board, the Government intends to use the Bill to clarify the rules on “predetermination.” In light of concerns that existing rules have reduced the quality of local debate and stifled valid discussion, the Bill indicates that it is

proper for councillors to play an active part in local discussions and should not be liable to legal challenge as a result (*Clause 13*). The intentions of this being to help Councillors better represent their constituents and enrich local democratic debate.

- 3.6 Abolition of the Standards Board: Currently, all local authorities must, by law, have a Standards Committee to oversee the behaviour of their councillors and receive complaints. In light of concerns regarding the effectiveness of this mechanism, the Bill would abolish the Standards Board regime and remove legislation such as the model code of conduct for local authority councillors (*Clause 14*). Each local authority may adopt a voluntary code of conduct for members and it would become a criminal offence for councillors to deliberately withhold or misrepresent a personal interest (*Clauses 16 and 18*).
- 3.7 Pay Accountability: The Bill requires local authorities to publish an annual statement on their pay policy for senior council officers, including the highest salaries, which must be approved by the Council (*Clauses 21-26*).

### Other Technical Changes

- 3.8 A number of other changes within the Bill will have an impact on the Council. In relation to 'General Powers of Authorities' (*Clause 2*) a clear boundary will be set for local authorities to act in accordance with statutory limitations or restrictions. Limitations that apply to existing powers that are overlapped by the general power will be applied to the general power (i.e. if an existing power requires a particular procedure to be followed, the same procedure will apply to the use of the general power to do the same thing). In addition to this, restrictions would be put on local authorities in relation to:-
- i) The ability to charge for the provision of a service to a person using the general power, or where they are using an overlapped power (*Clause 4*); and
  - ii) The ability to do things for a commercial purpose using the general power (*Clause 4*). A local authority would not be authorised to trade in a service with a person to whom they are already statutorily obligated to provide and must only trade commercially through a company.
- 3.9 In relation to 'Governance Arrangements' the majority of the Bill's requirements will have little effect on the existing system in Hartlepool, however, the Electoral Commission's ruling that the number of Councillors should be reduced will require changes to be made. *Clauses 10-12, Section 9J* of the Bill will, as previously indicated, allow a local authority to choose to revert back to committee system. Should this be the outcome of any potential referendum, governance arrangements in Hartlepool, and its Constitution, would require a full and extensive review. As part of this consideration would need to be given to the potential appointment of one or more committees to act as overview and scrutiny committee(s). There is, however, no statutory requirement for such authorities to appoint an

overview and scrutiny committee, unlike those authorities that operate Executive arrangements.

- 3.10 On a general basis, in relation to Scrutiny requirements for authorities with executive arrangements, the Bill replaces the relevant provisions in the 2000 Act in full with no changes (although provisions relating to crime and disorder remain in the Police and Justice Act 2006, and health provisions remain in the NHS Act 2006).
- 3.11 In a number of instances, provisions have been made within the Bill to give the Secretary of State specific powers / control mechanisms, of particular interest are:-
- i) The power to prescribe additional permitted governance arrangements and direct a local authority to hold a referendum on whether they should adopt particular governance arrangements (*Clause 10-12, Schedule 2 (9BA)*);
  - ii) The power to remove / change statutory provisions that prevent or restrict the use of the 'general power' (*Clause 5*);
  - iii) The power to transfer to the Mayor any function of the public body (*Clause 12, Sections 9HF and 9HG*); and
  - iv) The power to confer by resolution a head of paid service function on an elected mayor (*Clause 12, Section 9HH*).
- 3.12 In addition to the technical changes outlined above, the Bill also repeals the requirement / powers for local authorities to promote democracy (i.e. provide information on how local governance systems work and how people can get involved) (*Clause 27*); make, publish and comply with a scheme for the handling of petitions made to the authority (*Clause 28*) and pilot charge and review waste reduction schemes (*Clause 29*).

## **Parts 2 and 3: EU Fines and Non Domestic Rates**

- 3.13 Part 2 creates a power to recover funds from local authorities and other public authorities in England in order to pay all, or part of, a European Court of Justice ("ECJ") financial sanction imposed for a failure of the United Kingdom to comply with an obligation under the EU treaties. Part 3 contains four provisions in relation to business rates including changes to business rate supplements and non-domestic rates. Most of these changes are relatively minor with limited impact.

## **Major changes**

- 3.14 The major changes include a discretionary power (Clauses 30-34) for a Minister of the Crown to require a local or public authority to pay all, or part of, any financial sanction imposed on the UK by the Court of Justice of the European Union. This requirement is imposed by a Minister issuing an EU

financial sanction notice to a local or public authority, having previously issued a warning notice. The Secretary of State is required to publish a statement of policy which will set out the general principles on how the power will be exercised and amounts determined to which a Minister must have regard. It is impossible to say what impact this will have locally but it clearly imposes an additional financial risk.

### **Other technical changes**

- 3.15 Part 3 introduces various amendments to previous legislation. The Business Rate Supplements Act 2009 is amended (Clause 35). The Business Rate Supplements Act 2009 introduced a mechanism to secure a financial contribution from the business sector to the cost of large scale regeneration / development projects on the basis that local businesses would benefit from the project. The amendment requires all proposals for the imposition of a Business Rate Supplement ("BRS") to be approved by a ballot of all persons and organisations liable to pay the BRS. It is not anticipated that BRS would be used in Hartlepool. These supplements are likely to be used to part fund such projects as the cross London rail link scheme.
- 3.16 The Local Government Finance Act 1988 is to be amended. The limited circumstances in which local authorities can currently give discretionary relief to the payment of nondomestic rates is replaced (Clause 36) with a power to grant relief in any circumstances subject to the condition that, except in the limited circumstances specified, the local authority may only grant relief if it would be reasonable to do so having regard to the interests of council tax payers. Under the current arrangements typically 75% of the cost of discretionary business rate relief awards is borne by central government. There is a financial risk that the government may under these proposals seek to shift the burden of the cost of discretionary relief to the local authority. Such would only become clearer when the detailed statutory regulations to support the new Bill were subsequently laid down.
- 3.17 The Bill also enables the Secretary of State (Clause 37) to make provision for a new small business rate relief scheme which does not require ratepayers to apply for small business rate relief in some or all cases. Finally the Bill provides a power for the Secretary of State to prescribe by regulations conditions for the cancellation of certain backdated non-domestic rates (Clause 38), but only where a property is shown in a local non-domestic rating list compiled on 1st April 2005 as the result of an alteration of the list made after the list was compiled. The regulations are subject to the negative procedure. Under current arrangements businesses must apply for SBRR to the council, however under the new proposals the help would be awarded in accordance with any new national scheme automatically without application. This is to be welcomed by reducing the administrative burden on businesses but adjustments would probably need to be made to the council's IT systems to cope with the change and this may result in some costs being borne by the council. Previously the rates liability for ports was the responsibility of Port Authorities. The government changed the arrangements to bill individual occupiers of port sites and was seeking to

backdate rates charges. After criticism the government is now proposing not to backdate the rates charges. In Hartlepool there is only one small property occupier that is affected by the proposal and this will save them about £2,000. As business rates is billed and collected for the national pool this change will have no financial impact on the council.

#### **Part 4: Community Empowerment**

- 3.18 The Localism Bill includes provisions for greater freedom and flexibilities for local government (as detailed earlier in the report). The Bill also emphasises the need to encourage the involvement of voluntary and community groups in the provision of services. In order to achieve this, the Bill aims to pass significant new rights direct to communities and individuals.

#### **Major Changes**

- 3.19 Areas of mayor change proposed within Part 1 of the Bill are:-

- 3.19.1 Referendums: Currently, communities can only trigger a local referendum in limited circumstances and on a very limited range of questions. The Localism Bill gives local people the right to bring forward local referendums on particular topics or issues (*Clauses 39-52*). Broadly the conditions under which a local authority must hold a referendum are:-

- i) If a petition is signed by 5% of the electorate (approximately 3,250) within 6 months (*Clause 41*). However, under *Clause 40* an authority may hold a referendum even if the threshold is not met;
- ii) A request from one or more members of an authority (*Clause 42*) subject to a resolution of the authority approving the request (*Clause 43*); or
- iii) If an authority passes a resolution (*Clause 47*).

- 3.19.2 Topics can relate to the 'economic, social or environmental well-being of an area' and whilst the results would not be binding on local authorities, and other public bodies, will be required to take the outcome into account as they make their decisions (*Clause 52*).

- 3.19.3 In relation to the requirement to hold a referendum, the Bill (*Clause 44*) stipulates that it will not be considered inappropriate to hold a local referendum in response to a petition (*Clause 41*) or request from one or more members of an authority (*Clause 41*), on the grounds that the:-

- i) Action taken to promote or oppose the referendum question is likely to lead to contravention of an enactment or a rule of law;
- ii) Matter to which the referendum question relates is not a local matter over which the authority (or its partner authorities) have an influence on, or which affects the authority's area or inhabitants;
- iii) Referendum question relates to a matter specified by order by the Secretary of State; and
- iv) Petition or request is vexatious or abusive.



- 3.19.4 Council Tax Referendum: (*Clause 56, Section 52Z*): The Secretary of State and the House of Commons will agree on a “ceiling” for Council Tax rises. Local authorities (and precepting authorities) that increase their Council Tax levels beyond that ceiling would automatically face a referendum of all registered voters. The outcome of a referendum must be reported to the Secretary of State and where the increase is rejected the authority’s substitute calculations are applied for the financial year (*Section 52ZO*).
- 3.19.5 Where it appears that an authority would be unable to discharge its functions in an effective manner, or meet its financial obligations, unless it sets a council tax increase in excess of the ceiling, the Secretary of State would be able to direct that the referendum provision do not apply for a financial year (*Clause 56, Sections 52ZR to 52ZW*).
- 3.19.6 Community Right to Challenge: The Localism Bill will give voluntary / community groups, charities, parish councils or employees of the authority the right to express an interest in taking over the running of a local service (*Clauses 66 to 70, Section 52Z*).
- 3.19.7 In considering whether to accept or reject an expression of interest (*Clause 69*), consideration would need to be given to whether the social, economic or environmental well-being of the authority’s area would be promoted or improved by the proposal, or the potential procurement exercise which would have to the undertaken should an expression of interest be accepted (*Clause 69*). An authority may, with the agreement of the relevant body, modify an expression of interest in cases where it is felt that it would not otherwise be capable of acceptance (*Clause 69*). An expression of interest could only be rejected on one or more grounds to be specified by the Secretary of State by regulations (*Clause 69*). Details of the grounds for refusal are not yet known.
- 3.19.8 A time period can be set for the submission of expressions of interest. However, where no period is specified an expression of interest may be submitted at any time (*Clause 67*).
- 3.19.9 Assets of Community Value / Community Right to Bid: Proposals within the Localism Bill will require local authorities to maintain and publish a list of buildings / land in its area that is of community value (*Clause 71 and 78*). This list will be the equivalent of ‘listed building’ status.
- 3.19.10 In addition to the land / buildings included by the Council (as specified in appropriate regulations) individuals, parish councils and community groups will be able to nominate assets of important to them for inclusion as an ‘asset of community value’ (*Clause 73*). These assets would be listed for up to 5 years (although this could be amended by the Secretary of State) with the option for the owner of the asset to ask for its inclusion to be reviewed at any time (*Clause 75*).
- 3.19.11 An implication of being included as an ‘asset of community value’ would be that Council approval would be needed before they could be disposed of by

their owner (*Clauses 79 to 81*). In addition to this, in instances where assets of community value come up for sale, or change ownership, community groups would be given the opportunity to develop a bid and raise the money to buy the asset when it came on the open market (*Clause 79*).

### Other Technical Changes

- 3.20 In addition to the main changes identified above, the proposals contained within the Bill will raise a number of technical questions / implications. In terms of 'local referendums', the role of the Overview and Scrutiny function would probably be limited, however, there could be a role in investigating issues that could be subject to referenda, or where a referendum is planned. There could also be scope to link up issues of particular public concern which might be subject to referenda through the use of Councillor Call's for Action, or Call-In's where they relate to proposed council decisions.
- 3.21 In relation to the 'community right to challenge', there is the potential for significant Scrutiny. While scrutiny cannot become involved in detailed contract management, an investigation of these issues could be a part of a wider review of council procurement. Scrutiny could also help the authority to develop the criteria, based on social, economic and environmental considerations, used to come to a judgment on accepting expressions of interest.
- 3.22 In terms of the 'community right to bid', work has been undertaken with community groups in relation to how they use buildings, favourable lease arrangements and sale / transfers and the Government's Community Asset Transfer initiative has been embraced (e.g. Transfer of People's Centre / Hartlepool Carer's Premises). There has, however, so far been mixed success with the transfer of assets, i.e. the People's Centre and Phoenix Centre. In implementing this element of the Bill, consideration will need to be given to the:-
- i) Importance of viable / sustainable business cases in the decision to transfer buildings (including surplus Community Centres);
  - ii) Need to consider how the Councils maintenance liabilities in relation to any buildings it may transfer could be dealt with;
  - iii) Need for a robust consultation in relation to the bid / transfer policy in order to clearly identify the required outcomes, evaluate bids and monitor delivery;
  - iv) Potential for delays, and a possible advantage for the private sector or a well geared voluntary and community sector (VCS), as part of the bid process, given that it will take longer for Community Groups to 'gear up' for the provision of business cases;
  - v) Practical, legal and financial issues for the Community and the Council to ensure that both parties mitigate risk and engage in sustainable solutions. A draft Community Asset Transfer Policy is already in the process of being developed in order to respond to the expressions of interest already received from the VCS in relation to Community Centres that could potentially be "surplus";

- vi) Need where assets / services are linked for procurement exercises, development of commissioning / capability monitoring models and a clear definition of accountability and responsibilities; and
- vii) Need to take in to consideration the “Village Green” and “Open Space” policies already in place and the lessons learned in their development / implementation.

3.23 In relation to ‘assets of community value’, the Council is already in the process of starting a list, including a request for nominations from the Community. In enacting this section of the Bill, potential issues could include:-

- i) Potential tensions between groups and individuals in the Community who have differing views on assets. Whilst it will be relatively easy to generate nominations, the establishment / implementation of a clear criteria based protocol for inclusion on the list will be essential;
- ii) The potential risks to the Council’s regeneration programme in that it could slow / stop some schemes, especially if part of an asset backed vehicle;
- iii) The need to clearly identify how both Council and non-Council assets are dealt with
- iv) The need to include in planning, development and disposal policies mechanisms (including consultations) to deal with potential proposals for the disposal / change of ownership or use of buildings / properties on the ‘assets of community value’ list; and
- v) The potential effect of the inclusion of properties / land on the ‘assets of community value’ list in delaying or stopping future regeneration / development / capital receipts.

## **Part 5: Planning**

3.24 Part 5 of the Bill deals with planning matters. A wide range of measures are being introduced many of which are of a technical nature. In some cases the full local impact will only become clearer when detailed guidance and regulations are issued. A number of measures appear more relevant to the South than the North east.

## **Major changes**

3.25 The major changes include abolition of Regional Spatial Strategies (Clause 89) and a new duty to cooperate on council and other key partners (Clause 90). From a purely local perspective, this places greater emphasis on the local planning policy process, the Local Development Framework, (LDF) empowering local authorities and giving them greater control when setting local planning policies. Arguably the Council already undertakes the duty to cooperate especially through the development of the Core Strategy, however, as it is the intention of the Secretary of State to issue guidance on this duty, it may be either more prescriptive or perhaps be targeted towards newly created sub-regional Local Economic Partnerships (LEPs).

- 3.26 The Bill allows for areas to become designated as ‘Neighbourhood Areas’ (Clauses 96-101) where a request is submitted via a qualifying body such as a Parish Council or a Neighbourhood Forum. These bodies can initiate the process to create Neighbourhood Development Orders for their area which may relate to specific proposed developments, or they can create Neighbourhood Development Plans. Neighbourhood Development Plans would become the development plan document for that qualifying body area, e.g. Parish Council or Neighbourhood Forum area. It is difficult to guess what the impact might be in Hartlepool, but it could be a tool which could be used to extend neighbourhood planning out into the rural areas to the west of the town. On the negative side, this could lead to significant challenges to the emerging Core Strategy and it is an area the Council will need to keep an eye on as the Council will be required to support areas initiating the ‘right’ which may bring with it financial and staffing burdens, not least because this could involve staging and resourcing local referenda and/or the resourcing of processes to develop Neighbourhood Development Plans.

### **Other technical changes**

- 3.27 More technical changes include amendments of requirements to the process of producing the Local Development Scheme (Clause 91), the adoption and withdrawal of planning documents (Clause 92), the reporting of monitoring information (Clause 93) and the administration of the administration of the Community Infrastructure Levy (Clauses 94,95). A requirement on developers to engage in pre application consultation on major schemes is included (Clause 102).
- 3.28 The Bill strengthens planning enforcement powers (Clauses 103-106) in a number of respects, most notably allowing planning authorities to remove display structures in their area (Clause 106) which, in their opinion, are used for the display of illegal advertisements. These powers could assist the Council in dealing with persistent fly posting, graffiti, hoardings, etc.
- 3.29 Finally the Bill amends arrangements for dealing with nationally significant infrastructure projects. The Bill (Clauses S107-118) provides for the abolition of the Infrastructure Planning Commission (IPC) and the transfer of its functions to the Secretary of State. The IPC is the body that has provided a ‘fast-track’ process for major infrastructure projects and ensures the Parliamentary approval of National Policy Statements (NPS) before they can be designated. The Government has taken the view that the current process allows for an unaccountable body to make decisions of national significance and that in future, these decisions should be taken by Minister. In addition, to avoid the need for Judicial Review, the Government wishes to ensure that NPS are as robust as possible and is seeking that they be ratified by Parliament giving them democratic legitimacy. The impact at a local level remains unclear, though potential projects related to the port and the nuclear power station may have fallen to the IPC and therefore may be dealt with under the new system.

## **Part 6 Housing**

- 3.30 Part 6 of the Bill deals with housing matters. A number of changes are being proposed and in a number of cases the full impact for Hartlepool will only become clearer when more detailed guidance is issued. As the Council has transferred its council housing stock to Housing Hartlepool some of the changes will have no impact on the authority.

### **Major changes**

- 3.31 The major changes include making reforms to legislation on the allocation of social housing, giving greater freedoms to local authorities to determine the classes of persons qualifying to be allocated housing (Clauses 121-123). Whilst these changes have the potential to have a significant impact on Hartlepool this will only be the case if the Council chose to change the current arrangements.
- 3.32 The other major change will enable the Council to fully discharge the main homelessness duty to secure accommodation with an offer of suitable accommodation from a private landlord, without requiring the applicant's agreement (Clauses 124 and 125).
- 3.33 Other changes that could have had major implications, such as the abolition of the Housing Revenue Account (Clauses 140-147) will have no impact for the Council, as previously stated, due to the fact that the Council's housing stock has previously been transferred to Housing Hartlepool.

### **Other technical changes**

- 3.34 There are a number of other changes that will not have such a significant impact on the Council. These changes include a duty on every housing authority to publish a tenancy strategy (Clauses 126-129), giving local authorities the powers to offer flexible tenancies to new social tenants (Clauses 130-131), and changes relating to affordable rents, such as mutual exchanges (Clauses 132-139) but this is legally aimed at the issue of affordability in the South East of England so the impact could be limited for the authority.
- 3.35 The bill also makes provisions for the transfer of functions from the Office for Tenants and Social Landlords (TSA) to the Homes and Community Agency (HCA) (Clauses 150-151) and makes changes to how tenants can make complaints (Clauses 153-155) by stating that all future complaints will be dealt with via the Housing Ombudsman. The former may have implications for the Council via a new Strategic Policy on Tenancies and included in the Housing Strategy for the Council. The latter will have little, or no, impact on the Council.
- 3.36 The bill (Clause 156) confirms the abolition of Home Information Packs (HIPs) although again there would be little or no impact on the authority.

#### **4. IMPLEMENTATION ON THE REQUIREMENTS OF THE BILL LOCALLY**

- 4.1 While much of the detail of the Localism Bill will be provided through regulations, order making powers, statutory guidance and requirements on local authorities there is uncertainty about its real impact on the Council. It is, however, clear from the detail of the Bill as it stands that its implementation would potentially require a wide reaching review of the Councils strategies / policies, governance / democratic structures and overall operational practices.
- 4.2 Details of technical changes / the impact of implementation if each part of the Bill can be found in Section 3 of the Bill. These changes will include:-
- i) A review of the Councils Constitution to reflect changes to democratic processes (i.e. a potential return to a Committee system and abolition of the Standards Board) - (Sections 3.4 and 3.9 above);
  - ii) A review of the Councils buildings and land holdings as part of the formulation of a list of 'assets of community value' - (Sections 3.19.9 and 3.22 above);
  - iii) A review of the way in which the Council interacts/operates with the community and voluntary sector in the provision of services (i.e. to accommodate the 'community right to bid and challenge') - (Sections 3.19.6 and 3.21 above);
  - iv) At an appropriate time establish Council policy in relation to a number of proposals in the Bill such as housing allocations, and Neighbourhood Areas

#### **5. CONCLUSION**

- 5.1 In summary, the Government has indicated that the intention of the Bill will be to provide:-

##### New freedoms and flexibilities for local government

- i) Give local authorities the formal legal ability and greater confidence to get on with the job of responding to what local people want;
- ii) Cut red tape to enable councillors everywhere to play a full and active part in local life without fear of legal challenge;
- iii) Encourage a new generation of powerful leaders with the potential to raise the profile of English cities, strengthen local democracy and boost economic growth; and
- iv) Reform the governance of London so that more power lies in the hands of elected representatives who are democratically accountable to London's citizens.

##### New rights and powers for local communities

- i) Make it easier for local people to take over the amenities they love and keep them part of local life;
- ii) Ensure that local social enterprises, volunteers and community groups with a bright idea for improving local services get a chance to change how things are done;
- iii) Give people a new way to voice their opinions on any local issue close to their heart; and
- iv) Enable local residents to call local authorities to account for the careful management of taxpayers' money.

Reform to make the planning system clearer, more democratic and more effective

- i) Place significantly more influence in the hands of local people over issues that make a big difference to their lives;
- ii) Provide appropriate support and recognition to communities who welcome new development;
- iii) Reduce red tape, making it easier for authorities to get on with the job of working with local people to draw up a vision for their area's future; and
- iv) Reinforce the democratic nature of the planning system – passing power from bodies not directly answerable to the public, to democratically accountable Ministers.

Reform to ensure that decisions about housing are taken locally

- i) Enable local authorities to make their own decisions to adapt housing provision to local needs, and make the system fairer and more effective;
- ii) Give local authorities more control over the funding of social housing, helping them to plan for the long term; and
- iii) Give people who live in social housing new ways of holding their landlords to account, and make it easier for them to move.

5.2 The Localism Bill starts to set out the Coalition Government's view of the future shape and direction for local government. The range of issues addressed is wide and they range from the strategic, for example the "general power of competence" to the very technical, for example changes to local government finance regulations. For Hartlepool the proposals of most immediate interest are likely to be from Part 1 which addresses council governance and Part 4, the proposals on community empowerment. The Bill's likely longer term impact and significance needs to be assessed alongside Coalition Government policy to address the deficit and other policy initiatives relating to the public sector. Much of the Council's and local government's focus in recent months has been on dealing with the immediate budget decisions for 2011/12 and now increasingly preparations for the budget setting for the 3 further years in the Spending Review. In parallel the Coalition Government is developing its strategy and policies in relation to local government and the public sector generally.

5.3 The level of detail and range of issues addressed in the Bill make its longer term significance difficult to discern particularly as much of the detail will be

created by powers given to ministers to create regulation and guidance. In addition the proposals need to be viewed alongside other legislation and policy initiatives of the Coalition Government. These include:

- The Big Society approach
- The White Paper on Public Service Reform expected to be published shortly and which could include an automatic right for the private sector to bid for the bulk of public work (the White Paper will draw on the Green Paper Modernising Commissioning: Increasing the role of charities, social enterprises, mutuals and cooperatives in public service delivery published in December 2010)
- The review of local Government finance scheduled for later this year
- Consideration of further reform of public sector pensions and protection of employee terms and conditions on transfer to the private sector
- The Health and Social Care Bill, in particular the transfer of public health function to local government and new performance frameworks for adult social care and public health

5.4 In this broader context many aspects of the Localism Bill may not on their own prove particularly significant. However taken together the Localism Bill and other policy developments underway are likely to mean that in 3 to 4 years time Hartlepool Council and local government in general will look very different from its current shape although much of the need it seeks to address will remain. Effective political and managerial leadership of the Council will be essential during what is likely to be a period of rapid and unprecedented change.

## 6. RECOMMENDATIONS

5.1 Cabinet are asked to note the report and make comments as they consider appropriate.

## 6. BACKGROUND PAPERS

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

- i) The Localism Bill - Volume I and Volume II;
- ii) Decentralisation and the Localism Bill: an essential guide – HM Government; and
- iii) A Plain English Guide to the Localism Bill – Department for Communities and Local Government.

## 7. CONTACT OFFICER

Andrew Atkin, Assistant Chief Executive



# **CABINET REPORT**

**21 March 2011**



**Report of:** Neighbourhood Services Scrutiny Forum

**Subject:** FINAL REPORT – 20'S PLENTY – TRAFFIC CALMING MEASURES

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## **SUMMARY**

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

- 1.1 The purpose of this report is to outline the findings and conclusions of the Neighbourhood Services Scrutiny Forum's investigation into '20's Plenty – Traffic Calming Measures'.

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

- 2.1 The Final Report outlines the overall aim of the scrutiny investigation, terms of reference, methods of investigation, findings, conclusions, and subsequent recommendations.

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

- 3.1 It is Cabinet's decision to approve the recommendations in this report.

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

- 4.1 This is a Non-key decision.

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

- 5.1 The final report was approved by Scrutiny Co-ordinating Committee on 25 February 2011. Cabinet is requested to consider, and approve, the report at today's meeting.

### **6. DECISION(S) REQUIRED**

- 6.1 Cabinet is requested to approve the recommendations outlined in section 12.1 of the bound report, which is attached to the back of the papers for this meeting.



# **NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

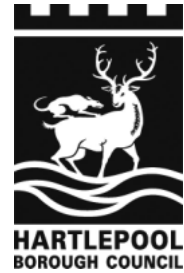
## **FINAL REPORT**

### **20's PLENTY – TRAFFIC CALMING MEASURES**

**March 2011**

## **CABINET**

21 March 2011



**Report of:** Neighbourhood Services Scrutiny Forum

**Subject:** FINAL REPORT INTO 20's PLENTY – TRAFFIC CALMING MEASURES

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

- 1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into '20's Plenty – Traffic Calming Measures'.

### **2. BACKGROUND INFORMATION**

- 2.1 The Council's strategy for the implementation of traffic calming measures focuses on a desire to improve safety on the roads. Currently the Council utilises a variety of methods to calm traffic including speed humps, build outs, pedestrian islands, vehicle activation signs and speed cameras.
- 2.2 In December 2009, the Department for Transport revised the guidance set by the Government Circular 01/06 - Setting Local Speed Limits. It now recommends 20 mph speed limits for all roads which are primarily residential in nature and in town and city streets where pedestrian and cyclist movements are high. For example, around schools, shops, markets, playgrounds and other areas which are not part of any major through route.
- 2.3 A national campaign run by the organisation 20's Plenty for Us supports those communities wishing to implement 20 mph as the default speed limit for all residential and town centre roads.

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

- 3.1 To explore the way forward for the provision of traffic calming measures in Hartlepool.

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

4.1 The following Terms of Reference for the investigation were agreed by the Neighbourhood Services Scrutiny Forum on 4 August 2010:-

- (a) To gain an understanding of how traffic calming is implemented in Hartlepool and the legislative and policy requirements;
- (b) To gain an understanding of the types and effectiveness of traffic calming measures used nationally and locally;
- (c) To explore how traffic calming could be undertaken in Hartlepool in the future utilising innovative solutions, including 20's Plenty as a possible alternative to physical measures; and
- (d) To gain an understanding of the impact of current and future budget pressures on the way in which traffic calming is provided in Hartlepool;
- (e) To explore how traffic calming could be provided in the future, giving due regard to:-
  - (i) Improving the effectiveness and efficiency of the way in which the service is currently provided; and
  - (ii) If / how the service could be provided at a reduced financial cost (within the resources available in the current economic climate).

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

5.1 Membership of the Neighbourhood Services Scrutiny Forum for the 2010 / 11 Municipal Year was as outlined below:-

Councillors Barday, Cook, Fleet, Flintoff, Gibbon, Griffin, McKenna, Richardson and Thomas

Resident Representatives:

John Cambridge, Brenda Loynes and Iris Ryder

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

6.1 The Members of the Neighbourhood Services Scrutiny Forum met formally from the 4 August 2010 to 19 January 2011 to discuss and receive evidence directly relating to their investigation into '20's Plenty – Traffic Calming Measures'. A detailed record of these meetings is available from the

Council's Democratic Services or via the Hartlepool Borough Council website.

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

- (a) Presentations from the Council's Regeneration and Neighbourhoods Department enhanced with verbal evidence;
- (b) Verbal evidence from the Portfolio Holder for Transport and Neighbourhoods;
- (c) Presentation from the organisation 20's Plenty for us enhanced with verbal evidence;
- (d) Written evidence from Cleveland Police enhanced with verbal evidence;
- (e) Verbal evidence from Cleveland Fire Brigade;
- (f) Written Evidence from Road Safety Great Britain North East;
- (g) Written evidence from the following local authorities:-
  - (i) Warrington Borough Council;
  - (ii) Portsmouth City Council;
  - (iii) Oxford City Council;
  - (iv) Islington Council; and
  - (v) North Lanarkshire Council
- (h) Written evidence from local schools:-
  - (i) St. John Vianney School and Children's Centre;
  - (ii) West View Primary School;
  - (iii) Holy Trinity Church of England Primary School; and
  - (iv) Kingsley Primary School
- (i) Written / verbal evidence from the North, South and Central Neighbourhood Consultative Forums;
- (j) Evidence from the site visit to Newcastle City Council to see their approach to traffic calming;
- (k) Evidence from the site visit to see traffic calming measures used in Hartlepool; and
- (l) Verbal evidence from local schools and local residents

## FINDINGS

### 7. THE IMPLEMENTATION OF TRAFFIC CALMING IN HARTLEPOOL AND THE LEGISLATIVE AND POLICY REQUIREMENTS

- 7.1 Members of the Forum were keen to explore how traffic calming is implemented in Hartlepool along with the legislative and policy requirements and therefore invited evidence from the Council's Regeneration and Neighbourhoods Department and the Council's Portfolio Holder for Transport and Neighbourhoods.

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

- 7.2 The Forum welcomed evidence from the Highways, Traffic and Transportation Manager outlining the Council's traffic calming policies and procedures.

#### *Legislative Requirements*

- 7.3 Members were informed that when implementing traffic calming schemes the following Legislation is required to be followed:-

- (a) Highways Act 1980;
- (b) The Highways (Road Humps) Regulations 1999;
- (c) The Highways (Traffic Calming) Regulations 1999;
- (d) Transport Act 2000; and
- (e) The Traffic Signs Regulations and General Directions 2002

#### *Council Policies*

- 7.4 The Neighbourhood Services Scrutiny Forum in 2005/06 carried out an investigation into '20mph Speed Limit Zones Outside of Schools'. One of the recommendations resulting from this investigation was that the Council compiles a 20mph speed limit zones policy. Since the development and implementation of this policy, the Council now introduces 20 mph speed limits and associated traffic calming measures on roads in the vicinity of schools.
- 7.5 The Forum was provided with a list of schools where traffic safety schemes had been implemented. 22 out of the 35 schools had schemes implemented since 2007. Members questioned how 20mph limits were determined around schools. Officers indicated that the list of school sites proposed suitable for 20mph speed limits was chosen following a consultation with the Police and Emergency Services. The implementation of schemes was also very much dependant on the category of road. Catcote Road, for example has a

number of schools located along it, however, as a primary traffic distributor road it would be inappropriate to place a 20mph speed limit on it. However, a number of physical traffic calming measures had been implemented along Catcote Road to slow traffic down. It was emphasised that each school needed to be assessed individually.

- 7.6 Members suggested that in locations where it was not appropriate to implement a 20mph limit, was it possible to use coloured tarmac. Members were informed that coloured tarmac could be used but it was very expensive.

### *Council Procedures*

- 7.7 The Council procedure for the consideration / implementation of traffic calming schemes was outlined to Members, and is shown below:-

- (a) Identify possible scheme (request from public, Councillor, Neighbourhood Forum or identified on Accident Investigation list);
- (b) Investigate possible measures (carry out speed surveys, analyse accident records);
- (c) Consult with residents / business's / Ward Councillors / Neighbourhood Managers / Parish Councils;
- (d) Report proposals and consultation results to Transport and Neighbourhoods Portfolio for approval;
- (e) Carry out detailed design;
- (f) Advertise Traffic Regulation Orders – resolve official objections that may need to go back to Portfolio Holder for consideration; and
- (g) Implement scheme

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

- 7.8 The Portfolio Holder for Transport and Neighbourhoods, Councillor Peter Jackson, attended a meeting of the Forum and outlined his views and opinions on 20mph limits. The Portfolio Holder commented that there was a difference between 20's Plenty and traffic calming. Traffic calming is physical measures that are designed to slow traffic down and 20 mph limits are designed to be self enforcing, and where possible, without the use of physical measures.
- 7.9 The Portfolio Holder emphasised that he had gone through a very difficult process earlier in the year to reduce the current Local Transport Plan budget by 11%. All the works that had been identified to date could cost in excess of 25 million, although, there is less than one million in the overall Local Transport Plan.

- 7.10 The Portfolio Holder believed that the Council had a balanced view on traffic calming, highlighting that traffic still needs to move around the town and implementing traffic calming on some roads would create even greater problems than those that are trying to be resolved.
- 7.11 It was emphasised by the Portfolio Holder that he did not believe that a 20mph speed limit should be implemented as the default speed in the town centre area but it could be supported in residential areas. 20mph speed limits did reduce accident injuries and should be implemented where appropriate. An example referred to by the Portfolio Holder was a proposal for a 20mph limit along the sea front in Seaton Carew. Objections had been received to this proposal but the Portfolio Holder commented that he had tested the route and a 20mph speed limit would mean that it would only take 12 seconds longer to travel the extent of the proposed limit.
- 7.12 In terms of budget restrictions, the Portfolio Holder highlighted that there were severe budget restrictions but if the risk was high enough then it was right to spend money to address the problems. Due to the budget situation it was likely that fewer school safety schemes could be addressed but that did not mean that they were being ignored.

## **8. THE TYPES AND EFFECTIVENESS OF TRAFFIC CALMING MEASURES USED NATIONALLY AND LOCALLY**

- 8.1 Members of the Forum were pleased to receive a presentation from the Regeneration and Neighbourhoods Department on the current physical traffic calming measures used in Hartlepool. The following photographs illustrate the methods of physical traffic calming used in Hartlepool:-

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

#### **ROAD HUMPS**





**SPEED CUSHIONS**



**RAISED JUNCTION**



**RAISED ZEBRA CROSSINGS**



**PRIORITY BUILD  
OUT**



**CENTRAL  
HATCHING /  
PEDESTRIAN  
ISLAND**



**VEHICLE  
ACTIVATED SIGNS**



## SPEED CAMERAS



8.2 During the presentation the costs of each of the various types of traffic calming measures were outlined and are as follows:-

(a) Road Humps	£2,000
(b) Speed Cushions	£2,500 per pair
(c) Raised Junction	£5,000
(d) Raised Zebra	£15,000
(e) Priority Build Out	£5,000
(f) Central Hatching	£25 per square metre
(g) Pedestrian Island	£7,500
(h) Vehicle Activated Sign	£3,000
(i) Speed Camera	£40,000
(j) 20mph Signage	£1,000 per street

8.3 Members were informed that the costs were approximate and may vary due to circumstances. The measure that is implemented depends very much on the location and what is to be achieved. Although, some of the measures would be the exception rather than the rule due to the cost.

8.4 The Forum was of the opinion that in most cases, the Council did get the right measures implemented at the right location, although concerns by Members

were expressed that some of the existing 20mph limits should have been extended to incorporate a wider area.

**Site Visit to look at the Variety of Traffic Calming Measures used in Hartlepool**

- 8.5 As part of the investigation, Members of the Forum attended a site visit on 11 October 2010 to look at the variety of traffic calming measures used in Hartlepool including road humps; 20mph pilot schemes and raised junctions.
- 8.6 It was highlighted on the visit that the more successful schemes had involved extensive consultation with local communities.

**Written Evidence from Schools in Hartlepool**

- 8.7 A number of schools in Hartlepool submitted their views on traffic calming and 20mph limits. The key points from each school are highlighted below:-

*St John Vianney School and Children's Centre*

- (a) majority of vehicles seem to slow down as they go over the bumps then speed up until next bump – this keeps speed down because of the stop – start process.
- (b) Sure Start Centre opens from 7.30am to 6.00pm, parents / carers come and go at different times to the usually school hours and therefore suspect drivers are not as vigilant about their speed as they don't expect children to be around.
- (c) Single speed limit could mean that drivers become used to the speed and travel at a lower speed unconsciously.
- (d) Although, it would mean that the specialness of the 20mph limit would disappear and drivers would no longer increase their vigilance and care outside of schools and other identified places.

*West View Primary School*

- (a) Difficult to monitor speed but have not received any complaints from anyone about any problems.
- (b) Yellow lines painted outside of the school to compliment the 20mph speed limit and signs, so enforcement action can be taken.
- (c) Insufficient parking enforcement officers to monitor.
- (d) The signs are showing no effect on speeds.

Holy Trinity Church of England Primary

- (a) Speed humps and zig zag lines are not very effective.
- (b) Fully support the implementation of 20mph as the default speed.
- (c) Feel that barriers should be put up around pavements outside all schools to ensure safety of pedestrians and cars would then be unable to park on pavement
- (d) Main problem not speed but inconsiderable parking.

Kingsley Primary School

- (a) Majority of traffic does slow down because of humps.
- (b) Some people do ignore prohibitions.
- (c) Few problems when a traffic warden does visit.
- (d) Most drivers ignore 20mph limit.
- (e) For safety reasons, a general 20mph limit is a 'sound' one, however, would it be realistically enforceable?

- 8.8 Members noted that one of the main problems outside of schools was parking mainly due to parents dropping off and picking up children, although it was highlighted that congestion did in itself slow traffic down. However, the Forum agreed that education was essential in combating inconsiderate parking.

**Written Evidence from Partner Organisations / Members of the Public**

- 8.9 The Forum was very keen to hear views from partner organisations and members of the public on existing traffic calming measures and the implementation of town wide 20mph limits. The Forum wrote to partner organisations inviting them along to the Forum meetings and communicated with members of the public through the local press. The Chair of the Forum also gathered views from the local Neighbourhood Consultative Forums. The views are listed below:-

Housing Hartlepool

- (a) Would agree that physical traffic calming measures are effective, if evidence to highlight this.
- (b) In support of 20mph default speed limit if there is evidence to support this.
- (c) In light of budget restrictions, hot spot accident areas need to be prioritised and dealt with first.

Greatham Parish Council

- (a) Traffic calming measures put in place over the last couple of months, although not what was expected.
- (b) Expected flashing signs throughout village and a 20mph limit in the centre.
- (c) Bollards cannot be seen from a distance.

The Faculty of Public Health

- (a) The Faculty of Public Health has a manifesto for 12 steps to improving public health and a 20mph limit is an evidence based recommendation that the Faculty would make.
- (b) It would reduce pedestrian and cycle accidents; encourage people to walk and cycle more because it would be safer; and discourage people from using polluting cars because of the “frustration” of having to drive slowly.

Road Safety Great Britain North East

- (a) Road Safety Great Britain North East is a pro-active education, training and publicity based partnership involving road safety professionals from various organisations. The group meets to manage road safety initiatives across the north east, promote partnership working and share resources.

(b) Effectiveness of physical traffic calming measures:-

- Traffic calming measures are an effective tool for reducing casualties, reducing speeds, encouraging sustainable travel and improving community safety.
- Changing driver behaviour by whatever means is a fundamental role of road safety. This change can be forced through engineering measures, encouraged through promotional means or achieved through education, training and enforcement.
- Having permanently installed traffic calming features which force drivers to behave in a particular manner are generally supported.
- Traffic calming measures are a 24 hour a day feature which offer a favourable cost benefit and rate of return greater than most other interventions.
- Traffic calming measures should only be used on those roads where speeds, driver behaviour and road casualties are a measured concern through collision statistics or through a community need corroborated by robust evaluation.
- Traffic calming should blend into a community theme and be aesthetically pleasing in order to be accepted.

- Appropriately designed calming measures should meet the basic Traffic Sign Regulations and General Directions manual and at the same time address the need to reduce highway clutter and make drivers aware of the measure installed.
- Measures are supported that promote sustainability, reduce congestion, maintain safe traffic flows and prevent drivers from becoming stressed/fatigued.
- Where neighbourhoods are involved in all stages of a scheme from the design to implementation through consultation it is felt that these become more effective in yielding the greater results.
- Traffic calming should not impact on any surrounding roads by encouraging rat running.
- There is support for those measures that offer protection for all road users with particular reference to children and the elderly.
- Where measures are placed on bus and emergency routes it is important that their effectiveness does not compromise bus journeys and emergency response times.

(c) Default 20 mph Zones in residential areas and town centres:-

- There is strong support for default 20 mph zones/limits in all residential areas which are self enforcing i.e. traffic calmed whereby through physical engineering measures drivers are forced to travel at or below 20 mph.
- 20 mph zones will promote neighbourhood safety, encourage more residents and children to walk and cycle and prevent community severance.
- If town centres are heavily populated with cars, buses, delivery vehicles with a high percentage of pedestrian footfall then a 20 mph zone can be useful. However, not all town centre roads would warrant the implementation of such a limit. There are areas around the central business core which do not have the same issues as that of a busy town centre.
- Not always appropriate to make all roads 20 mph – issues such as congestion, pollution, keeping traffic moving must also be considered. Roads that have little or no pedestrian footfall or are main distributor roads should remain 30 mph. There are requirements under that Traffic Management Act to maintain safe traffic movements which may not justify having 20 mph limits implemented.
- An issue with all 20 mph zones/limits where there are no physical calming measures is that of enforcement.
- It is the responsibility of the Police to enforce speed limits. There is technology available to enforce speeds in all limits with the exception of 20 mph zones. Therefore, areas without physical engineering measures would require Police resources to undertake enforcement of drivers exceeding the speed limit.
- It is easier to educate drivers and residents in a neighbourhood/community subject to a 20 mph zone through public relations and targeted marketing.

(d) How to approach traffic calming in a climate of reducing budgets:-

- In the absence of traffic calming, enforcement, education and encouragement are the available options to improve safety through changing driver attitudes and behaviour.
- A solution to achieve safety improvements could be through community initiatives aimed at educating members of neighbourhoods in safer road user behaviour.
- Already a significant amount of road safety education delivered across Hartlepool targeted at schools and communities. An option would be to engage with neighbourhoods and identify key staff to assist in the delivery of schemes aimed at reducing road danger and improving safety.
- There are a number of driver psychologists who consistently inform road safety professionals that if they wish to change driver behaviour and attitudes then drivers must be regularly informed of a particular message. The message in most cases tends to be adhering to speed limits and being aware of road hazards. Therefore, education and encouragement may be the best solution to improving safety and reducing casualties in the absence of funding to implement traffic calming schemes.

Members of the Public

- (a) Speed humps, which are designed to make roads safer, actually do the opposite.
- (b) Many drivers treat them as a challenge to be approached at the fastest speed possible.
- (c) Noise pollution is a consequence of the speed humps. Many commercial vehicles use the road and go over the humps at a high speed resulting in the truck's cargo crashing onto the vehicles base six consecutive times.
- (d) Damage is caused to vehicles to the suspension and exhausts.
- (e) On school starting / finishing times the sheer number of cars parked roadside actually slows traffic to the required limit (King Oswy Drive).
- (f) Remove humps and make the whole street a 20mph area with illuminated signage and constant road markings. Drivers could then develop a culture of 'taking it easy' or even avoid this short cut road (King Oswy Drive).



Neighbourhood Consultative Forums

**North Neighbourhood Consultative Forum – 20 October 2010**

- (a) 10 years ago Glasgow implemented 20's Plenty in residential areas, which is adhered to and is very successful. Would suggest that all residential streets be 20mph and outside of schools to improve road safety;
- (b) Is not about enforcement but more a change of mindset; and
- (c) The most successful traffic calming measures are the ones which have the biggest involvement of the local community in putting it together

**Central Neighbourhood Consultative Forum – 21 October 2010**

- (a) The Council is currently consulting about extending 20mph zones. Would ask that signage is improved to clearly define an area that is 20mph and make start and finish clear. The pilot signage is not right but you make mistakes in pilot exercises;
- (b) As a resident 20mph limits are a good thing. Will cause problems because might slow traffic down, although don't think it will slow it down that much;
- (c) Always advocate for 20mph around schools, need to look at this as some of the previous schemes have been wrong (speed humps etc);
- (d) Would urge Forum to look at the implementation of 20mph from a geographical perspective, for example, York Road or other major roads should not be 20mph. Geography is a big part of it. 20mph signage reduces speed but there will be areas where the only way to do it is with physical traffic calming measures. Need to be brave enough to say that to residents. Have got away from the fact that these are residential streets, residents have lost their streets to motorists. Should come from the perspective of what makes this better for residents. Don't want to remove signs and write on road.
- (e) What if you live in a long street and vehicles move up and down. In the past the Council would meet the emergency services who would say that there should not be physical traffic calming in a particular area because of the amount of traffic. Residents might not want physical traffic calming measures;
- (f) If you put signage up it will make people think and not go over 30mph and is the cheapest option to implement. Ambulances use certain routes all the time and they can't keep going over humps and chicanes;

- (g) Each area will have different remedies, can't put some restrictions on some roads;
- (h) Really good if the Forum could look at practice around the country to physical prevention which doesn't stop emergency vehicles. There must be a type of speed hump that wouldn't impact on emergency vehicles;
- (i) Will the 20mph signage be LED? This will have more impact than a sign that just says 20mph. When it is an LED sign everyone breaks. Is more expensive but could be one method. Physical measures cause damage;
- (j) Main problems are plastering area with signs. Need to alter entrance and narrow down so people realise that it is a different scheme; and
- (k) Different methods need looking at. In the USA they put grit or paving on the road and it really slows traffic down.

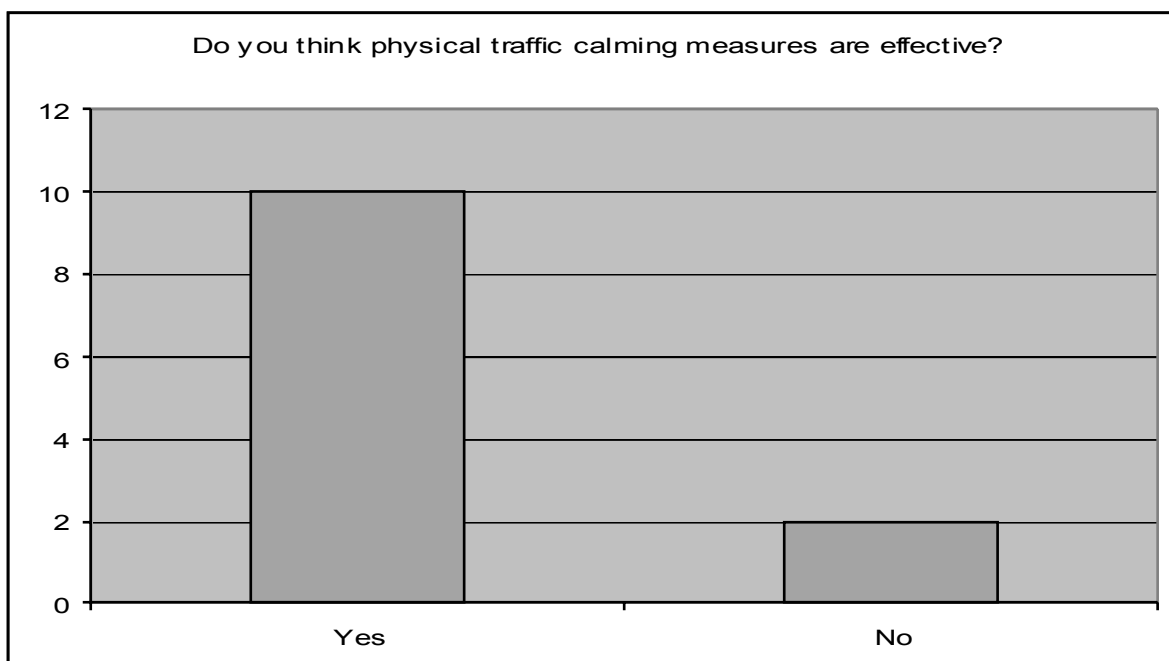
### **South Neighbourhood Consultative Forum – 22 October 2010**

- (a) Concerns raised about how you enforce 20mph limits;
- (b) Some traffic calming restrictions do not make any difference including 30mph limits;
- (c) Look at how Scotland has introduced 20mph zones / limits. In some places in Scotland 20mph zones / limits have been implemented for at least 10 years without physical traffic calming measures being involved; and
- (d) In some places where traffic calming is proposed, it would result in a loss of parking for houses.

### **Questionnaire**

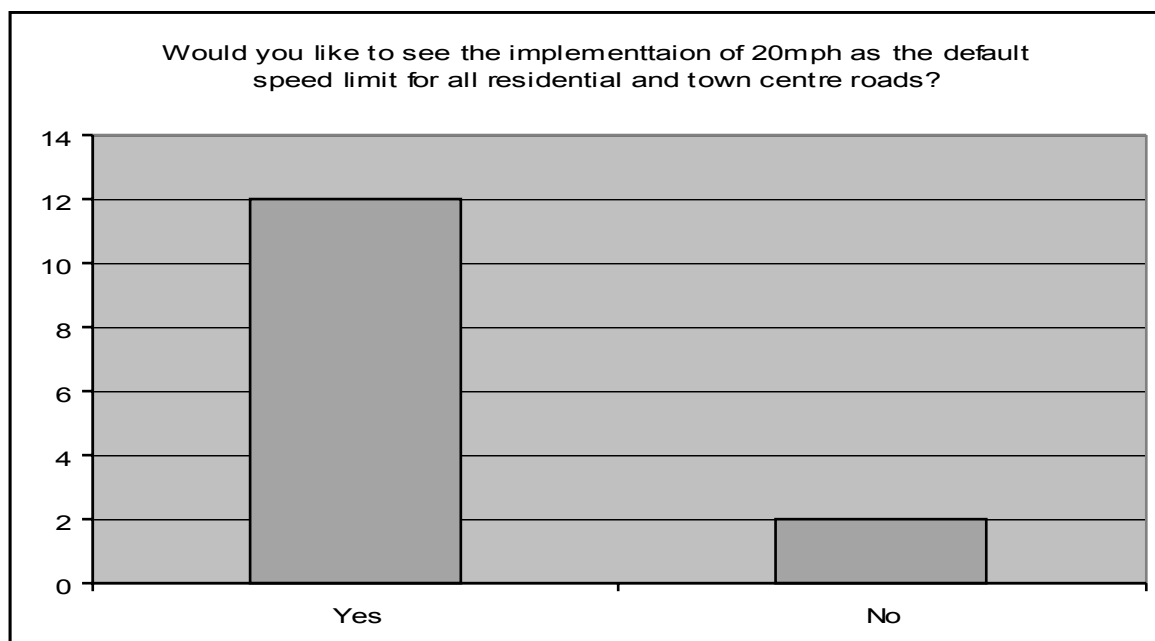
A short questionnaire was distributed at each of the meetings and people were asked to complete the questionnaire. 14 questionnaires were completed and returned. The graphs on page 17 show the responses to each question:-

### Question 1



(Two people said some physical traffic calming measures are effective. Out of these two people, one said humps are effective but not unenforced restrictions)

### Question 2



(one person who answered yes to the above question said if enforced and only on appropriate residential and town centre roads; and one person who answered no said only in residential streets not all town centre roads)

### Question 3

How do you think the Council should be approaching traffic calming issues in light of the budgetary restrictions:-

- (a) 20mph outside schools only;
- (b) Priority streets first including high volume usage streets and taxi 'rat runs';
- (c) Any signage, good value, if enforced – waste of money if not;
- (d) 20's plenty a good idea in certain areas. Will always need some physical calming measures on long, straight roads etc.
- (e) As I am part of Scrutiny I would rather comment on this after the Newcastle visit to see their traffic calming measures;
- (f) More signage rather than physical calming;
- (g) As a safety issue this needs to be a priority. Anything done needs to be things that do not require resourcing and a large amount of policing;
- (h) Make it priority, life is more important than money;
- (i) To install the best they can afford;
- (j) As soon as possible before the funds run out (e.g. 20 mph) (remember speed kills);
- (k) Tarnston Road could do with a censor on the passing vehicles. There are school children walking along this road on their way to and back from High Tunstall School. Residents also have difficulty crossing this road. Also getting cars out of their driveways. The traffic lights at the end of Tarnston Road have turned this road into a rat run, cars travel along this road from as far as Catcote Road onto A179; and
- (l) With a 20 mph limit if possible. Remember speed kills. We would like if possible to have a 20 mph in Tarnston Road due to the increase of traffic and there is also children walking to and from High Tunstall School and residents have a problem coming and going from minor roads into Tarnston Road. 20mph signs would be cheapest.

## **9. HOW TRAFFIC CALMING COULD BE UNDERTAKEN IN HARTLEPOOL IN THE FUTURE UTILISING INNOVATIVE SOLUTIONS, INCLUDING 20'S PLENTY AS A POSSIBLE ALTERNATIVE TO PHYSICAL MEASURES**

- 9.1 As part of the evidence gathering process for the undertaking of this investigation, Members of the Forum attended a site visit on 28 October 2010

to look at and discuss how Newcastle City Council approached traffic calming. Members agreed to visit Newcastle because the Council are into their second year of delivering 20mph zones as part of a three year rolling city wide programme.

### **Site Visit to Newcastle City Council**

- 9.2 Newcastle started with a pilot of 88 roads, which resulted in a decrease in speed and proved popular with residents. Following on from this pilot, Newcastle started to roll out the 20mph scheme to all appropriate neighbourhood streets over a three year period. The scheme is due to be completed in November 2011.
- 9.3 Members were interested to find out about the costs of the scheme and how the scheme was funded. Members were informed that the overall cost of the scheme was 1.4 million, which included 3000 streets rolled out over six phases. The funding had been secured from the Corporate Resource Pool.
- 9.4 In order to keep costs down Newcastle used the minimum amount of signs possible, which were smaller in diameter than the standard 600mm. Existing street furniture was used wherever possible and no signs were illuminated.
- 9.5 Members questioned whether 20mph markings on the road were an option that Newcastle Council had considered. Due to the maintenance costs of road markings Newcastle did not use 20pmh markings on roads.
- 9.6 In order for a 20mph city / town wide limit to be successful, Newcastle was strongly of the opinion that it was about changing people's mindset and the culture of driving, using the phrase 'Education, then engineering, then enforcement'.
- 9.7 Newcastle publicise their 20mph scheme through their Council magazine, in local newspapers, through schools, on Television. Members indicated that one of the good ideas they had taken from the Newcastle visit was the 'accident map' that the authority produced. This was also complimented by ward based accident information which the Forum saw as being a potential source of information that councillors would welcome.
- 9.8 In terms of physical traffic calming measures, Newcastle have not introduced any further physical measures while rolling out their 20mph scheme. Speed surveys / reviews are to be carried out to assess whether there is an additional need for physical measures. If a serious accident occurs and physical measures were required then these would be installed.
- 9.9 Members were interested to hear that Newcastle are also looking to review the speed limits on their rural roads with the aim of reducing the speed to 50mph.

- 9.10 Newcastle was of the opinion that it would be a good idea for local authorities in the region to work together on road safety, for example share ideas and promote road safety on a regional as well as local basis.

**Written Evidence from Other Local Authorities**

- 9.11 Members of the Forum thought that it would be really beneficial to their investigation if they could gain an idea of how other Local Authorities across the country approached the implementation of 20mph on all of their residential streets. Members were particularly interested in the cost of each scheme and how the police enforce the 20mph limit.
- 9.12 The information received from the other Local Authorities is outlined below:-

*(a) Warrington Borough Council*

**ENFORCEMENT:** The Police report that the nature and usage of these routes does not indicate a logical 20 mph limit to road users, which leads to confusion and driver frustration, with associated incidents of aggressive overtaking and tailgating. For these reasons the Police have stated that they could not justify enforcement of a 20mph limit on these roads.

**COSTS:** If an Authority wide 20mph blanket were to be introduced on all of the current urban 30mph limit roads the total cost for signage provision with legal and advertising costs would be approximately £740,000 for 510.7km of Warrington's urban roads, not including advertising and legal costs to make associated Traffic Regulation Orders.

*(b) Islington Council*

**COSTS:** 1.6 million, which is higher than intended. Majority of the cost is through illuminating the signs, as is recommended by guidance. There is also the on going cost of maintenance and electricity.

**ENFORCEMENT:** Police will enforce

*(c) Portsmouth City Council*

**COSTS:** The overall cost of the scheme was £572,988. This was broken down into 4 sections:

- Consultation - £20,626
- Preparation and Supervision - £117,089
- Traffic Surveys - £14,535
- Implementation - £420,738

The scheme covers over 1,200 roads within Portsmouth which is 94% of the total road length. The scheme covers 410km of the 438km road length.

**ENFORCEMENT:** The Police do not enforce the speed limit on a day to day basis although they would stop anyone who is driving in an inconsiderate manor. However the Police work alongside ourselves and Hampshire Fire & Rescue in Education & Enforcement days where they enforce roads that have a speed issue and give the driver the choice of accepting the fixed penalty notice and 3 points or attend an education event that shows the motorist the potential harm dangerous driving can cause through videos, talks, and demonstrations.

*(d) Oxford Council*

**COSTS:** Overall around £330,000. Around £200,000 was for the signing works, with the balance being design etc. and consultation costs.

**ENFORCEMENT:** With limited police resources the speed limit is expected to be self enforcing although enforcement will be carried out where there are exceptional problems. Main concern of the police is that without the widespread use of physical calming measures, compliance with a 20mph limit will be low, which not only will reduce the safety and wider benefits but also lead to demands for enforcement which could place a severe strain on police resources.

*(e) North Lanarkshire Council*

Information on cost was not received

**ENFORCEMENT:** Predominantly self enforcing but some police activity taking place due to Scottish Police forces not being subject to Association of Chief Police Officers guidance.

**Evidence from the organisation 20's Plenty For Us**

- 9.13 The Forum was very pleased to receive evidence from the organisation 20's Plenty for Us which is a national voluntary organisation supporting communities who want to lower speeds for residential streets, which was established in 2007.
- 9.14 To set the scene, the 20's Plenty for Us campaign works with many other Road Danger Reduction organisations including Roadpeace and Living Streets, and is also a member of the Parliamentary Advisory Committee on Road Safety and the European Transport Safety Council. The organisation provided evidence to the UK Transport Select Committee, London Assembly,

National Audit Office, and recently Roads Service on their consultation on setting Local Speed Limits for Northern Ireland.

- 9.15 Members of the Forum were informed that the UK has a good overall safety record and when the number of road deaths per 100,000 population was measured, the UK was the second lowest behind the Netherlands. However, the same statistic for the number of child deaths per 100,000 population in the UK was way behind many countries. The Health Development Agency estimated that the reduction in children's deaths and injuries if 20 mph was the speed limit on residential roads could be as high as 67%.
- 9.16 Based on the EU CARE database figures from 2005, pedestrian fatalities as a percentage of total road fatalities was 20% for the British Isles against an average of 11.7% for Northern Europe and 14.2% for southern Europe. The percentage of pedestrian deaths was also increasing in the UK.
- 9.17 Members were interested to hear about the Sunflower report which compared Road Safety in Sweden, the UK and the Netherlands. This was done by comparing the fatalities per 10 billion kilometres travelled which measured the exposure to risk of fatality for various transport modes. This showed that while car fatalities per 10 billion kilometres was lower in the UK (2.9) than Sweden (4.27) and the Netherlands (3.35), the figures for cyclist fatalities were double in the UK (31.75) when compared to Sweden (15.67) and the Netherlands (13.11).
- 9.18 In summary, the views of the 20's Plenty organisation were that:-
- (a) the UK maintains speed limits on residential and urban roads which are 60% higher than countries in Northern Europe; and
  - (b) the UK has failed to engineer roads for cyclists and pedestrians
- 9.19 Following the presentation from 20's Plenty, Members questioned whether there were statistics showing the benefits of 20mph zones? It was reported that Portsmouth had implemented 20mph zones over a very large area and had recorded a 20% reduction in casualties. On narrower roads there had been little reduction in overall speeds, though average speeds on larger roads had shown a 6.5mph reduction.
- 9.20 Members were interested to hear that other Local Authorities had met the costs of implementation through their existing transport budgets. Members also considered the money that would be saved by the emergency services, NHS etc by reducing the number and severity of road accident casualties in residential areas.
- 9.21 Members expressed concern to the representative from the 20's Plenty organisation about using 20mph in isolation without physical traffic calming measures. Members were informed that in isolation 20mph limits did frequently need accompanying by physical measure but when done over a large residential area they did tend to be self enforcing. Members commented



that perhaps 20mph speed limits should be applied across the country as the smoking ban had worked effectively this way.

### **Evidence from Cleveland Police Force**

- 9.22 The Forum invited a representative from Cleveland Police Force to share his views on the implementation of 20mph limits. The police representative indicated that he had supported the traffic calming initiatives that had been implemented in Hartlepool to date in the interests of road safety and speed reduction. On the issue of blanket 20mph speed limits, the representative indicated that he probably on balance did not support their implementation due to the difficulties in enforcement. It was acknowledged that the roads in Cleveland were now the safest that they had ever been. The collision and casualty data for Hartlepool was shared with the Forum:-

	<b>Collisions</b>			<b>Casualties</b>		
	Fatal	Serious	Slight	Fatal	Serious	Slight
Whole of 2008	4	20	121	5	24	209
Whole of 2009	4	19	127	5	20	191
Up to 30/9/2010	0	21	82	0	22	116

**Contributory Factor 306 “Exceeding the speed limit”** involved in the above collisions:

Whole of 2008	= 6
Whole of 2009	= 5
Up to 30/9/2010	= 3

- 9.23 In terms of the contributory factor 306, Members were informed that when an officer submits a collision report (a report is required for every injury collision ranging from slight to fatal) the officer is asked to give the main causation factor for the collision along with other factors that may be relevant. As you can see from the low number above in comparison to the total number of collisions it is very difficult for an officer to attribute excess speed as the main causation factor.

**Speeding offences** detected by the Safety Camera Team on Hartlepool only sites:

Whole of 2008	= 2020
Whole of 2009	= 1494
Up to 30/9/2010	= 1277

- 9.24 All of the above offences have been detected on 30mph speed restricted roads, these figures would be greatly reduced if the 20mph limit was introduced across a high percentage of roads, (excluding main arterial and distributor routes).

- 9.25 Cleveland Police also discussed enforcement issues with the following 4 police forces who have towns/cities within their area where a Local Authority has introduced 20mph speed limits.

*(a) Thames Valley Police/Oxford L.A.*

The view from Thames Valley Police is that the 20mph speed limits are self enforcing only, this is due to two reasons. Firstly the enforcement of 20mph limits is contrary to the Association of Chief Police Officers (ACPO) advice and secondly that they seem to have a big problem with the speed restriction signs not being installed correctly therefore making them illegal.

*(b) Hampshire Police/Portsmouth L.A.*

Self enforcing and additional road calming measures put in place in problematic areas, i.e. speed humps, chicanes and other physical measures.

*(c) Cheshire Police/Warrington L.A.*

Self enforcing in the main but see attached report.

*(d) Strathclyde Police/North Lanarkshire L.A.*

Predominantly self enforcing but some police activity taking place due to Scottish Police forces not being subject to ACPO guidance.

- 9.26 In conclusion with the exception of the Scottish Force it would appear that police enforcement of the 20mph speed limits does not take place in the other Local Authority areas canvassed. The reliance in these areas is that the 20mph speed limits are self enforcing and are often accompanied by additional road calming/physical measures. The Department of Transport guidance is as follows –

“Successful 20mph speed limits should generally be self enforcing. 20mph speed limits are unlikely to be complied with on roads where vehicle speeds are substantially higher, (than an average of 24mph), and, unless such limits are accompanied by the introduction of traffic calming measures, police forces may find it difficult to routinely enforce the 20mph limit.”

- 9.27 The guidance specifically states that 20mph speed limits should be used for individual roads, or for a small number of roads, and that they are only suitable where:

- (a) Vehicle speeds are already low (average 24mph or below); or
- (b) Where additional traffic calming measures are planned as part of a strategy.

- 9.28 What needs to be considered by the Local Authority is not only the cost of signing all of the roads but also the additional cost of traffic calming measures that will be needed on some of the more problematic roads. The police representative also felt that full public consultation needed to take place.
- 9.29 Despite the problems around enforcement, (technical and ACPO guidance), the police representative is fully supportive of any measures that will reduce the number of road casualties. Statistics show that a 1% drop in average speed limits will bring about a 6% drop in road casualties which can only be positive.

#### **Evidence from Cleveland Fire Authority**

- 9.30 Cleveland Fire Authority commented that the brigade would welcome any future consultation on traffic calming measures in the town, as response times were the brigade's main concern. Any measures that reduced the number of serious accidents would be welcomed.

### **10. CURRENT AND FUTURE BUDGET PRESSURES AND HOW TRAFFIC CALMING COULD BE PROVIDED IN THE FUTURE**

- 10.1 The Forum explored the impact of current and future budget pressures on the way in which traffic calming is provided in Hartlepool, along with how traffic calming could be provided in the future, giving due regard to improving the effectiveness and efficiency of the service and how the service could be provided at a reduced financial cost (within the resources available in the current economic climate).

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

- 10.2 Members received a presentation outlining the current budget situation from the Regeneration and Neighbourhoods Department. Accident statistics in Hartlepool had shown a significant improvement over the past twelve years. The majority of accidents were on main roads with the top three sites being A689 (Burn Road to Brenda Road), A179 (A19 to Hart roundabout) and Tees Road (Brenda Road to Elizabeth Way). Only six of the top 20 sites for accidents in the borough would be eligible to be in a 20mph zone. If 20mph limits were to be introduced in the town, then it was suggested that these should be concentrated on the residential estates, busy pedestrian areas and parts of the town centre. 20mph limits would also be used to maintain the effectiveness of the current schemes around schools. A map was circulated in the meeting highlighting the current and proposed 20mph zones including those routes that should maintain at their current speed limits (attached as **Appendix A**).
- 10.3 Members questioned how such a scheme would be funded. Currently the Council received around £100,000 a year for Local Transport Plan Safety Schemes with an average local contribution from the Neighbourhood Consultative Forums and Neighbourhood Action Plans of £60,000 a year, dependant on the type of scheme. However, due to cuts in local government

funding, it was expected that this funding would be reduced. This would mean that a large number of safety schemes already listed, could not be delivered. The Council was expecting the Local Transport Plan to be significantly cut, so unless there was some other funding available, 20mph would have to be phased and probably over longer than three years. The Government has recently announced a Sustainable Transport Fund, which Councils can apply to for funding to implement community schemes.

- 10.4 In light of this Members asked for a cost to implement 20mph limits on all the residential streets in Hartlepool. Members were informed that it would cost around £150,000. This would obviously need to be phased over a number of years and some areas would be easier to implement than others depending on the geographical area and the number of signs needed. Officers indicated that there was a general approach within the authority to ‘de-clutter’ highways by reducing the amount of signs used. 20mph zones may only need signage at the entrance to areas rather than on every street and at every junction, which would bring costs down significantly. The department would endeavour to meet the costs from existing budgets and apply to all appropriate funding streams.

- 10.5 20mph limits had been piloted in certain areas of the town and Members were presented with the speed survey results before and after implementation.

	Before	After	Change
<b>Newlands Ave</b>	27mph	29.5mph	+2.5mph
<b>Claremont Drive</b>	28.5mph	29.5mph	+1mph
<b>Eamont Gardens</b>	24.5mph	25.5mph	+1mph
<b>Eldon Grove</b>	33mph	27.5mph	-5.5mph

- 10.6 Members noted that all but one pilot area had increased in speed after implementation. Members did feel that some of the issues in the Elwick Road 20mph zone were to do with it not including the whole of the residential area and it was considered that to work, the zones needed to apply to the whole community area.
- 10.7 Members questioned traffic calming measures on new housing developments and whether there was a requirement for the developer to install physical traffic calming measures. Members were informed that there was a requirement and Members suggested that this be reviewed as it is contradictory to the roll out of 20 mph limits. The Forum also discussed roads

which had not yet been adopted by the Council and thought that it was important to work with developers to implement 20mph limits.

## **11. CONCLUSIONS**

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

- (a) That implementing 20mph speed limits on all appropriate residential streets is in the interest of safety for pedestrians and cyclists. 20's Plenty is about the pedestrian / cyclists / residents taking back the ownership of their streets;
- (b) That a 20's Plenty approach on all appropriate residential streets in Hartlepool is the way forward as funding for physical measures is reducing meaning less physical measures can be delivered;
- (c) That the 20's Plenty approach is about changing people's mindset rather than implementing physical traffic calming measures;
- (d) That there is consistent feedback from the public in support of a 20's Plenty approach in residential areas;
- (e) That engaging with the public and educating communities is key to the success of a 20's Plenty approach. The message to the public has to be centred on safety for residents and their families;
- (f) That in order for 20mph speed limits to work across all residential areas, it needs to be looked at from a geographical perspective, for example, major roads and distributor road should not be 20mph;
- (g) That the implementation of the 20mph limits on all appropriate residential streets in Hartlepool may take several years but would find wide public support;
- (h) That streets with parked cars tended to act as a natural traffic calming measure to slow motorists down. However, inconsiderate parking especially outside of schools is a problem;
- (i) That 20mph speed limits in isolated locations do not decrease speed as some people do not adhere to the speed as it is only over a small area;
- (j) That speeds do reduce if a 20mph speed limit is implemented over a large residential area;
- (k) That accidents have continued to reduce over recent years and Councillors / officers should be congratulated on their approach to physical traffic calming measures. However, funding for physical traffic calming schemes is reducing;

- (l) That Cleveland Police and Cleveland Fire Authority are fully supportive of any measures that will reduce the number of road casualties and would welcome consultation on any new traffic calming proposals;
- (m) That 20mph speed limits would not be a priority for the police and are unlikely to be enforced. However, dialogue will continue with the local force, which will be determined by future trends and legislation; and
- (n) That implementation costs can be kept to a minimum by installing smaller signs at the entrance to residential streets which are not illuminated.

## **12. RECOMMENDATIONS**

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

- (a) That the Council implements 20mph speed limits on all appropriate residential streets in Hartlepool, and in doing so:-
  - (i) undertakes a full public consultation (before the scheme is rolled out) with Councillors, residents, the emergency services; schools; businesses and all other relevant bodies;
  - (ii) discusses and shares information with regional local authorities to develop the best way possible for Hartlepool to roll out 20mph speed limits;
  - (iii) does not install any new physical traffic calming measures in residential areas, unless, following speed surveys or accidents it is thought necessary in order to slow traffic down further;
  - (iv) when it becomes necessary to replace speed humps, the most appropriate cost effective solution be used;
  - (v) continues to deliver school safety schemes;
  - (vi) develops a set of criteria (including accident statistics, schools in the area, local street patterns and existing traffic calming provision) to assess how the scheme will be rolled out;
  - (vii) publicises the roll out of 20mph limits in the Council's magazine, Hartbeat; through the local press, radio and schools; and on the Council's website to encourage a change in driver behaviour and attitude; and

- (viii) reviews the planning requirements relating to the installation of physical traffic calming measures on new housing developments with a view to implementing 20mph speed limits as opposed to physical traffic calming and works with developers to implement 20mph limits on new housing estates where the roads have not yet been adopted by the Council.
- (b) That the costs for the 20mph scheme be funded through the Local Transport Plan and appropriate funding streams and be phased over a number of years with the aim of full implementation by March 2014;
- (c) That the Council explore all possible options to try and secure further funding for the delivery of the 20mph scheme, such as the Sustainable Transport Fund; the Neighbourhood Consultative Forums; the Neighbourhood Action Plans and partnership working with other organisations;
- (d) That the Council work with local schools to stop inconsiderate parking and raise awareness of road safety in conjunction with the Council's Parking Strategy, given the strength of public opinion in this area; and
- (e) That the Council circulate an accident map and ward based accident information to all Councillors as a means of communicating this information to residents.

## **15. ACKNOWLEDGEMENTS**

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

### Hartlepool Borough Council:

Councillor Peter Jackson – Portfolio Holder for Transport and Neighbourhoods

Alastair Smith - Assistant Director, Transportation and Engineering

Mike Blair - Highways, Traffic and Transportation Manager

Peter Frost – Traffic Team Leader

External Representatives

Rod King - 20's Plenty for Us

Inspector Mick Little – Cleveland Police Force

Gordon Goodison – RTC Reduction Manager, Cleveland Fire Brigade

Road Safety Great Britain North East

Newcastle City Council

Warrington Borough Council

Portsmouth City Council

Oxford City Council

Islington Council

North Lanarkshire Council

St. John Vianney School and Children's Centre

West View Primary School

Holy Trinity Church of England Primary School

Kingsley Primary School

Local residents

**COUNCILLOR STEPHEN THOMAS  
CHAIR OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

**MARCH 2011**

**Contact Officer:-** Laura Stones – Scrutiny Support Officer  
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## BACKGROUND PAPERS

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

- (i) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into 20's Plenty – Traffic Calming Measures – Scoping Report' presented to the Neighbourhood Services Scrutiny Forum of 4 August 2010.
- (ii) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming Measures – Setting The Scene Presentation: Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 15 September 2010.
- (iii) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming Measures - Evidence from the Member of Parliament for Hartlepool and the Authority's Portfolio Holder for Transport and Neighbourhoods - Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 15 September 2010.
- (iv) Presentation from Officers from the Regeneration and Neighbourhoods Department entitled 'Traffic Calming Policies and Procedures' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 15 September 2010.
- (v) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming Measures – Types and Effectiveness of Traffic Calming Measures used Locally: Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 27 October 2010.
- (vi) Report of the Scrutiny Support Officer entitled 'Traffic Calming Measures – Types and Effectiveness of Traffic Calming Measures used Nationally and how Traffic Calming could be undertaken in the Future Utilising Innovative Solutions, such as 20's plenty: Covering Report' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (vii) Presentation from the Regeneration and Neighbourhoods Department entitled '20mph... and other Traffic Calming Measures' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (viii) Presentation from Rod King, 20's Plenty entitled '20's Plenty – How Everyone Wins' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (ix) Feedback from the site visit around Hartlepool presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (x) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming

- Measures – Feedback from the Neighbourhood Consultative Forums and Site Visit to Newcastle City Council: Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 10 November 2010.
- (xi) Report of the Scrutiny Support Officer entitled ‘20’s Plenty – Traffic Calming Measures – Current and Future Budgetary Restrictions: Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 10 November 2010.
  - (xii) Presentation from the Regeneration and Neighbourhoods Department entitled ‘20mph...The Way Forward’ presented to the Neighbourhood Services Scrutiny Forum of 10 November 2010.
  - (xiii) Feedback from the site visit to Newcastle City Council presented to the Neighbourhood Services Scrutiny Forum of 10 November 2010.
  - (xiv) Minutes of the Neighbourhood Services Scrutiny Forum held on 4 August 2010, 15 September 2010, 27 October 2010 and 10 November 2010.
  - (xv) Written evidence from schools, other local authorities and partner organisations presented to the Neighbourhood Services Scrutiny Forum of 11 November 2010.
  - (xvi) Department for Transport – A Safer Way – Consultation on Making Britain’s Roads the Safest in the World.
  - (xvii) Department for Transport - Government Circular 01/06 - Setting Local Speed Limits.
  - (xviii) 20’s Plenty for Us – The case for 20 mph as the default speed limit for residential roads – March 2009.
  - (xix) 20’s Plenty for Us – Information for Local Authorities regarding the Implications of 20 mph speed limits / zones – June 2010.

# CABINET REPORT

21 March 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** ACTION PLAN – 20's PLENTY – TRAFFIC CALMING MEASURES

---

## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Neighbourhood Services Scrutiny Forum's investigation into '20's Plenty – Traffic Calming Measures'.

### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the '20's Plenty – Traffic Calming Measures' Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

### 3. RELEVANCE TO CABINET

- 3.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Neighbourhood Services Scrutiny Forum. Attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).

### 4. TYPE OF DECISION

- 4.1 Non-Key.

### 5. DECISION MAKING ROUTE

- 5.1 The Action Plan and the progress of its implementation will be reported to the Neighborhood Services Scrutiny Forum in the new Municipal Year (subject to availability of the appropriate Portfolio Holder(s)).

**6. DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Neighbourhood Services Scrutiny Forum's investigation into '20's Plenty – Traffic Calming Measures'.

**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** ACTION PLAN - 20'S PLENTY – TRAFFIC CALMING MEASURES

---

**1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Neighbourhood Services Scrutiny Forum's investigation into '20's Plenty – Traffic Calming Measures'.

**2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Neighbourhood Services Scrutiny Forum's investigation into '20's Plenty – Traffic Calming Measures', attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder(s).
- 2.2 The aim of the investigation was to explore the way forward for the provision of traffic calming measures in Hartlepool.

**3. ACTION PLAN**

- 3.1 As a result of the Neighbourhood Services Scrutiny Forum's investigation into '20's Plenty – Traffic Calming Measures', the following recommendations have been made:-
- (a) That the Council implements 20mph speed limits on all appropriate residential streets in Hartlepool, and in doing so:-
- (i) undertakes a full public consultation (before the scheme is rolled out) with Councillors, residents, the emergency services; schools; businesses and all other relevant bodies;
  - (ii) discusses and shares information with regional local authorities to develop the best way possible for Hartlepool to roll out 20mph speed limits;

- (ii) does not install any new physical traffic calming measures in residential areas, unless, following speed surveys or accidents it is thought necessary in order to slow traffic down further;
  - (iii) when it becomes necessary to replace speed humps, the most appropriate cost effective solution be used;
  - (iv) continues to deliver school safety schemes;
  - (v) develops a set of criteria (including accident statistics, schools in the area, local street patterns and existing traffic calming provision) to assess how the scheme will be rolled out;
  - (vi) publicises the roll out of 20mph limits in the Council's magazine, Hartbeat; through the local press, radio and schools; and on the Council's website to encourage a change in driver behaviour and attitude; and
  - (viii) reviews the planning requirements relating to the installation of physical traffic calming measures on new housing developments with a view to implementing 20mph speed limits as opposed to physical traffic calming and works with developers to implement 20mph limits on new housing estates where the roads have not yet been adopted by the Council.
- (b) That the costs for the 20mph scheme be funded through the Local Transport Plan and appropriate funding streams and be phased over a number of years with the aim of full implementation by March 2014;
  - (c) That the Council explore all possible options to try and secure further funding for the delivery of the 20mph scheme, such as the Sustainable Transport Fund; the Neighbourhood Consultative Forums; the Neighbourhood Action Plans and partnership working with other organisations;
  - (d) That the Council work with local schools to stop inconsiderate parking and raise awareness of road safety in conjunction with the Council's Parking Strategy, given the strength of public opinion in this area; and
  - (e) That the Council circulate an accident map and ward based accident information to all Councillors as a means of communicating this information to residents.

3.2 An Action Plan in response to these recommendations has now been produced in consultation with the appropriate Portfolio Holder(s) and is attached at **Appendix A** which is to be submitted to the Neighbourhood Services Scrutiny Forum in the new Municipal Year (subject to the availability of appropriate Portfolio Holder(s)).

**4. RECOMMENDATION**

- 4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Neighbourhood Services Scrutiny Forum's investigation into '20's Plenty – Traffic Calming Measures'.

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: 20's Plenty – Traffic Calming Measures

DECISION MAKING DATE OF FINAL REPORT: March 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(a)	That the Council implements 20mph speed limits on all appropriate residential streets in Hartlepool, and in doing so:-	Neighbourhood Services Scrutiny Forum approved the implementation of 20mph limits on appropriate residential streets at the meeting of 19 January.	Estimated £150,000 required from the Local Transport Plan for implementation programme.	Peter Frost	31 March 2014
(i)	undertakes a full public consultation (before the scheme is rolled out) with Councillors, residents, the emergency services; schools; businesses and all other relevant bodies;	Consultation exercise to commence in new financial year (2011/12).	Consultation costs to be met from overall scheme budget.	Peter Frost	31 July 2011
(ii)	discusses and shares information with regional local authorities to develop the best way possible for Hartlepool to roll out 20mph speed limits;	Discussions to take place with neighbouring authorities prior to consultation. Have already met with Newcastle City Council as part of scrutiny investigation. Networking to continue with other 20's Plenty authorities.	N/A	Peter Frost	30 April 2011



## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: 20's Plenty – Traffic Calming Measures

DECISION MAKING DATE OF FINAL REPORT: March 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(iii)	does not install any new physical traffic calming measures in residential areas, unless, following speed surveys or accidents it is thought necessary in order to slow traffic down further;	Physical traffic calming schemes to be installed as a last resort, and will be prioritised using accident records and speed survey results.	Scheme dependent.	Peter Frost	21 March 2011
(iv)	when it becomes necessary to replace speed humps, the most appropriate cost effective solution be used;	Either tarmac or pre-formed humps to be used, dependent on cost.	Scheme dependent, as part of highway maintenance.	Peter Frost/ Kevin Young	21 March 2011
(v)	continues to deliver school safety schemes;	School safety schemes to continue as part of Local Transport Plan.	Scheme dependent. Funded from LTP, plus Neighbourhood Forums, etc, where possible.	Peter Frost/ Peter Nixon	One school per year from LTP budget - 31 March 2012.

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: 20's Plenty – Traffic Calming Measures

DECISION MAKING DATE OF FINAL REPORT: March 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(vi)	develops a set of criteria (including accident statistics, schools in the area, local street patterns and existing traffic calming provision) to assess how the scheme will be rolled out;	Existing safety scheme criteria to be developed, to suit 20's Plenty implementation.	N/A	Peter Frost	30 April 2011
(vii)	publicises the roll out of 20mph limits in the Council's magazine, Hartbeat; through the local press, radio and schools; and on the Council's website to encourage a change in driver behaviour and attitude; and	To be carried out following consultation exercise.  A local radio discussion has also been organised.	N/A	Peter Frost	30 September 2011 initially, and ongoing throughout implementation programme.

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: 20's Plenty – Traffic Calming Measures

DECISION MAKING DATE OF FINAL REPORT: March 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(viii)	Reviews the planning requirements relating to the installation of physical traffic calming measures on new housing developments with a view to implementing 20mph speed limits as opposed to physical traffic calming and works with developers to implement 20mph limits on new housing estates where the roads have not yet been adopted by the Council.	To be done on a Tees Valley wide basis, through the Tees Valley Residential Development Working Party Group.	N/A	Mike Blair	31 July 2011
(b)	That the costs for the 20mph scheme be funded through the Local Transport Plan and appropriate funding streams and be phased over a number of years with the aim of full implementation by March 2014;	It is proposed to implement the scheme over the next 3 years (up to March 2014), and this is reflected in LTP budgets.	Included in LTP.	Mike Blair	31 March 2014

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: 20's Plenty – Traffic Calming Measures

DECISION MAKING DATE OF FINAL REPORT: March 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE	
(c)	That the Council explore all possible options to try and secure further funding for the delivery of the 20mph scheme, such as the Sustainable Transport Fund; the Neighbourhood Consultative Forums; the Neighbourhood Action Plans and partnership working with other organisations;	Discussions have already taken place with Neighbourhood Forums over funding specific areas, and other options will also be investigated.	Possible reduced burden on LTP budgets.	Peter Frost	31 March 2013
(d)	That the Council work with local schools to stop inconsiderate parking and raise awareness of road safety in conjunction with the Council's Parking Strategy, given the strength of public opinion in this area; and	An ongoing programme of road safety training and parking enforcement around schools is already in place.  A further initiative is to be rolled out in April 2011, in the form of a mobile camera enforcement car, which will utilise number plate recognition technology.	N/A  £40,000	Paul Watson/ Phil Hepburn  Phil Hepburn	21 March 2011  30 April 2011

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

NAME OF FORUM: Neighbourhood Services Scrutiny Forum

NAME OF SCRUTINY ENQUIRY: 20's Plenty – Traffic Calming Measures

DECISION MAKING DATE OF FINAL REPORT: March 2011

RECOMMENDATION		EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(e)	That the Council circulate an accident map and ward based accident information to all Councillors as a means of communicating this information to residents.	Ward specific data to be circulated to members on a monthly basis.	N/A	Peter Frost	30 April 2011

# CABINET REPORT

21 March 2011



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

**Subject:** FINAL REPORT – WORKING NEIGHBOURHOODS FUND

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## SUMMARY

### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to outline the findings and conclusions of the Regeneration and Planning Services Scrutiny Forum's investigation into 'Working Neighbourhoods Fund'.

### 2. SUMMARY OF CONTENTS

- 2.1 The Final Report outlines the overall aim of the scrutiny investigation, terms of reference, methods of investigation, findings, conclusions, and subsequent recommendations.

### 3. RELEVANCE TO CABINET

- 3.1 It is Cabinet's decision to approve the recommendations in this report.

### 4. TYPE OF DECISION

- 4.1 This is a Non-key decision.

### 5. DECISION MAKING ROUTE

- 5.1 The final report was approved by Scrutiny Co-ordinating Committee on 25 February 2011. Cabinet is requested to consider, and approve, the report at today's meeting.

### 6. DECISION(S) REQUIRED

- 6.1 Cabinet is requested to approve the recommendations outlined in section 12.1 of the bound report, which is attached to the back of the papers for this meeting.

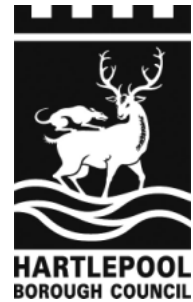


# **REGENERATION AND PLANNING SERVICES SCRUTINY FORUM**

**FINAL REPORT  
WORKING NEIGHBOURHOODS FUND**

**MARCH 2011**

**CABINET**  
**21 MARCH 2011**



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

**Subject:** FINAL REPORT – WORKING NEIGHBOURHOODS FUND

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**1. PURPOSE OF REPORT**

- 1.1 To present the findings of the Regeneration and Planning Services Scrutiny Forum following its investigation into the 'Working Neighbourhoods Fund'.

**2. SETTING THE SCENE**

- 2.1 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 8 July 2010, Members determined their work programme for the 2010/11 Municipal Year. The issue of 'Working Neighbourhoods Fund' was selected as the first Scrutiny topic for consideration during the current Municipal Year.
- 2.2 The Working Neighbourhoods Fund (WNF) was introduced in April 2008 to support local authorities' efforts to promote enterprise, tackle worklessness and reduce levels of deprivation in the most deprived areas of the country. The fund replaced the Neighbourhood Renewal Fund (NRF) and incorporated the Deprived Areas Fund (DAF) to create a single discretionary fund for local authorities to work with their partners at a local level. The withdrawal of the WNF will have a major impact on the worklessness agenda in Hartlepool.

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

- 3.1 The overall aim of the scrutiny investigation was to assess the reduction and potential withdrawal of the Working Neighbourhoods Fund, its impact on the worklessness agenda and giving consideration to any potential future funding streams available to maintain service provision and to support how such funds may be utilised.



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

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

- (a) To gain an understanding of the overall aim of the services the WNF provides and what positive outcomes look like;
- (b) To examine how WNF services are currently provided in Hartlepool (including the input of partner organisations) and explore their effectiveness, particularly with regard to the worklessness agenda;
- (c) To determine the impact of the reduction and potential withdrawal of the Working Neighbourhood Fund;
- (d) To consider the options for the continuation of WNF service provision giving due regard to:
  - (i) How services could continue to be provided (within the resources available in the current economic climate);
  - (ii) How services can be delivered more efficiently and effectively, particularly in relation to the worklessness agenda.

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

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

Councillors Barclay, Cranney, Cook, Gibbon, James, A E Lilley, London, Rogan and Wells.

Resident Representatives:

Ted Jackson, John Maxwell and Angie Wilcox.

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

6.1 Members of the Regeneration and Planning Services Scrutiny Forum met formally from 12 August 2010 to 20 January 2011 to discuss and receive evidence relating to this investigation. A detailed record of the issues raised during these meetings is available from the Council's Democratic Services.

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

- (a) Detailed Officer presentations and reports supplemented by verbal evidence;

- (b) Evidence from the Authority's Portfolio Holder for Regeneration and Economic Development;
- (c) Presentation and verbal evidence from a representative from the Hartlepool Voluntary Development Agency; and
- (d) Verbal and written evidence received from representatives of jobs and the economy themed WNF programmes.

## **FINDINGS**

### **7 OVERALL AIM OF THE SERVICES THE WNF PROVIDES AND WHAT POSITIVE OUTCOMES LOOK LIKE**

- 7.1 The Regeneration and Planning Services Scrutiny Forum met on 9 September 2010 where Members received detailed evidence from the Economic Development Manager and the Employment Development Officer regarding the historical development of the Working Neighbourhoods Fund (WNF), the areas of the town covered by the fund and details of jobs and the economy themed programmes. As part of the evidence, the Employment Development Officer highlighted priority groups the fund targets and the level of funds allocated to the Voluntary and Community Sector (VCS) in Hartlepool.
- 7.2 During the presentation by the Employment Development Officer Members of the Forum were informed that the aim of the WNF was to turn around long term unemployment in the most disadvantaged communities and that the fund was dedicated to local councils and community organisations to address worklessness, skills and enterprise and reduce levels of deprivation in the most deprived areas of the country.
- 7.3 The Forum learned that the total WNF allocated to Hartlepool in 2010/11 was over £5 million and that since 2008 approximately 60 projects per year had been approved by the Local Strategic Partnership (LSP) to deliver bespoke initiatives which had considerably improved economic growth and narrowed the gap within local areas.
- 7.4 The Forum was informed that the WNF links into other initiatives and funding streams including the Regional Employability Framework (REF). This was designed to provide a framework through which partners are able to connect and deliver national priorities for economic development, employment, skills and neighbourhood renewal both at regional, sub-regional and local level.
- 7.5 Members learned that the Department for Work and Pensions (DWP) and Skills Funding Agency (SFA) commissioning and tendering processes are increasingly requiring that all partners deliver employment and training activities in line with the REF. Alongside this, Hartlepool has reconfigured WNF to ensure that it follows the REF and compliments other external funding opportunities. Through creation of the REF model, jobs and the

economy themed projects are provided with the ability to deliver all elements of the journey from initial engagement through to sustained employment. The WNF programmes have been commissioned to add value to existing mainstream service available from agencies including Job Centre Plus and Connexions.

7.6 The Forum noted that the benefits of WNF are that it can be matched with a wide variety of funding streams including:-

- Third Sector funding including Northern Rock, Comic Relief and Lottery Funding
- European Social Fund (ESF)
- European Regional Development Fund (ERDF)
- Future Jobs Fund (FJF)
- SFA, i.e. Train2Gain
- Single Programme Funding

7.7 Members were pleased to note that Hartlepool has fully maximised the matching of WNF with other funding streams and partners have been able to offer enhanced services to clients.

7.8 The Forum acknowledged that positive outcomes have been achieved through the use of the WNF where individuals have been supported back into work, to live independently and run their own affairs. Members were also encouraged to note that opportunities for young people to gain employment through programmes such as the Future Jobs Fund, with the appropriate support in place, had proven successful.

7.9 Members were particularly interested in gaining an insight into the business assistance programmes offered by the Council. At the meeting of the Regeneration and Planning Services Scrutiny Forum on the 14 October 2010 the Economic Development Manager indicated that this business assistance programme included advice on HR and current legislation. Financial assistance was also given on a case by case basis including business rate relief and possible rate holiday periods for small to medium enterprises facing financial hardship; individual applications for this assistance were considered by the Portfolio Holder for Finance and Procurement.

## **8 HOW WNF SERVICES ARE CURRENTLY PROVIDED IN HARTLEPOOL AND THEIR EFFECTIVENESS**

8.1 The Members of the Regeneration and Planning Services Scrutiny Forum gathered evidence from a number of different sources in relation to the delivery and effectiveness of WNF services in Hartlepool. Information considered by Members is detailed overleaf:-

### **Evidence from the Economic Development Team**

- 8.2 The Regeneration and Planning Services Scrutiny Forum met on 9 September 2010 and received evidence from the Economic Development Manager and the Employment Development Officer on the jobs and the economy themed services provided through the WNF by Hartlepool Borough Council and the Community and Voluntary Sector within the town.
- 8.3 Members learned that there were 66 WNF programmes being delivered in 2010/11, of which 27 were of the jobs and the economy theme. Members were asked to note that other worklessness programmes also exist under the lifelong learning and health & social care themes. The services provided by the 27 jobs and the economy themed projects included the following:
- Engagement with hard to reach groups
  - Information, Advice and Guidance (IAG) Interviews
  - Regular Jobsearch facilities
  - Self-employment and new business start up advice
  - Pre-employment programmes (including preparing for interviews)
  - Volunteering opportunities
  - Links to sector specific training
  - Grants and subsidies for residents to enter into employment and training
  - Intermediate Labour Market (ILM) placements
  - In-work mentoring and aftercare support
  - Pastoral support
  - Specialist support including mental health provision and benefits advice
- 8.4 The Forum was informed that there are key priority groups living within the WNF areas that have been identified as being disadvantaged within the labour market. The jobs and economy themed WNF is particularly targeted at the groups shown below:
- Young people who are at risk of/or who are not in employment, education or training (NEET)
  - Young unemployed/Long term unemployed
  - Adults on incapacity or other sickness related benefits
  - Lone parents
  - Adults with caring responsibilities
  - Adults with no or low level skills
  - Adults with mental health issues or learning disabilities
  - People with disabilities and long term limiting illnesses
  - Ex Offenders
  - Adults at risk of becoming /or who are homeless
  - Adults with drug and alcohol misuse problems

- 8.5 Members of the Forum were advised that the Voluntary and Community Sector (VCS) receives approximately 40% of the overall WNF jobs and the economy themed budget.
- 8.6 Table 1 highlights the VCS contribution to WNF outputs for 2008/09 and 2009/10 relating to residents entering employment, training and volunteering as shown below:-

**Table 1 VCS Contribution to WNF outputs.**

<b>WNF Outputs</b>	<b>VCS 08/09</b>	<b>Total WNF 08/09</b>	<b>VCS 09/10</b>	<b>Total WNF 09/10</b>
Residents into Employment	303	640	334	874
Residents into Training	305	935	443	1260
Residents into Volunteering	195	195	309	309
Residents Referred	146	146	130	130
<b>Voluntary Sector Contribution to Employment Outcomes for 2008/09</b>		47%		
<b>Voluntary Sector Contribution to Employment Outcomes for 2009/10</b>		38%		

- 8.7 Members were encouraged to note that WNF projects had overachieved in a number of areas despite the significant impact that the global economic downturn had at a local level over the past three years. Figure for projected and actual outputs for jobs and the economy themed projects in 2009/10 overall are as follows:-

	<b>Actual</b>	<b>Projected</b>
New businesses assisted	898	474
New businesses created	77	63
Clients engaged	2,451	1,869
Clients entering into training	1,394	932
Clients achieving a qualification	651	607

- 8.8 Members of the Forum were please to see that projects have over-achieved in a period when there has been fewer live vacancies and more people were losing their job/being made redundant.
- 8.9 The Forum recognised that there may be duplication in the services provided in relation to the worklessness agenda, which could potentially be eliminated by partnership working. Members were told of plans by the Economic Development Team to examine a range of programmes especially in relation

to duplication with a suggestion of organisations coming together to reduce overheads, possibly through the merging of back office functions or simply sharing a building. As part of this review, organisations were being asked to show what they had done to ensure that the future of their organisation was sustainable.

### **Evidence from the Portfolio Holder for Regeneration and Economic Development**

- 8.10 When the Regeneration and Planning Services Scrutiny Forum met on 14 October 2010, Members welcomed the Portfolio Holder for Regeneration and Economic Development, to provide evidence in relation to the current provision of services funded by the WNF in Hartlepool.
- 8.11 The Portfolio Holder indicated that it would be worthwhile examining how services were currently provided, how they were structured and how different organisations work together. One option that may be considered would be the provision of one uniform service across the town as there appeared to be several across different areas in the town but providing the same service. The Portfolio Holder felt that this may result in cost efficiencies and possible streamlining of service provision for the user. It was noted that the Economic Development Team were currently undertaking a review of projects funded through the WNF although it may be necessary for a more radical approach to ensure services were provided by the most appropriate and effective providers.
- 8.12 The Portfolio Holder commented that the level of debate should be raised and co-ordinated in relation to the effective and efficient delivery of these services and that the information gathered as part of the inquiry would inform Members to deal with the bigger crisis' ahead, it was also noted that all organisations need to work together and look at sustainable ways of working to ensure that any relevant grant funding was secured.

### **ERS Independent Evaluation of WNF**

- 8.13 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 9 September 2010 Members received details of an independent evaluation of WNF programmes was conducted by ERS in 2008/09 – with the final report being published in April 2009.
- 8.14 Members were interested to learn that overall the evaluation noted that the majority of projects provided good value for money. The report recognised that due to the complexity of the client group that WNF providers worked with it was important not to judge initiatives solely on their 'cost per job rate'. Members were advised that it was difficult to quantify value for money across WNF programmes due to the differing circumstances faced by each individual. The report emphasised the significant barriers that many clients faced in entering into work and their distance from the job market. It

recognised that many of the projects provided a first point of contact and engagement with hard to reach groups including people who were long-term unemployed and young people who are NEET.

- 8.15 The report acknowledged that the services were easily accessible to local residents' and that there was good spatial coverage of employment and training programmes across the WNF geographical areas. There was recognition that WNF providers had improved partnership working with key stakeholders across the town and that the WNF plugged gaps in mainstream Job Centre Plus (JCP) provision by offering day one eligibility for clients (some JCP provision is currently only available after a client is unemployed for six months).
- 8.16 There were high levels of satisfaction recorded with WNF clients who were interviewed and positive feedback on the services offered. There was acknowledgement that projects 'went the extra mile' for the client and provided very good pastoral support. There were areas for improvement identified including a need for some projects who worked with specific priority groups to work closer with statutory agencies including the Youth Offending Service and Connexions. Due to the economic climate, there was also a demand for projects to be reconfigured to ensure that increased levels of support for incapacity benefit claimants was made available to prevent them moving further away from the job market (including intensive mental health support services).

#### **Evidence from Hartlepool Voluntary Development Agency**

- 8.17 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 14 October 2010, Members were delighted to hear evidence from the Manager of the Hartlepool Voluntary Development Agency (HVDA).
- 8.18 The Manager of the HVDA provided Members with an insight into the range of programmes currently funded through the WNF in Hartlepool and the success of these programmes in assisting people in their search for work.
- 8.19 The Forum was informed of the work carried out by the HVDA and that in 2009/10 759 volunteers were supported and 375 were recruited, of which 255 were unemployed and 173 were long term unemployed. The Forum was delighted to learn that 32 obtained verifiable sustainable paid employment.
- 8.20 The Forum recognised that in addition to securing employment there were benefits that could not be measured, such as the changes this made to people's lives and the positive impact having a working role model in the household had on 2<sup>nd</sup> and 3<sup>rd</sup> generation families suffering unemployment.
- 8.21 Members of the Forum were particularly interested in the Community Campus programme highlighted in the evidence presented by the Manager of the HVDA. The Forum learned that this was a scheme aimed at getting young people job ready and in a good position to progress through the

recruitment process, by gaining places on entry to employment programmes with local employers. Following participation on the Community Campus scheme it was noted that a number of other schemes were in place which offer 26 to 52 weeks paid employment with the Council or private sector employers. Members were concerned to hear that over 400 applications had recently been received for 4 apprenticeship posts within the Council.

## **9 IMPACT OF THE REDUCTION AND POTENTIAL WITHDRAWAL OF THE WORKING NEIGHBOURHOODS FUND**

- 9.1 Members of the Regeneration and Planning Services Scrutiny Forum were keen to gain an understanding of the impact the reduction and potential withdrawal of the WNF would have on the worklessness agenda in Hartlepool. Evidence gathered on the impact of the reduction or withdrawal of the fund is detailed below:-

### **Evidence from the Economic Development Team**

- 9.2 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 9 September 2010 Members were advised by the Employment Development Officer that the reduction or removal of the WNF would have a significantly adverse effect on the worklessness, skills and enterprise agenda in Hartlepool (and particularly for those residents and businesses from the most deprived wards). The Forum also noted (with concern), that the loss of the WNF would damage the organisations that deliver the employment, training and business support programmes, as some are wholly dependent on the fund.
- 9.3 The Forum learned that as of 2008 there were 8 priority neighbourhoods established within the town which had been identified as part of the Neighbourhood Renewal Strategy (as shown below):-
- Burbank
  - Dyke House/Stranton/Grange
  - Hartlepool NDC
  - North Hartlepool (Central Estate, Headland & West View/King Oswy)
  - Owton
  - Rift House/Burn Valley
  - Rossmere
  - Throston
- 9.4 The Forum was informed that 55% of Hartlepool's population currently live in these eight priority neighbourhoods and the town has 17 wards of which 11 fall within the Neighbourhood Renewal area. Members were provided with a copy of the current employment and key worklessness rates within each of the neighbourhood areas as an indication of the ongoing challenges that are still faced and the impact a removal of the WNF may have on these areas, attached as **Appendix A**.



- 9.5 At the meeting of the Forum on 25 November 2010 Members were advised that the loss of the WNF would result in a loss of the structure and skills that currently were in place to assist with the worklessness agenda and that this would happen at a time when these services would be in the most demand.
- 9.6 Members noted that the Economic Development Team were providing support to the VCS regarding exit strategies and redundancy issues.

**Evidence from the Portfolio Holder for Regeneration and Economic Development**

- 9.7 At the meeting of the Forum on 14 October 2010, the Portfolio Holder for Regeneration and Economic Development expressed concerns that the withdrawal of the Working Neighbourhood Fund would have a profound effect on the town, including the withdrawal of service provision by the local authority and community and voluntary sectors. It was noted that whilst job losses would be a factor in the short term, the longer term effects on the community had yet to be identified.
- 9.8 The Portfolio Holder commented that some local authority services may be mainstreamed but with local authorities also facing dramatic cuts in funding this was questionable. In addition, the reductions in the regional partnerships would also result in less funding available for the North East area.

**Evidence from the Voluntary and Community Sector**

- 9.9 At the meeting of the Forum on 25 November 2010, following the Comprehensive Spending Review (CSR), Members were advised by the Employment Development Officer that there would be no funding to replace the WNF when it came to an end on 31 March 2011.
- 9.10 Voluntary and Community Groups, along with representatives from Hartlepool Borough Council jobs and the economy themed WNF programmes gave evidence to the Forum in relation to the numbers of posts which were fully funded by the WNF and the numbers of redundancies their programmes were likely to need to make. Some of the organisations felt that their services would not be of interest to the new agencies likely to take over provision of services (known as prime providers) as they did not directly get people back into employment, but assisted them with the life skills they needed to consider becoming active in the employment market.

**10 CURRENT AND FUTURE BUDGET PRESURES AND OPTIONS FOR THE CONTINUATION OF SERVICES CURRENTLY FUNDED BY WORKING NEIGHBOURHOODS FUND**

- 10.1 Members of the Regeneration and Planning Services Scrutiny Forum were keen to explore the impact of current and future budgetary pressures and to

examine any options available to continue the services currently funded by the WNF. The Forum considered evidence as follows:-

**Evidence from the Economic Development Team**

- 10.2 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 9 September 2010 Members agreed that the Economic Development Team had an excellent track record of securing external funding on behalf of the Council and third sector groups in Hartlepool and that whilst future funding would be restricted there may still be opportunities. The Emerging Works Programme and Local Enterprise Partnerships (LEPs) could provide opportunities for local providers to tender for employment, training and business investment funding. The Forum was informed that the Economic Development Team were working closely with Tees Valley Unlimited to ensure the town can capitalise on funding.
- 10.3 The Forum were also asked to note that as part of the LEPs, the Government announced a £1 billion Regional Growth Fund to help areas and communities at risk of being particularly affected by public spending cuts, the fund will be available in 2011/2012 and 2012/2013 and will help areas most dependent on public sector employment. Private sector and public-private partnerships will be able to bid for funding by demonstrating that their proposal will bring in private investment and support sustainable increases in private sector jobs and growth in their area.
- 10.4 At the meeting of the Regeneration and Planning Services Scrutiny Forum on 25 November 2010 the Employment Development Officer gave a presentation to highlight the CSR announcement would result in a loss of £5 million per annum to contribute to the worklessness, skills and enterprise agenda, a loss of specialist services, strong partnerships and established structures that provided a unique service to vulnerable groups, the potential loss of highly skilled workers and all at a time when there would be increased pressures to access provision by residents and their families.
- 10.5 The Employment Development Officer detailed the work which had been carried out with WNF programmes in preparation for the potential withdrawal of the fund completely. Members questioned whether more should have been done to prepare groups at an earlier stage for no further funding streams to be available, especially given that the WNF had a completion date of 31 March 2011 from the outset. However, the Employment Development Officer confirmed that as part of annual WNF verification visits, all WNF providers were advised by the department from the outset that funding would cease within the above timescale. Within these verification visits, WNF providers were also encouraged to consider how they would sustain their activity beyond March 2011. Therefore, WNF providers had up to three years in which to prepare for the eventual ceasing of this funding stream which is sufficient planning time.

- 10.6 The Forum were encouraged to note that Voluntary and Community Groups may have access to apply for funding that would not be available to the public sector, but were advised that that each organisation would need to explore this independently of the Council and that the VCS needed to be in a position to maximise their specialism's and promote and sell their services. Members noted that the VCS could not rely on the Council to source funding and needed to be as pro-active as possible however, Members were please to learn that advice on this was available from the Economic Development Team.

### **Evidence from Jobs and the Economy Theme WNF Programmes**

- 10.7 The Forum was very keen to hear the views of internal and external jobs and the economy themed service providers who received WNF funding. An invitation was extended to all jobs and the economy themed programmes to attend the meeting of the Forum on 25 November 2010 to express their views or to submit written evidence. Representatives expressed the following views:-
- 10.8 Some groups were confident that a number of opportunities exist to exploit their expertise and sell some aspects of their services to the new service providers or businesses; they also felt that there were potential funding opportunities to sub contract services. A number of VCS groups raised concerns that the clients they engaged with needed intensive one to one support which may not be attractive to prime providers and some had been unsuccessful in securing alternative funding to date.
- 10.9 Organisations requested assistance from the Economic Development Team in the future to complete large Government grant applications.
- 10.10 Some groups are developing strategies to look at new ways of working with partners to influence local delivery and also diversifying delivery to meet current and future economic development needs, others are strengthening their business model, revising the target client group and making course more attractive at full cost to ensure sustainability in the future.
- 10.11 Collectively 34 staff are at risk of redundancy from the groups who submitted written evidence to the Forum. No support was required with redundancies other than that already available through HBC internally or provided by the Economic Development Team.
- 10.12 All organisations who submitted written evidence were satisfied with the support received from Hartlepool Borough Council.
- 10.13 Additional comments received requested that the VCS look to include projects currently funded through HBC, such as Hartlepool Working Solutions, in bidding and funding opportunities the public sector are unable apply for, or the potential to sub contract out work should VCS applications be successful. Hartlepool Mind also raised concerns regarding access to

services for people with mental health problems once WNF funding is removed as this service was unique and not attractive to prime providers.

- 10.14 VCS representatives recognised the need to work together and support each other and that where possible resources should be shared and programmes developed in conjunction with other organisations. It was also recognised that there was a need to look at organisations collective resources and utilise these in the best way possible to attract more finance, to ensure expertise was shared and funding was targeted more selectively.
- 10.15 Members were encouraged to note the VCS had recognised the need to work collectively and reduce duplication in order to continue in the provision of worthwhile services.

## **11 CONCLUSIONS**

### **11.1 The Regeneration and Planning Scrutiny Forum concluded:-**

- (a) That the WNF had contributed significantly to the positive outcome of the long term unemployed in Hartlepool and engaged people who would be outside of the reach of normal routes into employment;
- (b) That Hartlepool Borough Council and Voluntary and Community Sectors work well together to secure funding and deliver vital employment services to those most in need;
- (c) That the HBC Economic Development Team have an excellent track record of securing external funding on behalf of the Council and third sector groups in Hartlepool;
- (d) That the withdrawal of the WNF will have a major impact on the ability of organisations to deliver jobs and the economy themed services within Hartlepool;
- (e) That there has been a steep decline in the ability of organisations to provide services due to the in year cuts of WNF from September 2010;
- (f) That there is a greater need for Voluntary and Community organisations to work together to ensure survival and sustainability in the future and to remove duplication and silo working practices;
- (g) That services supporting hard to reach client groups which require intensive one to one support may not be attractive to prime service providers;
- (h) That some organisations may have skills that are of interest to prime providers and these organisations should look to promote and sell on their unique skills where feasible;

- (i) That there may be opportunities for VCS organisations to apply directly for funding in the future;
- (j) That a support arrangements had been put in place to by the Economic Development Team to provide advice on issues such as redundancy rights with the VCS;
- (k) That assistance was available from HBC for businesses in times of hardship.

## **12 RECOMMENDATIONS**

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

- (a) That where organisations can independently apply for funding that Hartlepool Borough Council should provide assistance with this process;
- (b) That promotion of support and assistance available for local businesses is undertaken including:-
  - (i) Increasing the awareness of hardship assistance available to businesses from Hartlepool Borough Council, for example through the prominent inclusion of information with business rates demands; and
  - (ii) Ensuring Hartlepool Borough Council staff who deal with local businesses can signpost people to appropriate sources of information and advice at the first point of contact.
- (c) That to encourage and support local businesses in Hartlepool:-
  - (i) The use of local providers to supply goods and services to Hartlepool Borough Council, where economically sensible, is explored; and
  - (ii) The e-quotations system is prominently highlighted to all relevant local businesses.
- (d) That the development of a 10 year jobs and the economy strategy for Hartlepool be explored and that at the outset of this, a working group of voluntary and private sector organisations is established;
- (e) That work is undertaken to establish a jobs and the economy themed social enterprise building on the work of Hartlepool Works, encompassing a partnership between the local authority, private

enterprises and the voluntary sector, to bid for and commission services to support people into employment.

## **ACKNOWLEDGEMENTS**

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

### Hartlepool Borough Council:

Councillor Pamela Hargreaves - Portfolio Holder for Regeneration and Economic Development

Dave Stubbs - Director of Regeneration and Neighbourhoods

Damien Wilson – Assistant Director of Regeneration and Planning

Antony Steinberg – Economic Development Manager

Mick Emerson – Principal Economic Development Officer (Business)

Patrick Wilson – Employment Development Officer

Jackie McGarry - Economic Development Officer

### External Representatives:

Keith Bayley – Hartlepool Voluntary Development Agency

Ilse Bray – Wharton Trust

Carl Crossman – Wharton Trust

Jan Hollis – Hartlepool Carers

Tracy Jefferies – Hartlepool Carers

Julie Marshall – Owton Manor West

Jimmy McKenna – Hartlepool Voluntary Development Agency

Dave Thompson – DISC – STEP Project

David Simpson – Owton Manor West

Catherine Wakeling – Hartlepool MIND

Chris Wise – West View Project

Dave Wise – West View Project

**COUNCILLOR KEVIN CRANNEY  
CHAIR OF THE REGENERATION AND PLANNING SCRUTINY FORUM**

**MARCH 2011**

**Contact Officer:** Elaine Hind – Scrutiny Support Officer  
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Hartlepool Borough Council  
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**BACKGROUND PAPERS**

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

- (i) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Working Neighbourhoods Fund – Scoping Report' presented to the Regeneration and Planning Services Scrutiny Forum of 12 August 2010.
- (ii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into the Working Neighbourhoods Fund – Setting the Scene – Covering Report' Presented to the Regeneration and Planning Services Scrutiny Forum of 9 September 2010.
- (iii) Report and Presentation of the Economic Development Manager entitled 'Working Neighbourhood Fund' presented to the Regeneration and Planning Service Scrutiny Forum of 9 September 2010.
- (iv) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into Working Neighbourhood Fund – Evidence from the Portfolio Holder for Regeneration and Economic Development – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum 14 October 2010.
- (v) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into the Working Neighbourhoods Fund – Evidence from Voluntary Organisations – Covering Report' presented to the Regeneration and Planning Services Scrutiny Forum on 14 October 2010.

- (vi) Report and Presentation of the Manager of the Hartlepool Voluntary Development Agency presented to the Regeneration and Planning Services Scrutiny Forum of 14 October 2010.
- (vii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into the Working Neighbourhoods Fund – Evidence from the Regeneration and Planning Department – Covering Report presented to the Regeneration and Planning Services Scrutiny Forum on 25 November 2010.
- (viii) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation onto the Working Neighbourhoods Fund' – Evidence from WNF Providers – Covering Report presented to the Regeneration and Planning Services Scrutiny Forum on 25 November 2010.
- (ix) Presentation of the Employment Development Officer entitled 'Working Neighbourhood Funding' delivered to the Regeneration and Planning Services Scrutiny Forum on 25 November 2010.
- (x) Northumberland County Council WNF 2009 – 2011 Guidance for Applicants.
- (xi) Minutes of the Regeneration and Planning Services Scrutiny Forum of 12 August 2010, 9 September 2010, 14 October 2010, 25 November and 20 January 2011.



**Appendix A – Neighbourhood Renewal Areas (Key Economic Statistical Data)**

The table below shows the latest key statistics for the Hartlepool Neighbourhood Renewal Areas (NRA) and is measured against the performance of Great Britain, regional, sub-regional and local rates. Unless otherwise stated, the data below relates to working-age adults and is sourced from the Office of National Statistics (ONS), mid-year estimates from 2009 with Tees Valley Unlimited providing an estimation for the neighbourhood figures.

<b>Area</b>	<b>No of Working Age Pop.</b>	<b>% Employed Status</b>	<b>% Self Employed Status (2001 Census % of 16-74s)</b>	<b>% Worklessness</b>	<b>% Unemployed</b>	<b>% on IB</b>	<b>% on IS</b>	<b>% Children in Poverty (HMRC Data)</b>
<b>Burbank</b>	795	42.8	2.6	57.2	14.5	22.6	21.0	61
<b>Dyke House / Stranton / Grange</b>	4350	57.4	3.1	42.6	11.1	14.2	19.3	50
<b>Hartlepool NDC</b>	6185	55.1	3.4	44.9	12.8	14.1	18.7	53
<b>North Hartlepool</b>	7420	58.2	3.2	41.8	8.5	14.7	17.3	41
<b>Owton</b>	4115	55.3	2.8	44.7	10.3	14.3	21.6	50
<b>Rift House / Burn Valley</b>	3190	60.0	2.7	40.0	9.5	13.4	13.4	35
<b>Rossmere</b>	3215	63.8	3.1	36.2	8.0	11.5	12.1	31
<b>Throston</b>	1115	61.9	2.6	38.1	6.8	15.9	11.2	20
<b>Hartlepool</b>	55200	66.8	4.3	33.2	7.1	10.0	11.3	30
<b>Tees Valley</b>	404200	68.3	4.8	31.7	6.3	8.0	10.0	26
<b>Northeast</b>	1601600	-	5.3	-	-	-	-	24
<b>GB</b>	33882200	74.0	8.3	26.0	4.1	6.5	7.3	22

## CABINET REPORT

21 March 2011



**Report of:** Director of Regeneration and Neighbourhoods

**Subject:** ACTION PLAN - WORKING NEIGHBOURHOODS FUND

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### SUMMARY

#### 1. PURPOSE OF REPORT

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the 'Working Neighbourhoods Fund'.

#### 2. SUMMARY OF CONTENTS

- 2.1 The report provides brief background information into the Working Neighbourhoods Fund Scrutiny Investigation and provides a proposed Action Plan (**Appendix A**) in response to the Scrutiny Forum's recommendations.

#### 3. RELEVANCE TO CABINET

- 3.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Regeneration and Planning Services Scrutiny Forum, attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder.

#### 4. TYPE OF DECISION

- 4.1 Non-Key.

#### 5. DECISION MAKING ROUTE

- 5.1 The Action Plan and the progress of its implementation will be reported to the Regeneration and Planning Services Scrutiny Forum on 21 March 2011 (subject to availability of the appropriate Portfolio Holder(s)).

**6. DECISION REQUIRED**

- 6.1 That Members of the Cabinet approve the Action Plan (**Appendix A refers**) in response to the recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the 'Working Neighbourhoods Fund'.

**Report of:** Director of Regeneration & Neighbourhoods

**Subject:** ACTION PLAN – WORKING NEIGHBOURHOODS  
FUND

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**1. PURPOSE OF REPORT**

- 1.1 To agree an Action Plan in response to the findings and subsequent recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the 'Working Neighbourhoods Fund'.

**2. BACKGROUND INFORMATION**

- 2.1 To assist the Cabinet in its determination of either approving or rejecting the proposed recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the 'Working Neighbourhoods Fund'. Attached as **Appendix A** is the proposed Action Plan for the implementation of these recommendations which has been prepared in consultation with the appropriate Portfolio Holder.
- 2.2 The overall aim of the scrutiny investigation was to assess the reduction and potential withdrawal of the Working Neighbourhoods Fund, its impact on the worklessness agenda and giving consideration to any potential future funding streams available to maintain service provision and to support how such funds may be utilised.

**3. ACTION PLAN**

- 3.1 As a result of the Regeneration and Planning Services Scrutiny Forum's investigation into the 'Working Neighbourhoods Fund', the following recommendations have been made:-
- (a) That where organisations can independently apply for funding that Hartlepool Borough Council should provide assistance with this process;
  - (b) That promotion of support and assistance available for local businesses is undertaken including:-
    - (i) Increasing the awareness of hardship assistance available to businesses from Hartlepool Borough Council, for example through the prominent inclusion of information with business rates demands; and

- (ii) Ensuring Hartlepool Borough Council staff who deal with local businesses can signpost people to appropriate sources of information and advice at the first point of contact.
  - (c) That to encourage and support local businesses in Hartlepool:-
    - (i) The use of local providers to supply goods and services to Hartlepool Borough Council, where economically sensible, is explored; and
    - (ii) The e-quotations system is prominently highlighted to all relevant local businesses.
  - (d) That the development of a 10 year jobs and the economy strategy for Hartlepool be explored and that at the outset of this, a working group of voluntary and private sector organisations is established;
  - (e) That work is undertaken to establish a jobs and the economy themed social enterprise building on the work of Hartlepool Works, encompassing a partnership between the local authority, private enterprises and the voluntary sector, to bid for and commission services to support people into employment.
- 3.2 An Action Plan in response to these recommendations has now been produced in consultation with the appropriate Portfolio Holder(s) and is attached at **Appendix A** which is to be submitted to the Regeneration and Planning Services Scrutiny Forum on 21 March 2011 (subject to the availability of appropriate Portfolio Holder.

#### 4. RECOMMENDATION

- 4.1 Cabinet is requested to approve the Action Plan attached as **Appendix A** in response to the recommendations of the Regeneration and Planning Services Scrutiny Forum's investigation into the 'Working Neighbourhoods Fund'.

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

**NAME OF FORUM:** Regeneration and Planning Services Scrutiny Forum

**8.4 Appendix A**

**NAME OF SCRUTINY ENQUIRY:** Working Neighbourhoods Fund

**DECISION MAKING DATE OF FINAL REPORT:** 21 March 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
(a)	That where organisations can independently apply for funding that Hartlepool Borough Council should provide assistance with this process.	Where applicable and where resources allow, Hartlepool Borough Council's Economic Development Team already provides assistance to organisations to submit funding applications. In addition, ED tends to lead on writing consortium applications on behalf of key agencies across Hartlepool and will continue to do so. Economic Development will support voluntary community sector to develop capacity to undertake bid writing for funding opportunities.	HBC Officers time Patrick Wilson	31 May 2011
(b)	That promotion of support and assistance available for local businesses is undertaken including:-	This support is ongoing working in partnership with the business rates section. Businesses that contact the Council stating that they are having difficulties with	HBC Officers time 25% local contribution to hardship relief. Current allocation John Morton Antony Steinberg	31 March 2012

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RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	<p>(i) Increasing the awareness of hardship assistance available to businesses from Hartlepool Borough Council, for example through the prominent inclusion of information on business rate demands.</p> <p>rates payments due to the general economic downturn are referred to the business rates section. The rates team will seek to maximise entitlements to small business rates relief and consider rescheduling rate instalments over longer periods. The small business rate relief scheme is actively promoted by inclusion of information leaflets within rate demands. Businesses are visited by ED officers and if deemed to be in severe hardship then an application may be considered for Hardship Relief as a last resort</p> <p>The hardship rate relief system is funded at a rate of 25% by the Council. Currently a temporary</p>	<p>of £70k per annum for three years commencing 2010/11.</p>		

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	<p>pressure of £70k has been allocated in each of the three years 2010/11 to 2012/13 and the budget for 2010/11 has already been fully committed.</p> <p>The Council can promote the availability of hardship relief with rate demands however the ability to provide financial support will be constrained by the available funding. The expansion of support beyond the current budget would require the identification of compensatory savings and a report to Council as a departure from the approved budget for 2011/12.</p>			
(i) Ensuring	Hartlepool Council officers in particular Borough Council staff who Business Rates and Contact		John Morton Antony	30 April 2011



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RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE	
	deal with local businesses can signpost people to appropriate sources of information and advice at the first point of contact	Centre staff are aware of the business support services offered by ED and regularly signpost businesses for information, advice and guidance.		Steinberg	
(c)	That to encourage and support local businesses in Hartlepool:-  (i) The use of local providers to supply goods and services to Hartlepool Borough Council, where economically sensible, is explored; and  (ii) The e-quotations system is prominently highlighted to all relevant local businesses.	The Council's procurement procedures have in place the consideration for all tenders to consider local businesses if applicable. The Council's Contract Procedure Rules and Procurement Guidance will reflect encouragement of the local economy, including the voluntary and community sector wherever possible.  A guide for supplying goods and services to the Council are	HBC Officers time	Mick Emerson  David Hart  David Hart	31 March 2012  31 May 2011  30 June 2011

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**8.4 Appendix A**

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**DECISION MAKING DATE OF FINAL REPORT:** 21 March 2011

RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	<p>promoted to local businesses through a specific webpage on the investinhartlepool.com website.</p> <p>Businesses are signposted by ED officers to this procurement guide and the ability for them to tender online.</p> <p>E-quotation system will be publicly launched so as to reach local businesses and the voluntary and community sector.</p>			
(d)	<p>That the development of a 10 year jobs and the economy strategy for Hartlepool be explored and that at the outset of this, a working group of voluntary and private</p> <p>Following on from the recently produced Economic Assessment, a new Economic Regeneration Strategy will be produced in 2011. This document will provide a ten year vision and objectives</p>	HBC Officers time	Antony Steinberg	30 November 2011

## OVERVIEW AND SCRUTINY ENQUIRY ACTION PLAN

**NAME OF FORUM:** Regeneration and Planning Services Scrutiny Forum

**8.4 Appendix A**

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**DECISION MAKING DATE OF FINAL REPORT:** 21 March 2011

	RECOMMENDATION	EXECUTIVE RESPONSE / PROPOSED ACTION	FINANCIAL IMPLICATIONS	LEAD OFFICER	DELIVERY TIMESCALE
	sector organisations is established.	to support the growth of Hartlepool's economy. Public, private and third sector groups will be invited to workshops to be consulted on what should be included within the Strategy.			
(e)	That work is undertaken to establish a jobs and the economy themed social enterprise building on the work of Hartlepool Works, encompassing a partnership between the local authority, private enterprises and the voluntary sector, to bid for and commission services to support people into employment.	Reviews are ongoing within the Hartlepool Works (HW) Steering Group to identify the benefits, including financial, of establishing a social enterprise. This proposed action will be developed in consultation with representatives from the HW Steering Group and wider HW consortium members which consists of over 40 organisations. Each of these groups would potentially have an interest in being involved in this proposed social enterprise and would need to be consulted with.	HBC Officers time	Diane Martin	31 March 2012

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